

## HISTORICAL PRESERVATION OF UNIVERSITY OF WASHINGTON CAMPUS PROPERTY

Recent action by the City of Seattle Landmarks Preservation Board in recommending designation of a portion of the White-Henry-Stuart Building (later rescinded) and the University Canoe House as City landmarks has raised many questions regarding the issue of historical preservation on the University of Washington campus and other University-owned property. This report is intended to serve as a background paper to permit an informed discussion of the issue.

The designation of historical landmarks can be accomplished at any of three distinct governmental levels.

### NATIONAL

At the national level, the National Register Program is administered by the National Park Service, Department of the Interior, which also provides financial and staff support for the National Advisory Council on Historic Preservation. Public Law 89-665 enacted on October 15, 1966, authorizes the Secretary of the Interior to establish and maintain a National Register of Historic Places to include districts, sites, buildings, structures, and objects significant in American history, architecture, archaeology, and culture, and also created a program of matching grants in aid for preservation and restoration projects within the individual states. Further information regarding the National Register of Historic Places, including criteria for evaluating potential entries to the National Register, are included as Enclosures A and B.

Eight University of Washington structures and sites have been recommended for inclusion on the National Register by the Washington State Advisory Council on Historic Preservation: Lewis Hall, Clark Hall, Architecture Hall, Parrington Hall, Denny Hall, the Observatory, the Columns, and the Original Site of the University of Washington. In 1971 the University Board of Regents, acting upon

the advice of the University Architectural Commission, gave its approval for the nomination of Lewis Hall, Architecture Hall, Parrington Hall, Denny Hall, the Columns, and the Observatory, but also asked that Clark Hall and Parrington Hall not be nominated for the National Register. (To date no action has been taken by the National Park Service in placing any of these structures or sites on the National Register. Most nominations are still awaiting the completion of nomination forms by the small staff of the State Office of Archaeology and Historic Preservation.)

#### STATE

At the state level an historic preservation program is administered by the Washington State Parks and Recreation Commission, Office of Archaeology and Historic Preservation. RCW 43.51.750 et seq (Chapter 19, Laws of 1967, Extraordinary Session), patterned after the federal legislation on historic preservation, designates the Director of the Parks and Recreation Commission as Executive Director of the Washington State Advisory Council on Historic Preservation which serves as the state review body required by the policies and procedures implementing the national law. RCW 43.51.750 et seq also provides for a State Register of Historic Places. Further information regarding the State act, including criteria for inclusion on the State Register, is contained in Enclosures A and C. University structures contained in the State Register are identical to those nominated for the National Register.

#### LOCAL

At the local level designation of landmarks is recommended by the City of Seattle Landmarks Preservation Board and requires action by the Seattle City Council. The Seattle Landmarks Preservation Board was established by City Ordinance 102229, which was enacted in 1973. A copy of the complete ordinance is included as Enclosure D.

On August 21, 1974, the City of Seattle Landmarks Preservation Board voted to recommend landmark status to the Canoe House for its physical structure on its present site (i.e. if the structure were to be moved, it presumably would lose its historical status). A Council Committee hearing on the landmark designation has been scheduled for November 13, 1974. Earlier in the year the Landmarks Preservation Board voted to designate a portion of the White-Henry-Stuart Building as an historic landmark; however, this action was later reconsidered and the Board recommended against recommending landmark status to the City Council. No other UW buildings, including those included on the National and State Registers of Historic Places, have been nominated for inclusion on the City list of historical landmarks.

The implications of including University of Washington structures, sites, or districts on the various lists of historic places and landmarks varies, depending upon the specific act and level at which it is considered. On the federal level, placement on the National Register does not restrict the use or disposition of the property except where federal funding is involved. It is likely, however, that placement on the Register will have a significant influence on decisions regarding the destruction or alteration of historic places. For example, such a designation would have to be reported and considered very carefully in the environmental assessment of any capital project. There are three primary benefits related to the placement of property on the National Register: (1) the prestige and honor of being included on the Register; (2) a degree of protection afforded from arbitrary destruction or isolation resulting from federally financed undertakings; and (3) property on the National Register automatically qualifies for possible federal grants and aid on a matching basis for restoration and preservation.

Placement of property on the State Register of Historic Places is primarily an honorary listing; however, placement on the State Register automatically means that such property will be sent to the National Park Service for consideration for placement on the National Register.

The designation of University property as City landmarks raises more questions than the placement of such property on the National and State Registers of Historic Places. The first major issue involves the City's authority to designate University property as City landmarks. The University's legal counsel has ruled that the actions of the Landmarks Board with respect to the property of the University of Washington are not binding on the Board of Regents which has exclusive responsibility and control over the University. (Enclosure E) Therefore, counsel reasons, the City may not impose a requirement that the Board of Regents obtain a certificate of approval from the Landmarks Preservation Board as a condition precedent to the razing, reconstruction, alteration, remodeling or construction of University property. Unfortunately, this division of responsibility and control can be complicated by other legislation. For example, since the Canoe House is located within 200 feet of the shorelines of Union Bay, a substantial development permit must be granted for its demolition. The State Shorelines Management Act of 1971 gave local governmental jurisdictions the authority to review and issue such permits. It is not clear at this time whether the City could (or would) refuse to issue such a permit if the City Council should decide to designate the Canoe House as an historical landmark. It is also not clear at this time what effect the designation of University property as City landmarks would have on the issuance of City building permits as may well be required on January 1, 1975, in accordance with the provisions of Chapter 96, Laws of 1974, 1st Extraordinary Session. The questions of legal propriety and rights of the University vis á vis the city are currently under

active review by the University's legal counsel.

