Survey Report

Survey of County-Owned Historic Properties in King County, Washington

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This project was financed in part with Federal funds from the National Park Service, Department of the Interior administered by the Department of Archaeology and Historic Preservation (DAHP) and the King County Historic Preservation Program. However, the contents and opinions do not necessarily reflect the views or policies of the Department of the Interior or DAHP.

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Executive Summary

This report presents the findings of an intensive-level survey of historic County-owned properties in King County, Washington. The project took place between October of 2009 and August of 2011. Its purpose is to provide information required for the ongoing management of County-owned 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. The project was funded by Federal dollars from the National Park Service, Department of the Interior and administered by the Department of Archaeology and Historic Preservation, and the King County Historic Preservation Program.

Charlie Sundberg, King County Historic Preservation Planner, conducted the project under the direction of Julie Koler, King County Historic Preservation Officer. Lee O'Connor, intern with the King County Historic Preservation Program, assisted with field work, property research and documentation. Todd Scott, Landmarks Coordinator, conducted some field work as well. This project updates some properties examined in earlier surveys conducted by King County since 1978.

King County encompasses approximately 2126 square miles and has a population of approximately 1.9 million people. It is located between the Puget Sound and the crest of the Cascade mountains, in central western Washington. The surveyed area consisted of the entire county, excluding state and federal lands. All County-owned properties with improvements that appeared to be built prior to 1975 were included in the survey and considered for inclusion in the King County Historic Resource Inventory. The project did not include identification of pre-historic or historic archeological resources. Approximately 225 properties were determined to meet the criteria for inclusion in the survey. Of these, 50 (including several multi-element complexes) were recorded and entered into the DAHP’s Access database.

A comprehensive historic overview is contained herein. Copies of the King County-Owned Properties Historic Resource Inventory are located in the offices of the Washington State Department of Archaeology and Historic Preservation in Olympia, Washington, and the King County Historic Preservation Program in Seattle, Washington.

The following products were prepared in the course of this project:
- 50 DAHP Access database entries with 8 additional subdetails;
- Survey Report, Master List and Master Map of all surveyed properties; and
- Recommendations for resource management and additional research.
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PROJECT BACKGROUND

King County is Washington’s most populous subdivision and was once its largest, extending from the Cascade crest to the Pacific Ocean. Reduced in size after statehood, it now encompasses 2,126 square miles and extends westward only to the Puget Sound.

Although many County-owned historic properties have been inventoried and protected through County landmark designation, no comprehensive survey of County-owned properties has been conducted. The transfer and likely diminishment of an historic County-owned building in Seattle as well as broader concerns about inconsistent treatment of historic properties by County agencies prompted the King County Council to direct the Historic Preservation Program (KCHPP) to develop comprehensive procedures and an inventory of County-owned historic properties (King County Ordinance 16271, 10/13/08).

The inventory is intended to assist KCHPP to provide consistent and comprehensive information to KCHPP and property-owning agencies regarding significant historic properties in their stewardship. For many years, County policies have directed agencies to steward historic resources under their direct control.

King County’s current comprehensive plan which provides for the protection and enhancement of historic resources. Specifically, Chapter 6 “Parks, Open Space and Cultural Resources” address the policies affecting rural historic resources. Several of the more pertinent policies are:

R-101 King County’s land use regulations and development standards shall protect and enhance historic resources.

R-554 King County shall provide incentives, educational programs and other methods to protect historic resources.

P-207 King County shall administer a regional historic preservation program to identify, evaluate, protect, and enhance historic properties.

P-218 King County shall inventory historic properties in order to guide decision making in resource planning, capital projects, operations, environmental review and resource management.

P-219 King County shall inventory historic properties in order to guide decision making in resource planning, capital projects, operations, environmental review and resource management.

P-221 All King County agencies shall be stewards of cultural resources under their direct control. Agencies shall identify and assess cultural resources, preserve significant historic properties and public art, and provide public access to them whenever appropriate. Agencies shall collaborate with the Historic Preservation Program to nominate eligible

These policies provide the basis for survey and inventory work and preservation planning done in the county.
Survey Area

The survey area was limited to County-owned properties, which exist in areas of King County outside state and federal ownership. As a practical matter this included County facilities throughout the western half of the county and along the US Highway 2 corridor near Skykomish, a few miles from the Cascade crest in the northeast corner of the county.

Personnel and Public Involvement

This project was financed in part with Federal funds from the National Park Service, Department of the Interior administered by the Washington State Department of Archaeology and Historic Preservation (DAHP). Charlie Sundberg, King County Preservation Planner, managed the project, conducted field work, conducted context and individual property research, prepared this report and performed other tasks. Lee O’Connor, intern for KCHPP, conducted much of the field work and individual property research. Todd Scott, Landmark Coordinator, conducted field work as well. Agency staff members provided invaluable information and research assistance. Julie Koler, King County Historic Preservation Officer provided overall project supervision.

HRI Repositories

- Washington State Department of Archaeology and Historic Preservation
  1063 S. Capitol Way, Suite 106
  Olympia, WA 98501

- King County Historic Preservation Program
  King County Department of Natural Resources and Parks
  201 South Jackson Street, Suite 700
  Seattle, WA 98104

RESEARCH DESIGN

Objectives

The objective of this project was to identify and evaluate those County-owned properties constructed prior to 1975 that were not previously surveyed or adequately documented and researched and may be worthy of preservation and may be eligible for designation as King County landmarks or for listing in the National Register of Historic Places. Pre-historic and historic archeological sites were not addressed in this survey. County-owned properties already in the inventory were examined and inventory data updated when insufficient to evaluate the properties.

The information that was gathered for this project will be used by the King County Historic Preservation Program for historic preservation planning in cooperation with the County agencies that own and
manage historic properties. Prior survey and inventory efforts have been incomplete; thus comprehensive historic resource inventory data has not been available for analysis and preservation planning purposes.

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 Survey and Inventory Standards established by the DAHP.

Survey and Inventory Methodology

- **Mobilization & Literature Review**
  Relevant literature, prior research and inventory data were reviewed to guide field examination and to prepare the historic overview. An initial list of roughly 225 County-owned buildings was prepared from tax assessor data. County agencies were contacted to verify ownership and add or delete properties that were not listed. Field survey strategy and evaluation criteria were formulated for a final list of 231 buildings (including some complexes). Field survey information and tools were prepared.