### HISTORY

Although the staff feels that the University cannot in any way acquiesce to assumption by the City of Seattle of responsibility and authority delegated by State law to the Board of Regents, the University clearly has a public responsibility for the preservation of historical and architectural landmarks and should continue its record of positive action in the general areas of landmark preservation on campus. It is felt by the staff that the University's record with regard to historical preservation is excellent. For example, the University has preserved the columns from the first University building constructed in the original downtown site and has preserved most of the first buildings constructed on the present campus. Sensitivity to the historical and architectural value of early campus buildings has also been expressed in the design and siting of new campus buildings. In 1971 when a specific and well-documented nomination of University structures was prepared for the National Register of Historic Places, the University's Architectural Commission and Board of Regents participated in the review and agreed with the recommendation to place five structures and the Columns on the National Register.

Despite this record of achievement, it is obvious that more specific attention must be paid to the issue of historic preservation on the campus and other University properties. At the present time any individual opposed to the demolition or alteration of University property can recommend to the Seattle Landmarks Preservation Board that it be considered for landmark status. Based on the criteria included in the City's Landmarks Ordinance (see Enclosure D), it is feasible that a case could be made for designating the vast majority of the University of Washington structures as historical landmarks. For example, a major consideration of the Landmarks Preservation Board in recommending that the

Canoe House be designated as a City landmark (Enclosure F) was that the structure was used as a shell house during an era of great University of Washington crews. If the training of great crews is so important to society and the Seattle community that the Canoe House should be designated as an Historical landmark, then it might follow that the training of great scientists, statesmen and other individuals which occurs on a daily basis in most campus buildings used for instructional purposes would also qualify all such facilities for such designation.

An indication of other structures which might some day be considered for designation as City landmarks is provided by a list prepared in 1972 by the City Department of Community Development which contained sites and buildings considered by the Municipal Arts Commission, the American Institute of Architects, and the Washington State Parks and Recreation Commission to be of historic or architectural significance. This list included 199 sites and structures of which 25 are located on the University campus. (It is interesting to note that the Canoe House was not included on this list.) Among the more surprising entries on the list were the Stadium Cantilever, the Pacific Apartments, the Pedestrian Overpass near the Pavilion, the Applied Physics Laboratory, Terry and Lander Halls, and McCarty Hall. Interestingly, Suzzallo Library, the Liberal Arts Quadrangle, Rainier Vista, Frosh Pond, and the Columns Amphitheater were not included on the list. Fortunately, the Seattle Landmarks Preservation Board has indicated that it does not intend to use this list in preparing recommendations for Seattle landmarks. It is questionable, however, if the current policy of random consideration of threatened buildings will result in a more comprehensive and reasoned list of truly historic landmarks.

#### POTENTIAL COURSES OF ACTION

Several alternative courses of action appear to be available to the University

in dealing with historic preservation of its sites and structures. The first would be to continue the present practice in which historic significance of individual University buildings is assessed by University staff architects and planners, guided by the advice of the Architectural Commission, in making recommendations for any additions or deletions to the current registers of historic places and landmarks. Although this approach has the advantage of utilizing existing staff and committee resources, it does have several disadvantages. For example, it is possible that the University's staff's' judgments with regard to historical preservation will be considered biased because of potentially conflicting objectives related to the demolition or alteration of University property. In addition, although reliance upon the Architectural Commission for advice and counsel has the advantage of integrating historical preservation with other considerations involved in University planning and development, uncertain meeting schedules and the absence of members well versed in local history could result in difficulties. If the University should choose to continue to follow this approach it is likely that the existing historical preservation advisory boards will continue to make judgments regarding University property whether or not they have the legal authority to do so.

A second alternative would be the consideration of the entire campus, or at least the central campus, as an historical district in which no individual buildings would be selected as historical landmarks. There is some logic to this approach, since many sectors of the campus such as the Arts and Sciences Quad, the Central Quadrangle, and the Frosh Pond area are primarily significant because of their total composition, which is achieved by buildings which may not have individual architectural significance. It is not certain, however, that the formal designation of the entire campus or portions of the campus would result in greater attention being given to historical preservation than have

been demonstrated in the past. This approach might also have the disadvantage of extending the area in which the City might some day claim jurisdiction.

A third alternative, and the one favored by the staff, would be the establishment of a University of Washington Historical Preservation Advisory Committee which would consist of recognized University experts on architectural preservation and northwest history. Consideration might also be given for appointing off-campus representatives from the City's Landmarks Preservation Board and the State Advisory Council on Historic Preservation. Such an advisory committee could be charged with the responsibility of developing criteria for the consideration of historical landmarks on the campus and other University property; the establishment of a list of historically significant structures, places, or sites; and the consideration of specific issues related to historical preservation. The committee's input could be included in the University's General Development Plan and its recommendations made available to the Architectural Commission, the Capital Construction Board, and the University Board of Regents when those bodies are considering the demolition or alteration of University property. The committee's recommendations could also be included in environmental assessments of projects being considered by the University of Washington. With the concurrence of the University Board of Regents, such a committee could be appointed immediately and deliberations could begin during the present academic period.



## HUB YARD BACKGROUND PAPER 2: HISTORICAL DEVELOPMENT

### I Introduction

The proposed expansion of Suzzallo Library has raised a number of questions regarding impacts to the HUB Yard at the University of Washington. The HUB Yard is the space between Suzzallo Library and the Student Union Building (HUB), bounded by Smith and Thomson Halls on the north and Sieg Hall to the south. Presently, this area consists of lawns, pathways, and mature trees and shrubs. Among the changes which will occur here are loss of open space, demolition of the High Energy Physics Lab, extensive regrading and replanting, and relocation of pathways.

The purpose of this report is to trace the role of the HUB Yard as an open space and design element in campus plans, using historical information including maps, drawings, and plans.

### II Campus Plans

#### Alaska Yukon Exposition Plan of 1909

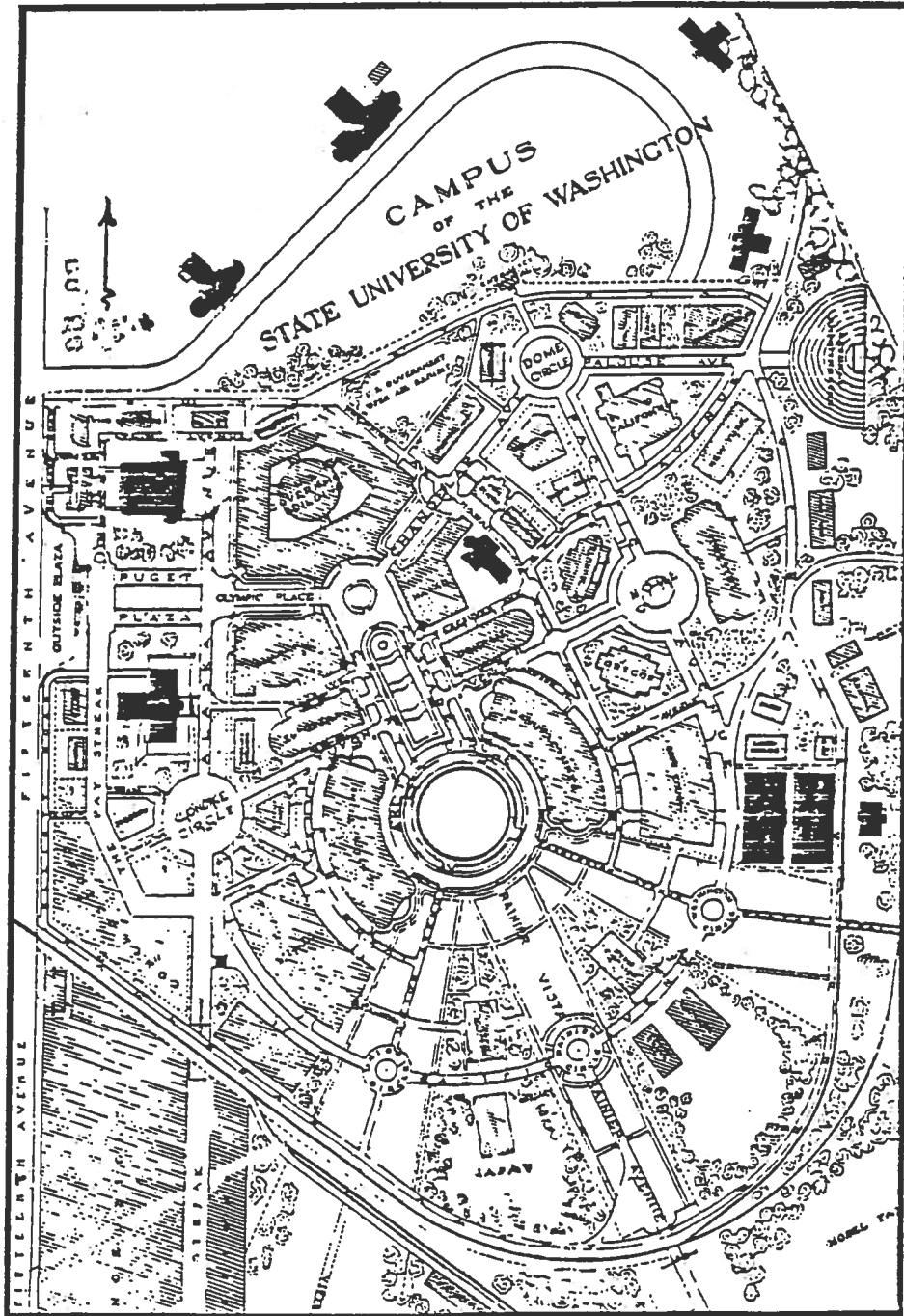
Though this plan prepared by the Olmstead brothers was to be implemented on a temporary basis, it had in it important elements which would have a lasting impression on campus development (Figure 1).

The Olmstead AYP Plan established a campus landmark in the magnificent Rainier Vista. This feature still exists as one of the major axes of campus development.

In the vicinity of the HUB Yard, the AYP Plan included a large traffic circle, surrounded by the Forestry, Washington, and Oregon buildings. This open paved area would endure until the Student Union Building was started around 1949.

FIG. 1

1909 AYP PLAN



*Alaska-Yukon-Pacific Exposition Plan*

### Bebb and Gould Plan of 1915

The 1915 Bebb and Gould Plan was prepared by a local architectural firm after a joint committee of the Board of Regents and faculty had rejected a plan by the Olmstead brothers on grounds that it was "too informal".<sup>1</sup> This plan contained numerous features in the vicinity of the HUB Yard which were subsequently incorporated into campus development.