- **Field Recording**
  Geographic Information System (GIS) generated maps and aerial photographs were used for the field examination. All properties previously included in the HRI were keyed to the maps. The initial phase of fieldwork covered geographic areas that had not been previously surveyed and reexamined previously documented historic resources when documentation was out of date. Field examination was organized based on proximity, since County-owned facilities are distributed throughout the county. Field examination consisted of recording descriptive information on the field forms, including construction materials, architectural features and finishes; assessing physical integrity and potential architectural and/or historic significance; and the collection of digital photographs for each surveyed resource. In order to assess physical integrity properties were examined based on degree of alteration under four specific categories: building form, footprint/plan, fenestration, and exterior cladding. Buildings that exhibited a combination of moderate or extensive alteration in two or more of the categories were not recorded or considered for inclusion in the HRI, particularly if those alterations impacted highly visible elevations, unless their function and characteristics were unique or notably significant. Approximately two hundred thirty-five (235) historic properties were examined, most photographed, 85 were recorded on field forms and 50, including several multi-property complexes, were included in the inventory. Of the 235, thirteen had been previously surveyed, six designated as County Landmarks, and six listed in the National Register as individual or contributing properties. These properties, already well documented, were photographed and examined for unrecorded alterations. In some cases, interconnected complexes such as wastewater treatment plants were inventoried as a whole since readily available records were ambiguous and separation of their constituents, many underground, made little sense and an understanding of the above-ground functional units was more important. In cases where multiple similar facilities exist (wastewater pump stations and regulators), two representative older examples were chosen to represent all.
• **Draft Report Production**
  The draft King County Historical Overview was prepared from existing documents, with additions for topical areas represented by historic properties (wastewater treatment, public health, aviation, etc.). Additional research was conducted using a wide range of information sources. The primary library and archival collections consulted included: University of Washington Libraries - Special Collections, Enumclaw Public Library, the Washington State Archives- Puget Sound Regional Branch and the Enumclaw Plateau Historical Society Collection.

• **Draft Inventory Analysis & Development**
  All field survey forms and photographs were individually reviewed and 50 properties were prioritized for inclusion in the HRI. Inventory properties were analyzed and compared within groupings of association, historic theme, and developmental era. They were further reviewed and prioritized within subcategories according to specific areas of potential historic and/or architectural significance. A property record file was created for each property included in the HRI. A draft electronic inventory form with field data was prepared for each property, individual properties were researched and physical descriptions and statements of significance were written. The findings of this analysis were integrated into the final Survey Report and Historical Overview.

• **Final Survey Report & Inventory Form Production**
  The Survey Report and Master Map were finalized. Final electronic and hard copy inventory forms were prepared including: field data, physical description, statement of significance, and a digital photograph. HRI data was compiled in a computerized database (a Microsoft Access database) created by DAHP, which can be sorted by multiple categories including construction date, parcel number, owner, building type, etc. Each property was assigned an inventory (or field site) number that is used to locate it in the database and identify it on the HRI form, HRI Master List and Master Map. Properties that appear to be eligible for King County landmark designation or National Register listing were identified.

**Products**

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

• 50 individual Washington State DAHP Inventory Forms and 8 additional sub-entries, all with digital photographs in a digital Microsoft Access Database;

• Survey Report that includes an Historical Overview, Survey Findings and Recommendations and an HRI Master List.

• A Master Map noting locations of all HRI properties; and

• Individual property record files that include relevant published and unpublished reference materials and research notes (for County only).
HISTORICAL OVERVIEW

See Appendix B.1. for a general overview history of King County and Appendix B. 2. for a short history of King County government. County-owned properties associated with several thematic areas have been surveyed previously by the Historic Preservation Program or other County agencies, including road transportation (pre-1950 and 1950-1970 bridges, historic roadways) and recreation (WPA-era and other park buildings previously inventoried).

Threats to County-Owned Historic Resources

The County-owned properties surveyed date predominantly from recent decades, most likely due to the broad expansion of government in the post-war years; disposal of older, unused properties (such as ferry landings, sold or abandoned in the 1950s); deferred or neglected maintenance; development of new facilities when technologies changed and/or the scale of service needs changed markedly (water treatment, solid waste, aviation).

Including significant historic properties in the inventory and thus giving their significance additional attention, providing improved oversight through new procedures for historic property review, and designating eligible properties as landmarks and/or listing them in the National Register should diminish the current these threats to preservation. However, in some cases critical service needs and lack of alternatives may continue to inhibit preservation.

SURVEY RESULTS and FINDINGS

- County-owned properties included in the 2010 Historic Resources Inventory represent many of the multiple themes related to county government operations. Additional miscellaneous properties have come into County ownership for reasons unrelated to their current or historic uses (the Pendleton Flour Mills, for example).

- County ownership is dynamic and scattershot; many essential functions of county government are not represented by historic properties.

- Two-thirds of the 50 surveyed properties are in cities (half in Seattle) and one-third in unincorporated King County, reflecting the evolving, centralized regional role of county government. Of the properties in cities, three are in jurisdictions without an historic preservation program (Renton and SeaTac).

- Rare and unexpected historic properties include the West Coast Airlines Hangar (an early thin-shell reinforced concrete construction designed by a prominent structural engineer, 1962) and Hangar 5 (the last remaining World War II hangar, associated with Boeing bomber production and supported by wide-span wooden trusses, 1942), and the Pendleton Flouring Mills, a complex of early industrial grain storage and flour milling equipment acquired for its marine location, c. 1910-1970s).
• Several properties are locally rare but expected, because of their unique public functions: wastewater treatment, criminal justice, and public health facilities in particular.

• The majority of inventoried historic properties in County ownership which remain relatively intact are associated with transportation, while a significant minority are associated with health and sanitation (wastewater treatment).

**Date of construction**

Many of the properties dating to the 1901-1920 period, such as the railroad bridges on the Chicago Milwaukee Saint Paul route, were acquired by King County in the early 1990s ad others even more recently – almost none were built by the County. While many of the properties dating to 1961-1980 were built by the County (Airport hangars, the Youth Service Center and the Administration Building, for example), more were acquired in 1995 when the merger with Metro was agreed upon.

<table>
<thead>
<tr>
<th>Date of Construction</th>
<th>Number of Properties</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pre-1900</td>
<td>0</td>
</tr>
<tr>
<td>1901-1910</td>
<td>7</td>
</tr>
<tr>
<td>1911-1920</td>
<td>10</td>
</tr>
<tr>
<td>1921-1930</td>
<td>3</td>
</tr>
<tr>
<td>1931-1940</td>
<td>4</td>
</tr>
<tr>
<td>1941-1950</td>
<td>4</td>
</tr>
<tr>
<td>1951-1960</td>
<td>2</td>
</tr>
<tr>
<td>1961-1970</td>
<td>15</td>
</tr>
<tr>
<td>1971-1980</td>
<td>4</td>
</tr>
</tbody>
</table>

(one property date is unknown)

**County Governmental Era (by dates of construction)**

Although one park property not included in the inventory and acquired much later was built during the Territorial period (pre-1890, nothing remaining in County ownership reflects governmental history from the pre-statehood era. Again, many of the properties constructed during the period of Development, Reform and Change (pre-World War II) were acquired by the County much later and are not associated with governmental activity during that period. Likewise, many of the properties dating to the period of Suburbanization, Growth and Adaptation came into County ownership in the 1990s and are not associated with County government until recently.

<table>
<thead>
<tr>
<th>Governmental Era</th>
<th>Number of Properties</th>
</tr>
</thead>
<tbody>
<tr>
<td>Territorial Period (1853-1889)</td>
<td>0</td>
</tr>
<tr>
<td>Development, Reform, Change (1890-1940)</td>
<td>29</td>
</tr>
<tr>
<td>Suburbanization, Growth &amp; Adaptation (1946-present)</td>
<td>20</td>
</tr>
</tbody>
</table>
Theme

The historic themes associated with many of the inventoried properties pre-date their acquisition by King County, particularly rail-related transportation and those in the miscellaneous category.

<table>
<thead>
<tr>
<th>Category</th>
<th>Count</th>
</tr>
</thead>
<tbody>
<tr>
<td>Transportation - Aviation</td>
<td>8 new</td>
</tr>
<tr>
<td>Transportation – Rail/bicycle recreation</td>
<td>11 new, 2 updated</td>
</tr>
<tr>
<td>Transportation – Water related</td>
<td>1 new</td>
</tr>
<tr>
<td>Transportation – road/mass transit</td>
<td>2 new</td>
</tr>
<tr>
<td>Sanitation/Solid Waste</td>
<td>1 new</td>
</tr>
<tr>
<td>Sanitation/Wastewater Treatment</td>
<td>8 new</td>
</tr>
<tr>
<td>Law &amp; Justice</td>
<td>2 new</td>
</tr>
<tr>
<td>Sanitation/Animal Control</td>
<td>1 new</td>
</tr>
<tr>
<td>Public Health</td>
<td>2 new</td>
</tr>
<tr>
<td>Recreation/ parks</td>
<td>3 new</td>
</tr>
<tr>
<td>General Administration</td>
<td>2 new</td>
</tr>
<tr>
<td>Miscellaneous</td>
<td>7 new</td>
</tr>
</tbody>
</table>

RECOMMENDATIONS FOR FUTURE WORK

- Proceed to develop procedures and standards for the treatment of County-owned properties utilizing the information generated by the survey, with particular attention to properties in situations where local preservation options are limited.

- Integrate the results of the current survey with previous inventory data on County-owned properties to conduct comprehensive preservation planning for County-owned resources.

- Consider surveying properties significantly associated with King County government that are now under other ownership, if any are extant.

- Refine contextual information and develop collaborative preservation plans for County-owned properties in cooperation with other County staff, particularly for wastewater treatment, solid waste and public health facilities, recognizing that significant constraints may affect preservation opportunities.

- Due to the rapid turnover of County property, consider establishing a system to identify and evaluate newly acquired properties before they are altered or disposed of, in order to better advise agencies on preservation options and better protect significant historic properties.
Appendix A.   BIBLIOGRAPHY


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Appendix B. OVERVIEW HISTORY

Overview History
1. History of King County
2. History of King County Government

B. 1. Overview History of King County

This overview provides a brief chronological framework for the historical development of the many communities around King County. It is excerpted from an historical paper written by Charles Payton, itself a slightly revised version of Chapter 2, Part II (pp 29-48) of the King County Heritage Resource Protection Plan, published by the King County Department of Planning and Community Development in 1985. The overview was originally written as a context statement for analyzing the important themes associated with historic sites and landmark properties in trans-Seattle King County. The emphasis is upon significant trends and events that have shaped community growth and development. While there are many available books about the history of Seattle and other communities, there are few existing studies available that deal with the field of King County history as a whole.

It should be noted there is relatively little information available to the public about King County archaeology, and only a few publications address archaeology and Native American prehistory at the state and regional level. This is due in part to the sensitive nature of information on archaeological sites, which is exempt from public disclosure under state law to prevent the sites from being looted and vandalized.

Ethnohistory

The Native American Indian groups inhabiting the area of present day King County were first encountered by Euro-American explorers beginning in the late 18th century and by traders in the first half of the 19th century.

The major tribal groups associated with King County have been known since historic times as the Snoqualmie, Duwamish, Muckleshoot, Puyallup, Skykomish, and possibly the Suquamish. All of these groups are closely related both culturally and linguistically. In ethnographic literature they are known as belonging to the Southern Puget Sound branch of the Coast Salish. Linguistically, these tribal groups are known as Lushootseed speaking peoples.

Although there are traditional locations at which groups erected villages, hunted, fished, and gathered food and resources, certain territories may have been in common use or their usage changed with developments in intertribal relations. Tribal or extended family bands occupied winter villages, seasonal camps, and territories according to their individual needs as well as their fortunes in intertribal relations, alliances and wars.

Although exact population figures are unknown, there were an estimated several thousand persons in the area in late prehistoric times. It is believed that Euro-American-spread epidemics in the late 18th and early 19th centuries were responsible for depopulating Puget Sound by as much as 80% of its indigenous peoples. Attacks by seagoing Tlingits and Haidas from southeast Alaska, which occurred as late as the Historic Period, further
reduced and disrupted the local tribal groups. Historic accounts of occasionally brutal intertribal warfare among Puget Sound groups up to the Historic Period may also have been a factor in local population decline.

The Snoqualmie were known to have had major villages at or near Fall City, Tolt (Carnation), North Bend, and other sites along the Snoqualmie River from the Cascade Crest to an area north of Duvall. In historic times, they also lived on the eastern shore of Lake Sammamish.