First, the plan showed the library in its present location. The library, with its additions, is of course one of the major bounding elements of the present HUB Yard. Secondly, the area around the traffic circle mentioned earlier was to have been cleared out somewhat, creating a larger, more well defined open space. Though a student union building was not yet conceived, some of the basic patterns of building grouping in the area were established, lending to a more formal campus arrangement. (Figure 2)

### Revisions to 1915 Plan

Between 1927 and 1933, there were numerous changes to the 1915 Plan. In 1934, Bebb and Gould presented a revised version which was adopted, and subsequently has been called the "controlling factor" for later campus improvements.<sup>2</sup> (Figure 3)

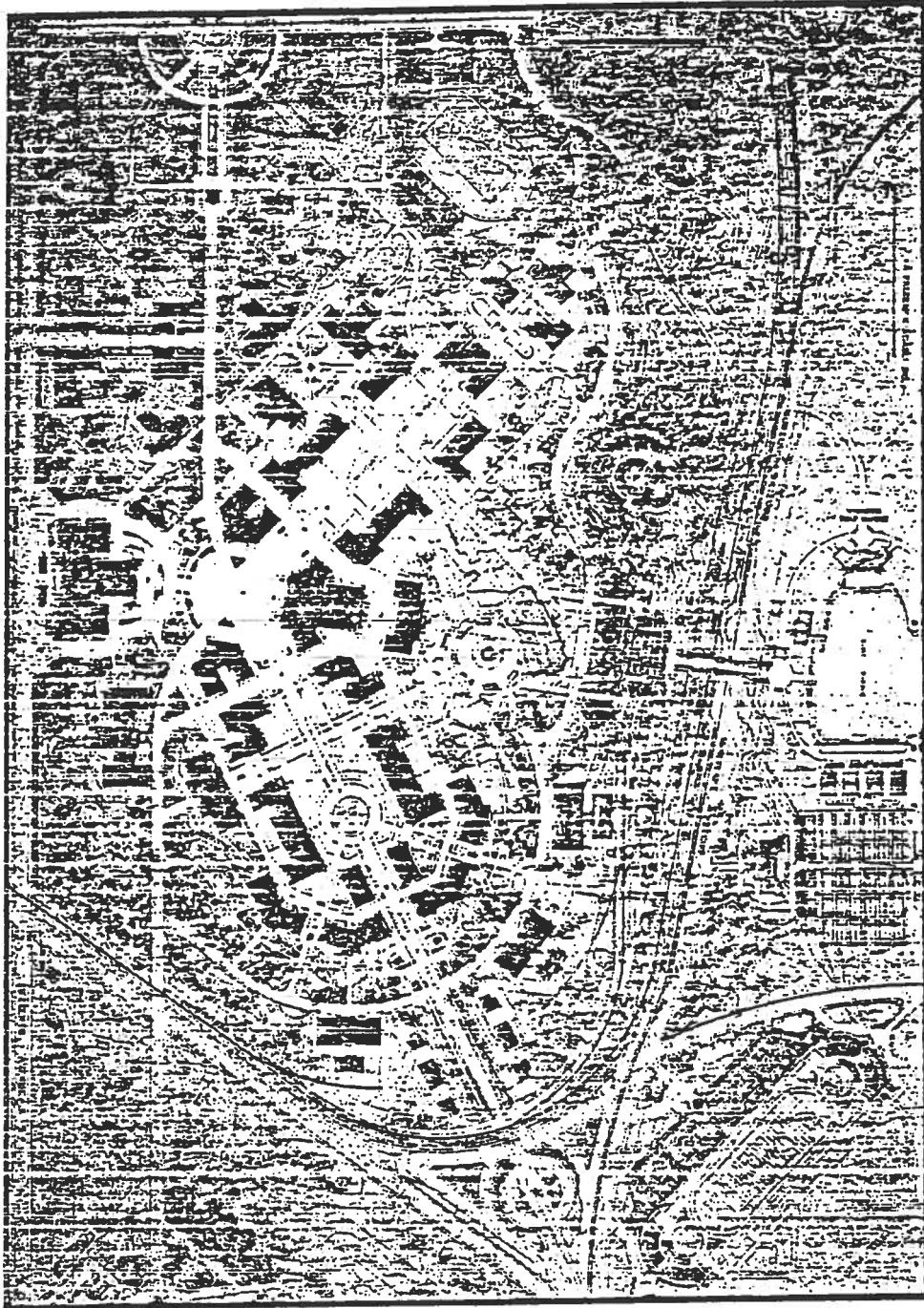
This was an extremely important plan in the development of the HUB Yard, since it was the first to propose the Student Union Building. Such a building was to be located at the intersection of the secondary axes from the Liberal Arts Quadrangle and the Arts and Sciences Quadrangle. In addition, there were provisions for a large open space to the west of the Student Union Building (the HUB Yard) and for elimination of the traffic circle which had existed since the AYP era.

<sup>1</sup> John Paul Jones, 1940

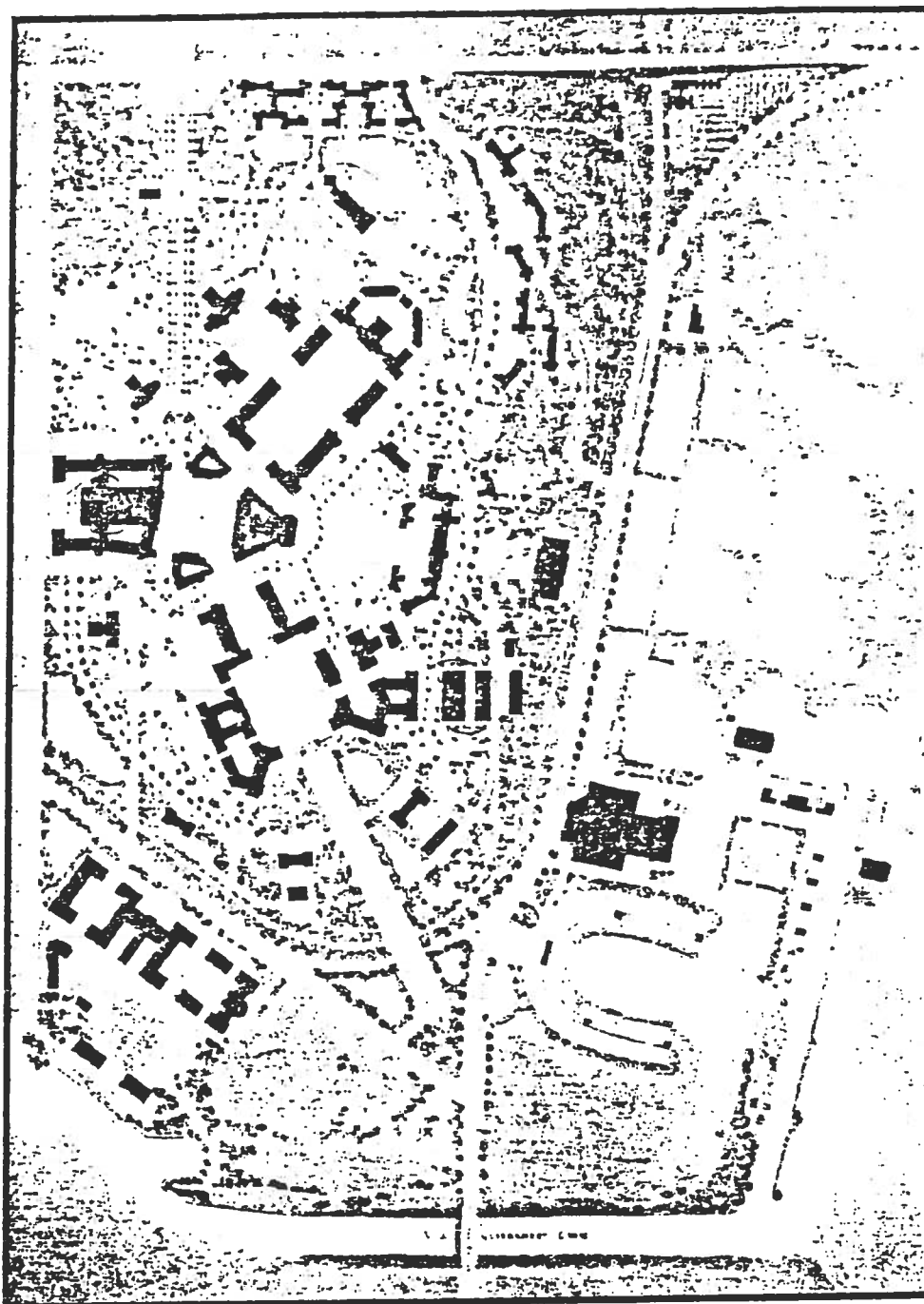
<sup>2</sup> John Paul Jones, 1940

FIG 2

1915 BEBB AND GOULD PLAN



1934 REVISED PLAN



In 1940, John Paul Jones commented on the need for an area of campus which would serve as a gathering area for students - where leisure, social, and academic activities could all take place. In addition to a students' union building, he envisioned "... a parklike yard ... which will act as a foil to the formal arrangement of the quadrangles."

he felt such an area should have been "... open and attractive, with lawns where outdoors gatherings can take place."<sup>3</sup>

Jones was the University of Washington architect during the 1940's and was asked in 1948 to prepare a revision to the 1934 plan. The Jones 1948 Plan was actually another revision of the original 1915 Bebb and Gould plan. In the vicinity of the HUB Yard few changes were proposed that were significantly different from the 1934 plan, and the HUB itself was only just being built when the plan was presented. (Figure 4)