The Duwamish are reported to have had villages along Black River and Cedar River near Renton, along the valley of the Duwamish, at its mouth and immediately southeast of Pioneer Square in Seattle. Related groups extended up along Shilshole, Salmon, and Union Bays. The Lower White (now Green) River and shorelines of Lake Washington were also traditional village sites or areas of influence. Several accounts place closely related bands on Lake Sammamish and the Sammamish River. The Duwamish were also known to have used sites at Alki Point (West Seattle) and at several points farther south on the Puget Sound shoreline.

The Puyallup-Nisqually are said to have had large villages in and around the present City of Tacoma, but used sites on Vashon-Maury Islands and along the southern Puget Sound shoreline of King County.

Several bands of the Muckleshoot lived at sites along the upper White and Green Rivers and on the Enumclaw Plateau. The Muckleshoot were believed to have had close cultural and linguistic ties through intermarriage with Sahaptin-speaking Yakimas and Klickitats of eastern Washington.

The Stevens Pass area of King County was once the hunting territory of the Skykomish who lived downstream, with a village in the Sultan Creek area of Snohomish County. The small number of Skykomish are believed to be largely absorbed into other groups, possibly the Tulalip, Snohomish, and Snoqualmie.

A band of the Suquamish is credited in one account as having used sites Vashon-Maury Islands. Puyallup families were known to have made extensive use of sites around Quartermaster Harbor on Vashon and Maury Islands, especially in the Late Historic Period. Summer villages are believed to have been located at several sites in the islands including Tahlequah and Manzanita on Maury Island and between Burton and Portage on Vashon Island.

All of the major Native American groups erected split cedar houses or longhouses for their more permanent villages. Old Man House (part of a Suquamish Village near Poulsbo), reportedly the largest longhouse on Puget Sound, was nearly 700 feet long and housed as many as several hundred people. Seasonal camps were constructed of woven mats and poles. Several varieties of finely crafted cedar dugout canoes were used for transportation, and they were extensively used by the earliest pioneers. Stone working and woodworking technologies were well developed before the widespread use of smelted metals most of which were introduced by Euro-American trade in historic times. In King County, Indian groups harvested the incredible runs of salmon which have been documented by the early settlers. Other dietary items included shellfish, waterfowl, large and small mammals, roots, herbs, and berries. Among the Duwamish and other groups, cultivation of the Hudson’s Bay potato had begun before the arrival of the settlers. Many of the clearings later occupied by the County’s first pioneers were apparently naturally occurring prairies which were occasionally burned off by the Indians to increase the berry harvest and hunting of small game.

Trade was routinely conducted across the mountain passes, especially in late summer. Most King County Indian groups had some form of contact, trade, cultural affinity or blood relationship to tribes across the Cascade Mountains. Trails and trade routes across the Cascades are known to exist, and artifactual material from Eastern Washington is known from a number of sites around Puget Sound.

Overall, the lifestyle of most Indian Groups in the King County area was characterized by a natural abundance of food and raw materials. Finely crafted baskets, mats, and woven blankets were in wide use and were also made.
for trade. Much of the remaining material culture of local Indian groups is now in museums, with many of the earliest collections located in other counties or states.

Religious life was particularly well developed and, among the Duwamish, gave rise to the widely known spirit canoe ceremony, which was an elaborate curing ritual. Puget Sound Indians later evolved the Indian Shaker religion, which combines elements of the indigenous spirit power religion with some aspects of Roman Catholic ritual. The Indian Shaker Religion has become an integral part of Tribal cultural identity in the 20th Century.

Potlatches were among the most important social gatherings and were called for a variety of celebrations and religious ritualistic purposes. Feasting, dancing, singing, storytelling, gift-giving, gaming, and gambling were among the typical potlatch activities. Collusion between missionaries and Indian agency officials succeeded in banning the potlatch early in the 20th Century. Potlatches and other traditional practices have been revived among certain Tribal groups in recent years.

With the influx of American settlers beginning in the early 1850s, pressures increased on the U.S. government to solve the problem of land tenure for the new arrivals. The solution, following the federal policies used to acquire territories across the continent, was to negotiate treaties ceding Indian lands to the Federal government in exchange for limited reservation parcels, some services, and compensation.

The Puyallup, Muckleshoot, and Suquamish eventually acquired reservation lands within their traditional areas of influence. The Snoqualmie and Duwamish were to be relocated, out of the County, to reservation lands, which essentially were overstrained by the numbers of people involved and sometimes inhospitable to their traditional ways of life. Some Tribal members refused to leave their traditional homes in King County. Others left the reservation after a short while, and subsequently found work in pioneer farming and logging operations. The Snoqualmie and Duwamish have not as yet acquired their own reservations, despite their inclusion as signatories to the Point Elliot Treaty.

The Muckleshoot, Snoqualmie, and Duwamish who presently live in King County have endured considerable culture shock and major social readjustments. The changing interpretation of federal Indian policy has, over the years, contributed to the difficulties of local Tribal groups. The introduction of boarding schools for Indian children and the breakup and dispersal of reservation parcels to non-Tribal members have also contributed to the undermining of traditional tribal cultural identity and values.

Indian activism in the 1960s and 1970s resulted in securing the landmark Boldt Decision in federal court on Indian fishing rights in 1974. It has continued in the efforts to secure federal recognition by the smaller Tribes, including the Snoqualmie and Duwamish.

Despite the many difficulties affecting tribal organizations and reservations in the region, most groups are seeking to maintain their language, culture, and traditions. The establishment of Tribal museums and cultural centers around the state in recent years, the institution of language retention programs, the development of Indian educational services through various school districts are characteristic of the Tribal organizations’ strong interest in cultural preservation.

**Nineteenth Century: Exploration and Settlement**

During the early 19th century, a series of international agreements were negotiated between the United States and European powers involved in colonizing the American northwest. After the War of 1812, American-British competition for the Oregon Country was intensified and a joint use agreement was negotiated to alleviate tensions. The British Hudson’s Bay Company, which was involved here in the overland fur trade, established several forts north of the Columbia River. Ft. Nisqually was established on lower Puget Sound in 1833 and it introduced farming and cattle raising to the region.
By the 1840s, however, American settlers began filtering into the territory in increasing numbers via the Oregon Trail. The Oregonians took steps toward organizing a provisional government and aligning it with the United States. In 1846 a treaty was concluded with Britain permanently establishing the mainland U.S. boundary at its present 49 degrees north latitude.