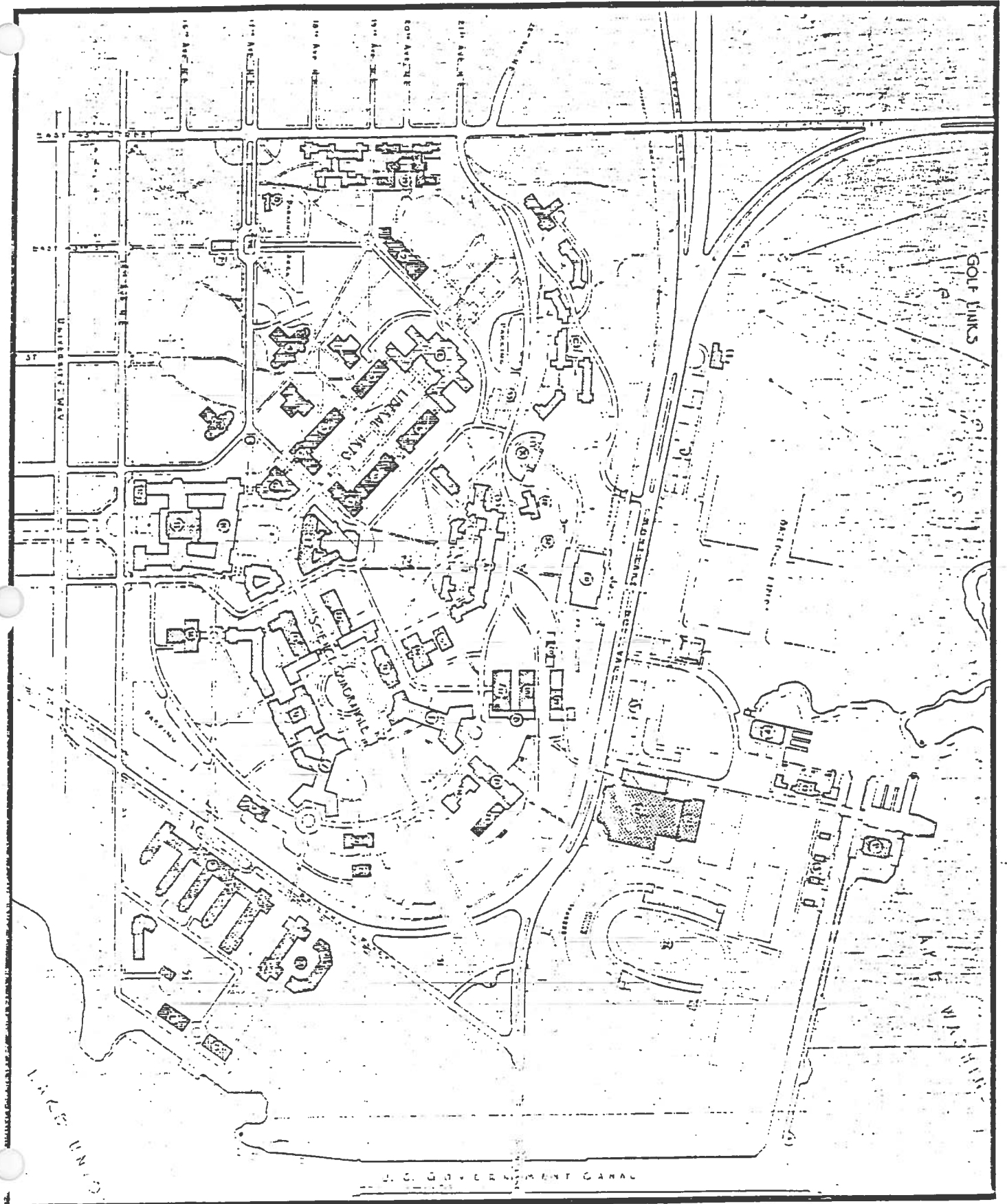
#### Long Range Plan, Paul Thiry, 1962

Interest in establishing and preserving the open nature of the HUB Yard has waxed and waned over the years. In the 1930's and 40's, there was a desire among campus officials to create such an open space for students. In the early 1960's, however, pressures created by increasing enrollment and a decrease in available building sites led planners to consider the HUB Yard as a potential building site. Paul Thiry's 1962 master plan proposed a site just north of Sieg Hall for a new academic building. (Figure 5) In addition, the Thiry plan called for a large paved area immediately west of the HUB. These

<sup>3</sup> Jones, John Paul, History of the Development of the Present Campus Plan for the UW, 1940.