The federal Oregon Donation Land Act of 1850 encouraged settlement in the Territory and, as desirable tracts were claimed south of the Columbia River, a number of pioneering settlers turned their attentions northward to the Puget Sound country. In December of 1852, the Oregon Provisional Legislature established boundaries for King County, named for the Vice President Elect under Franklin Pierce, William Rufus DeVane King. King County then sprawled from the crest of the Cascades to the Pacific Ocean. Washington became a territory in 1853, and all but the southern boundary of the County was established as at present in 1857. The territorial legislature enacted several laws in the 1860s defining the County's southern boundary. An election annexing Browns and Dash Points and parts of Tacoma's Commencement Bay tidelands to Pierce County fixed King County’s southern boundary at its present limits in 1901.

Permanent Euro-American settlement of the County began in 1851 when several families established Donation claims at the present site of King County International Airport and southward along the Duwamish River encompassing some of the northernmost neighborhoods of what is today the City of Tukwila. Later in 1851, another group of settlers landed by boat at Alki Point in West Seattle, and in the following year moved their claims to a site on Elliott Bay, now part of Pioneer Square in Seattle. Other adventurers and pioneers arrived shortly thereafter in 1852, establishing the first stores, industries and services. By 1853, pioneers were arriving overland across the mountain passes, and settlements were forming at Black River (Renton), White River (Kent-Auburn), and Porter’s Prairie (Enumclaw Plateau). Naches Pass was the first to be used, but was quickly abandoned and superseded by Snoqualmie Pass. With few reserves of money and food, settlers immediately set to planting crops and creating farms on the “prairies” and clearings maintained through burning of the foliage by the Indians.

In all of King County there were only a very few of these open spaces available for immediate use by settlers. Among these desirable places were: the Duwamish River; White River; Black River; Cedar River; Muckleshoot Prairie; Porter’s Prairie; Ranger’s Prairie (Snoqualmie); Squak Prairie; (Issaquah) and Jenkins’ Prairie (Maple Valley).

Thick coniferous forest in the uplands and deciduous growth in bottomlands blanketed the non-prairie areas of King County. Stands of timber and brush had to be cleared before agriculture could even begin. Many farm sites, once cleared of trees, were labeled “stump ranches” until the tree stumps were laboriously uprooted and removed. Considerable acreage in cut over stump lands remained well into the 20th Century, and most upland areas were slow to be developed into farms. Areas such as Bellevue and Mercer Island were bypassed in the early years by settlers who preferred the more fertile prairie lands along the Snoqualmie River and at Squak Prairie, now part of Issaquah.

A steam-powered sawmill was set up in Seattle in 1853, and a water-powered mill began cutting lumber at Black River (near present-day Renton) the same year. The Black River community opened the County’s first school and coal mining operation, and the first Board of County Commissioners was appointed in the same eventful year of 1853 by the Territorial Legislature. Seattle has remained the county seat since then.

Farmers in the Duwamish and White River communities had, by the latter 1850s, begun to market their poultry, eggs, potatoes and wheat in Seattle, transporting them along the only natural thoroughfares—the inland waterways. What overland transportation there was followed beach and Indian trails. Indian canoes and pole-driven scows were the preferred means of transportation until small steamboats began to run upriver to serve the farm communities in the late 1850s. Between 1853 and 1860 the Military Road from Steilacoom to Seattle was cut
through the woodlands and river bottoms, providing the first continuously passable track for the southwestern portion of the County.

In 1855-1856, hostile Tribal members from eastern Washington, reacting to a series of affronts and adverse relations with Euro-Americans in the interior, crossed the Cascades into Puget Sound, inciting warfare against the settlers. Regular Army troops and volunteer militias, including the Northern Battalion, which operated in eastern King County, constructed a series of small blockhouse forts along the Duwamish, Snoqualmie and White rivers. Incidents involving settlers and Indians precipitated a series of skirmishes, ambushes, and minor actions at White River, Maple Valley, Mercer Slough, and elsewhere. A state of near panic sent King County settlers fleeing into Seattle for protection. During the hostilities, members of the Snoqualmie Tribe played a significant role in the defense of the settlers. The “Battle of Seattle” successfully defended the settlers and helped break the momentum of the hostile forces.

The crisis, known as the 'Indian Wars,' was soon over, although farms and industries were disrupted for several years. A few years after the end of hostilities, settlers resumed farming activities on the Duwamish River, White River, and Black River. New settlements were started in the Snoqualmie Valley in the late 1850s and at Squak Prairie in the early 1860s.

The 1860s saw a painfully slow expansion of the pioneer settlements in the County. Coal was also discovered at Squak (Issaquah) and Newcastle, and the first halting efforts were made to develop the vast potential of the deposits. Lack of local capital slowed the development of the mines and adequate methods of transporting the coal into Seattle. An elaborate system of tramways and barges was at first constructed to move the coal from Newcastle to Seattle, but the labor-intensive handling kept overhead high and production low until better transportation methods were available.

Non-surfaced, corduroy or puncheon (log) roadways were cut into the County at several locations beginning in the 1850s but were rough and jarring or seasonally impassable due to mud. The growth of the communities continued to be slow, and commercial transport was still mostly limited to waterways. The County’s wagon road through Snoqualmie Pass was opened in 1867, but Snoqualmie Valley settlers had to bring produce to market down river through Snohomish County. In fact, water routes were the preferred means of bringing most produce to market from remote areas of the County until railroad transportation became available in later years.

In 1862, the federal Homestead Act provided land grants to settlers, providing another stimulus to development of the region. The act was later revised and extended. It allowed a settler to claim, improve and ultimately assume ownership of 160 acres of public land. A number of other parcels of land had been acquired around the County under the Oregon Donation Land Act and by "preemption" or purchase.

In the 1860s, small manufacturing enterprises in Seattle such as metal foundries, breweries, cooperages, and cigar makers began to produce for the maritime trade and local markets. Seattle opened a public school and made its first attempts at cultural events. The University of Washington was established in 1861 and soon began to operate as a normal school for teachers. Civic pride induced the citizens to attempt the incorporation of Seattle in 1865, and by 1869 Seattle became the first city in King County.

Expanding markets for timber products, coal, salmon, and produce enabled Seattle to experience some measurable growth in the 1870s. Steamers and sailing schooners called at Seattle and nearby ports on Puget Sound for an expanding trade to California.