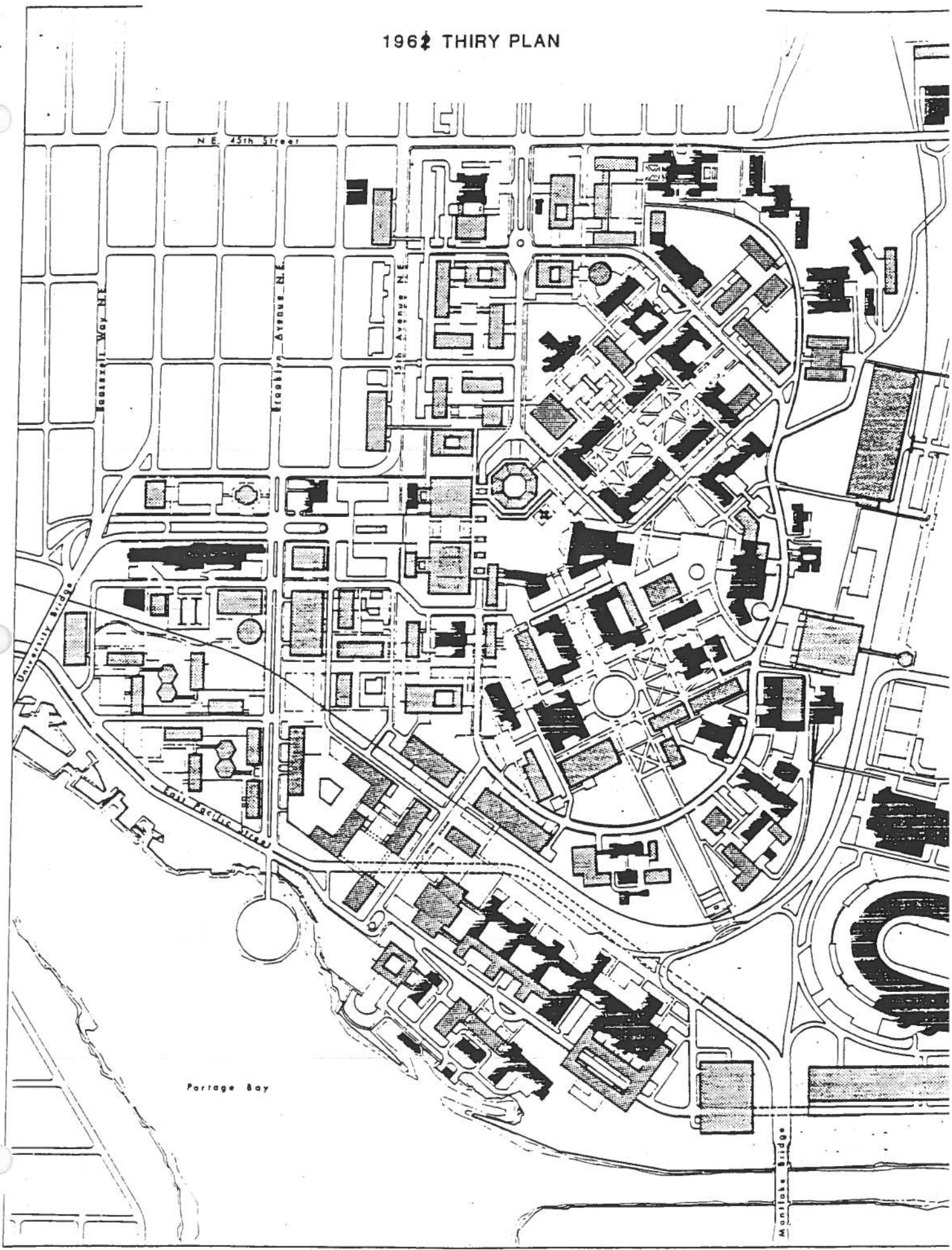
FIG 4

The 1948 Plan, evidencing evolutions and revisions since 1915, but demonstrating the essential continuity of planning over those 33 years.





1962 THIRY PLAN





two features would have altered considerably the aesthetic, lighting, temperature, and vegetation conditions of the HUB Yard, giving it a much more urban character.

#### General Development Plan, University Architect, 1962

The University of Washington's General Development Plan, based in part on Paul Thiry's 1962 Plan, was adopted in 1962 and proposed some even more radical changes to the HUB Yard than the Thiry Plan. The plan identified two locations as potential building sites: 1) between Sieg Hall and the existing east end of Suzzallo Library, and 2) due west of the HUB (about 100 feet). (Figure 6) Although development was proposed for the southern portion of the HUB Yard, there was apparently nothing scheduled for the northern portion, around the International Grove.

Although there was emphasis placed upon preservation of open space, vistas, plazas, and windows, there was no specific reference to the HUB Yard in the 1962 Plan, and it appears that the lawn area was not considered as a significant open space.

#### Walker & McGough Report, 1964

Under a 1962 contract, architects Walker and McGough, along with the University Architectural Commission, Long-Range Planning Council, and University Architect, performed a study to assist in the preparation of a new development plan. The report stated that in order to create a planning framework, one of the elements that needed consideration was an analysis of existing open spaces. The HUB Yard was depicted on maps as being one of the largest such spaces on campus, though no specific references are made in the text of the report.

1962 GEN.DEV. PLAN



The Walker and McGough report seems to reflect a sense of ambivalence toward whether or not to consider the south end of the HUB Yard as a potential building site. One model shows no new buildings in the yard, while another plan included the University's 1962 General Plan's recommendation to construct buildings in the existing lawn area.

University of Washington Preliminary General Development Plan and Draft EIS, 1975

In the 1970's, following the establishment of the Campus Planning Office, there was another shift in consideration of the HUB Yard as an important open space. The 1975 Preliminary Plan, prepared by the Campus Planning Office, provides a good example. One of the Plan's design policies was as follows:

Informal structure obtained through the identification of building sites, formal and informal open spaces, views, vistas, and axes should provide the major design element of the campus. (II-)

A specific reference is made to the HUB Yard as an important design element in the section on Design Plan. This was a significant step in the process of continued planning in that it recognized the HUB Yard as one of the major "design elements on the campus." (Figure 7)

Master Plan of the HUB Yard, University of Washington. Robert Shinbo, 1981

In 1981, there was a significant interest in implementing major improvements to the HUB Yard. A landscape architectural firm, Robert Shinbo and Associates, was hired to prepare a Master Plan for the space. Shinbo's plan was reviewed by the University's Advisory Committee on Landscaping and Planting during spring, 1981. The plan contained four separate alternative development scenarios, with some of components of the various alternatives



including: outdoor dining facilities, an amphitheater-like space, and a paved plaza to the west of the HUB. Another possibility was to remove the understory of plantings in the International Grove.

The Committee selected a Master Plan which blended some of the elements of the different alternatives and featured a large, open outdoor amphitheater. Unfortunately, funding for the plan was cut and the whole idea of improving the HUB Yard was temporarily abandoned. Some minor changes in landscaping were made by the University's grounds crew, but these changes by no means constituted a capital improvement.