In the early 1870s, the approach of the Northern Pacific Railroad (NP) raised the hopes of local citizens for a national rail connection. Instead of selecting Seattle, the NP chose Tacoma for its west coast terminal in 1873. For the next twenty years, Seattle and King County citizens' attempts to get connecting service would be frustrated by the NP.
The Seattle and Walla Walla (S & WW) Railroad, a locally financed enterprise, was constructed from Seattle to the Black River and Newcastle communities in the late 1870s, making the full development of the coal mines a reality. The S & WW was Seattle's first attempt to establish adequate rail service, but the Railroad was short on capital and ultimately failed to link Seattle to eastern markets. A number of Chinese laborers were involved in the construction of this and subsequent rail lines around the County. In the years following the opening of the S & WW, King County began to export hundreds of thousands of tons of coal to San Francisco and other markets. By 1880, control of the S & WW passed to outside interests and was renamed the Columbia and Puget Sound Railway.

During the 1880s, the discovery of the Green River coalfields gave rise to the new communities of Franklin, Ravensdale, and Black Diamond. The Columbia and Puget Sound Railroad was extended to the Green River coalfields but still could not provide the desired national rail access. While eastern capitalists vied for control of the railroads, Seattle and King County interests were thwarted in their attempts to secure adequate connecting service to the Northern Pacific or other, locally financed rail lines.

Seattle was connected to the NP's rail line to Tacoma by 1883, but the rail link was not viable because the NP made its use expensive and difficult. It soon became known as the "Orphan Railroad" due to its underutilization. In their frustration, local citizens organized the Seattle, Lakeshore and Eastern Railroad (SLS&E) in 1883 which built a line from Seattle north around Lake Washington through Woodinville, Sammamish Valley, Squak, and on to the Upper Snoqualmie Valley in the late 1880s. This effectively opened up vast sections of King County’s Sammamish and Snoqualmie Valleys to development of their timber, coal, and agricultural industries and spurred the growth of small communities along the way such as Bothell, Woodinville, Squak, Redmond, Preston, Snoqualmie, and North Bend. After a few years, the SLS&E Railway also ran short of capital and was taken over by the Northern Pacific. As a result, the drive for a national rail link was halted during the 1880s despite the best efforts of local interests to construct their own rail lines.

The NP’s Cascade Branch tunnel through Stampede Pass near Lester, which was completed in 1888, was an engineering feat and provided the first direct rail access from the east to Puget Sound. Tunnels were also bored through Stevens and Snoqualmie Passes in subsequent decades, greatly improving rail access to the County.

Other developments in overland transportation were also achieved in the 1880s with County road-building projects at Vashon, Kirkland, Squak, Renton, Newcastle, Maple Valley and Snoqualmie.

From the 1870s to the 1880s, large numbers of Chinese laborers came to work at the railroads, mines, farms, and construction sites in the northwest. In 1882, the federal Chinese Exclusion Act was passed at the insistence of labor interests in order to curtail Chinese immigration. Violent attacks on the Chinese occurred at Squak and Newcastle by white and Indian laborers. In 1886, an anti-Chinese mob rioted in Seattle, and wholesale, violent expulsion of the Chinese was narrowly averted in the resulting armed confrontation with local law and order forces.

The Knights of Labor, a national organization that began operating in the King County coalfields in the mid-1880s, was instrumental in fomenting the anti-Chinese hysteria. The Knights’ aggressive confrontations with mine owners contributed to periodic labor disputes from the 1880s to the 1900s. By the late 1900s, a new union, the United MineWorkers, had superseded the Knights of Labor.

The ethnic diversity of mining communities was a significant aspect of their social life. In the late 19th century, the predominant group in the King County coalfields was from the British Isles. Many pioneering African-American families also came to work at the mining communities of Newcastle, Franklin, and Ravensdale in the 1890s. By the early 20th century, the majority populations in coaling communities were eastern and southern European, especially from Italy and the Balkan countries.
Seattle had become a shipbuilding center by the 1880s, and small boat building operations had also begun on Lake Washington at Yarrow Point and at Pontiac near Sand Point. A “mosquito fleet” of small steamers began operating on Puget Sound and inland waters. This enabled small settlements at Vashon-Maury Islands, Mercer Island, Bellevue, Kirkland, Des Moines, Redondo, and Richmond Beach to develop.

In the late 1880s the County experienced an agricultural boom known around Puget Sound as the “hops craze.” The beer flavoring ingredient, hops, was a lucrative cash crop which attracted interest in every farming district of the County. The Snoqualmie Hop Ranch was, in its heyday, the largest in the world, with 80 kilns and a workforce of up to 1200 persons, many of them Native Americans. The crop was shipped to national and European markets. Falling prices and insect infestations made for a rapid decline in the industry in the 1890s, although hop growing continued here well into the 20th century. Ultimately, hop growing east of the Cascades became the focus of the industry in the state.

The City of Seattle’s growth was phenomenal in the 1880s with new civic improvements such as construction of street railways, erection of a county courthouse, and the organization of a Chamber of Commerce. The shipbuilding, mining, wood products, and cannery industries were developing. The population of Seattle rose from 3,500 to nearly 43,000 in the 1880s.

The great Seattle fire of June 1889 was a temporary setback but proved a boon to local brick and quarrying industries during the reconstruction process. The fire proved to be a turning point for the City’s development as the downtown area was rebuilt with a new core of more permanent structures.

Washington Territory was granted Statehood on November 11, 1889. Over the years, King County has become the most developed and populous of Washington’s 39 counties. Seattle eclipsed Portland as the largest city in the Pacific Northwest just after the turn of the century.

In 1886, the King County Commissioners requested the U.S. Government to establish an army post in Seattle. A property on Magnolia Bluff in Seattle was acquired through the efforts of local business people and Ft. Lawton was officially dedicated there in 1900. The facility did not, however, grow to be the important military installation local boosters had desired.

The heady developments of the boom years of the 1880s encouraged considerable speculation in land and industry that was dashed in the panic and depression of 1893, a national economic downturn which had a paralyzing effect on Seattle and King County. Mining, logging, manufacturing, banking and a host of other enterprises, including the Kirkland Steel Mill and the Calkins resort hotel complex at East Seattle on Mercer Island, were among the many victims.

Although the economic stagnation of the 1890s was problematic, the decade saw the arrival in Seattle in 1893 of the Great Northern (GN) Railroad through the Stevens Pass district of King County, opening that area to large-scale mining, recreation, and lumbering activities. It also provided basic rail service to the Richmond Beach-Shoreline area of north King County. After the arrival of the GN in Seattle, the Northern Pacific improved its service to the city. After the turn of the century, the Union Pacific, and Chicago, Milwaukee and St. Paul Railroads also provided service to Seattle and King County. An interurban railway from Seattle to Renton commenced operation in 1896, further increasing commuter residential possibilities in the Rainier Valley, Columbia City, Hillman City, Bryn Mawr, and Renton areas.

The real emergence from the depression of the 1890s, however, was stimulated by the discovery in 1897 of gold in the Yukon Territory. Seattle and King County enterprises and industries, including Schwabacher Hardware, Kirkland’s woolen mill, and the farms of the White River Valley became outfitters, suppliers, and provisioners to the tens of thousands of gold seekers who poured through Seattle on their way to the gold fields. Flour milling
and meat-packing industries also were flourishing, and numerous Seattle and King County entrepreneurs prospered by “mining the miners.” Several subsequent gold rushes in Alaska also contributed to Seattle's north coast economic connection. Federal legislation was passed in later decades to insure the strong economic ties of the Seattle area to Alaskan markets.

In the late 1890s, Seattle undertook the major engineering process of regrading its difficult downtown terrain. The steepest hilltops were removed by a hydraulic sluicing operation. The muddy tide flat areas south of the business district were filled in by the process, and have since become a major industrial area. The last of the major regrades of the downtown areas were completed only in the 1930s.

In 1895, citizens of the White River Valley organized the County’s first drainage district. In the following decades, rivers were straightened and thousands of acres of farmland were "reclaimed" in the river valleys of the County.

At the close of the 1890s, two very significant events occurred in King County industries. The Pacific Coast Condensed Milk Company at Kent produced its first cans of Carnation milk in 1899, signaling the rise of the King County dairy industry and the birth of a world class food processing operation. At Snoqualmie Falls, the Snoqualmie Falls Power Company inaugurated the hydroelectric power era in King County with the construction in 1899 of a generating station that was heralded as one of the engineering marvels of the world.

Twentieth Century: The New Era

In the early 1900s, the development of the Puget Sound Electric Railway from Seattle to Tacoma stimulated further settlement in the Duwamish and White (Green) River Valleys and their adjacent uplands. In north King County, the commuter era also commenced in the 1910s as the Seattle-Everett Interurban was extended. Both lines provided a stimulus to Seattle’s streetcar suburbs and to the small farmers and market gardeners that produced primarily for Seattle.

By the early 1900s, the logging industry had been revolutionized by the introduction of specially geared steam-powered locomotives or “lokeys”, steam “donkeys” or stationary engines, and improved saw milling equipment. A number of technological innovations in the field of logging were introduced here, including several techniques of high-lead logging. A number of Seattle and King County mills were booming as exports of wood products helped to support construction projects around the world and to rebuild fire-stricken cities such as San Francisco which burned in 1904. In 1895, the community of Ballard was acclaimed the "Shingle Mill Capital of the World."

In 1907 the Pike Place Public Market was organized in order to eliminate the "middleman", the brokers and commission houses which paid King County farmers low prices for produce while maintaining high consumer prices. In the 1900s Japanese-American immigration and settlement in rural areas began to have significant effect on King County's agriculture. Eastside, Duwamish Valley, Vashon Island, Enumclaw, and Green River Valley farmers sold a variety of produce at the market including strawberries, apples, carrots, potatoes, lettuce, eggs, and poultry. In the early decades of the market, most of the produce sold was locally raised.

In rural areas, especially on the Enumclaw Plateau and in the Green River Valley, farmers started cooperative processing, distribution, and retailing operations in the 1900s. The co-op movement was in part responsible for many of the economic successes in King County’s agriculture.

By the 1900s competition among the owners of “mosquito fleet” vessels on Puget Sound and Lake Washington was providing better access to island and shoreline communities in the County. Summer homes became more popular and practical, and a number of new residences were built on the Eastside, Mercer Island, Bainbridge Island, the shorelines north and south of Seattle, and on Vashon-Maury Islands. Resorts, dance halls and
recreational facilities were also constructed at ferry and boat landings on Lake Washington and along the shorelines of Puget Sound.

King County government began its first ferry service across Lake Washington in 1900, and service to West Seattle and Vashon Island commenced in the following decades. The County contracted out the ferry service, but it maintained an involvement in it into the late 1940s. Although several previous attempts had been made to develop a ship canal between Puget Sound and Lake Washington, the current Montlake to Salmon Bay canal route was selected only in the 1900s. King County played a lead role in property acquisition. Automobiles made their first appearance around the County in the 1900s, but there were few surfaced roads on which to drive them.

Seattle began operating its own municipal street railway system, including cable cars, which connected downtown to the Lake Washington ferries at Madison and Leschi Parks. The City also constructed the nation’s first municipally owned hydroelectric plant at Cedar Falls. The City’s water system began delivery of service from the Cedar River Watershed in 1901. Seattle’s (Cedar and Tolt Rivers) and Tacoma’s (Green River) watersheds are significant features of eastern King County.

The 1900s were also a time for great city expansion and annexation. Seattle had acquired considerable territory along its northern limits in 1891, but in the three years from 1907 to 1910 eight King County municipalities were annexed into the City of Seattle, including Ballard, Columbia City, Georgetown, Ravenna, South Park, South Seattle, Southeast Seattle, and West Seattle. Several of the municipalities incorporated solely to expedite the annexation process and existed only for a matter of months. Others, including West Seattle, Ballard, Georgetown and Columbia City had been established and operating for a number of years. Ballard resisted annexation, however, until Seattle Ballard access to its water supply. Seattle later resumed selling water to suburban cities.

In the years from 1900 to 1910, the population of Seattle nearly tripled, from 81,000 to over 237,000 persons. This was due in part to annexations, but was also related to economic expansion in the Seattle-King County area. The total King County population grew from 110,000 in 1900 to 284,000 in 1910.

From the 1890s to the 1910s, King County experienced its first “wave” of incorporations. In a little over 20 years, 22 municipalities had been established in King County beyond Seattle (including those later annexed). One town, Ravensdale, later disincorporated after a disaster in the town's main industry, an explosion in the local coal mine killed 30 men and precipitated a shutdown of the operation.