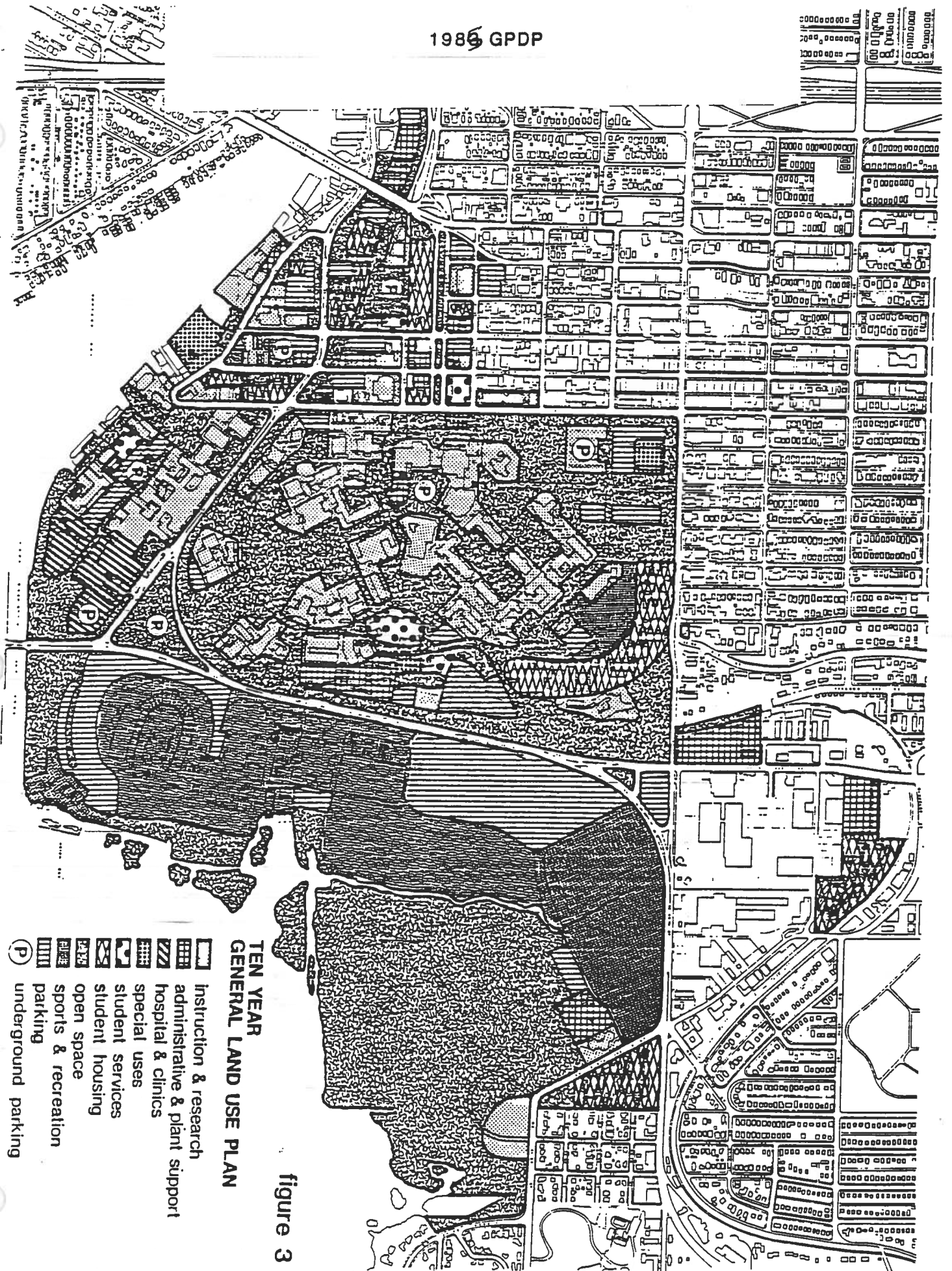
#### General Physical Development Plan (GPDP), 1985

*which was prepared in 1983 and approved by the Board of Regents in 1985,*  
This plan reasserts the importance of open spaces. However, it has one provision which is likely to change the character and appearance of the HUB Yard permanently. That provision is for the soon-to-be realized Suzzallo Library Expansion (Figure 8). Very little of the yard will be unaffected. After the 1981 Master Plan of Robert Shinbo, the GPDP was the first document to reassert the need of a redesigned HUB Yard, although these improvements were only part of a larger plan.

#### International Grove











One of the questions related to impacts of Suzzallo Library Expansion has been on how much, if any, of the International Grove will be lost. The International Grove is the stand of mature trees, mainly oaks, located between Smith Hall and Suzzallo Library (Figure 9).

The International Grove was planted in 1932 on George Washington's birthday when a group of 29 foreign consuls gathered for a tree planting ceremony.



TEN YEAR  
GENERAL LAND USE PLAN

figure 3

-  instruction & research
-  administrative & plant support
-  hospital & clinics
-  special uses
-  student services
-  student housing
-  open space
-  sports & recreation
-  parking
-  underground parking



Representatives of China, Europe and Central and South America each dedicated a tree, almost all of which are still in place.

The International Grove must not be confused with the Governor's Grove, which was cleared in 1951 to make way for the present Communications Building. The Governors' Grove consisted entirely of maple trees, only one of which appears to remain today.

### III Conclusions/Summary

The 1915 Bebb and Gould Plan established the basic framework for campus development for the ensuing 50 years. The 1934 revision was the first provision for a Student Union Building and adjacent open space. The 1960's was a time of lessened consideration for the HUB Yard as a significant open space, while the 1970's saw a renewed interest in preserving that feature as a campus design element.



November 7, 1912.

## L E G E N D

	Sq. Ft.
1. Therapeutics	82800
2. Nautical School	8400
3. School for Commerce	8100
4. Journalism	8000
5. Law	9600
6. Armory	27500
7. Natatorium	10200
8. Mens Gymnasium	27500
9. Greenhouse	3000
10. Biology	7200
11. Museum	52800
12. Presidents House	2400
13. History and Political Science	7200
14. Administration Building	8000
15. Library	40800
16. Education	8800
17. Philosophy and Psychology	8800
18. Languages	8800
19. Literature	8800
20. Graduate School	10500
21. " "	10500
22. " "	10500
23. " "	10500
24. Home Economics	17400
25. Womens Union	9600
26. Womens Gymnasium	7000
27. Womens Natatorium	2900
28. Womens Dormitory	7200
29. " "	24000
30. " "	16000
31. " "	20000
32. " "	18800
33. Womens Commons	11200
34. Music	13600
35. Mines	8800
36. " "	13500
37. " "	13200
38. Mines Rescue Training	6900
39. Architecture	16000
40. Physics	32000
41. Forestry	7000
42. Geology	14400
43. Mathematics and Astronomy	20000
44. Engineering	13600
45. " "	13500
46. " "	35000
47. " "	20800
48. " "	10200
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