The Alaska Yukon Pacific Exposition (AYPE) focused international attention on Seattle and King County in 1909; and real estate developments at Lake Forest Park, Kirkland, and other points around Lake Washington were actively promoted during the fair, as were other communities around King County. The event was a financial success and left a legacy of buildings that were used by the University of Washington for decades. King County's contribution, the Forestry Building, was used for a while for the facilities of the Burke Museum.

Export of lumber products to all parts of the world allowed the County's lumber mills to flourish. Small shipyards as Dockton (Vashon-Maury Islands) and Houghton (Kirkland) were beginning to produce a number of small steamers, yachts, and fishing vessels. Pacific Car and Foundry set up operations in Renton in 1909, producing railcars and logging equipment. Other manufacturing operations, such as the Northern Clay Products Company at Auburn and the Denny-Renton Clay and Coal Company at Taylor, produced brick, tile and terra cotta.

In 1906 disastrous flooding in south King County necessitated permanent diversion of the White River into Pierce County. It had originally flowed through Auburn where the Green River joined it, through Kent to Tukwila, where it was joined by the Black River and became known as the Duwamish. After the diversion, the Green River became the main tributary of the Duwamish, and the valley of Kent and Auburn was then renamed after the Green River.
The Port of Seattle was created in 1911 to manage the thriving but complex Seattle waterfront activity. Trade to Asia, to Alaska, and “coastwise” to California provided the Port’s major markets. Over the years, the Port has helped to reshape the Seattle harbor and waterfront, restructuring the mouth and lower reaches of the Duwamish River to facilitate industrialization.

With the outbreak of war in Europe in 1914, lumber production, manufacturing, shipbuilding, and coal mining operations were increased. The local dairy industry, which had begun to experience growth in the 1900s, rose to national prominence in the 1910s and 1920s. Local packers were beginning to produce agricultural specialties, eggs, poultry, canned fruits and vegetables for national and world markets.

In 1916, the opening of the Lake Washington Ship Canal and Chittenden Locks at Ballard had a dramatic overall effect on the economy of King County. Lumbering, shipbuilding, and manufacturing industries on the lake now had the potential for maritime access, which proved valuable during the years of World War I. Unfortunately, the opening of the canal lowered the water level of the lake by a seasonal average of 8.5 feet, causing water flow problems for tributary rivers, sloughs, and creeks. Navigation and lumber mill operations on Lake Washington, the Sammamish River, and Mercer Slough were disrupted. New shoreline was exposed around the lake, leaving docks high and dry. King County was thereafter involved in erecting and maintaining a number of affected docks. The Black River, which connected Lake Washington at Renton to the Duwamish River, was largely drained and was later filled in. The Cedar River had to be rechanneled through Renton into the lake.

The State Constitution was amended in 1910 to allow women to vote. This date marks the rise of women to positions of prominence in public office at state and local levels. The political power of women began to be a factor in a number of issues, including prohibition of alcohol, education, and the elimination of corruption in government. Women also became a powerful force in professional life and the labor movement. The contributions of women and their organizations to the political, social and cultural legacy of King County has been enormous. Many parks, hospitals, churches, schools, libraries, arts organizations and museums are the result of their pioneering work.

In 1910, King County entered the age of aviation with the first successful airplane flight at the Meadows, at the present location of King County International Airport. In 1916 the Pacific Aero Products Company constructed its first aircraft. One year later, the company was renamed the Boeing Aircraft Company which subsisted in its early years on a variety of governmental contracts and small-scale production work. The Company became an innovator in the field with its aircraft designs, rising to national prominence within a few years of its founding.

In 1916, the State of Washington voted to ban the sale of alcoholic beverages. The United States Government followed with the Volstead Act in 1920, which attempted to enforce nationwide prohibition until its repeal in 1933. Seattle-based rum runners began to import quantities of liquor from Canada, and the shorelines of King County, north and south of Seattle, became preferred sites for clandestine drops of liquor supplies. Small stills were set up in many parts of rural King County, and a number of farmers diverted portions of their fruit and grain production to bootlegging operations. A court case about the wiretapping of Seattle bootlegging activities helped to establish national legal precedents.

The automobile era, which began in Seattle in the 1900s, created a demand for a better and more extensive system of roads. In the Pacific Northwest, the “Good Roads” movement of citizen activism began to have a potent effect on state and local governments by the 1910s. The Pacific Highway was built to Everett through Bothell, and a surfaced road was extended around the entire perimeter of Lake Washington. New roadways, including the Yellowstone Road and Sunset Highways U.S. 10 to the east provided opportunities for motor freight businesses, truck gardeners, public passenger transport stage lines and private automobiling. Bus and motor coach lines were established in many areas, and “jitneys” or “auto stage” cars connected ferry docks with surrounding communities, replacing horse drawn coaches and carriages. As many as ten auto stage lines radiated to Eastside
towns from the County ferry dock at Kirkland. By 1916 there were 54 miles of paved road and over 1400 miles of gravel or dirt roads in King County.

With the development of auto travel and prohibition came the roadhouses, speakeasies, dance halls and resorts, which began to spring up around the County. Recreational outings to scenic parks and auto camps were also extremely popular, and resorts in rural areas of the County catered to a growing clientele at Juanita, Snoqualmie Pass, and the Maple Valley-Green River-Enumclaw areas. Many of the upland lakes from SeaTac to Federal Way also had resorts and private auto camps. As auto-oriented recreational facilities increased, some of the destination recreation facilities, which were dependent on waterborne or rail transportation began to decline in popularity.

Labor problems, which had intermittently vexed the County since the coal mining troubles of the 1880s, became more common in the 1910s. Urban trade unions as well as the Industrial Workers of the World (IWW) or “Wobblies”, whose power base had originally been in the logging camps, became more aggressive. After World War I, several violent confrontations involving the Wobblies, including the Everett and Centralia “massacres”, focused national attention on local labor strife. In 1919 Seattle experienced the nation’s first general strike that paralyzed the city for a short time and raised the specter of rampant Bolshevism in the national media. The "Red Scare" which swept the country after the war was due, in part, to reaction to the influx of immigrants, the Russian Revolution and labor radicalism.

In the County’s rural areas, the Grange, a national organization that became a social and political force among farmers in the late 19th century, prospered in the 1910s and 1920s. The Grangers often supported labor union issues and were active in political issues and campaigns, including the fight for public ownership of utilities. In the early 1920s a Farmer Labor political party was also active.

Farm production was still strong in the 1920s as packers shipped from Vashon, Sammamish Valley, Green River Valley and the Snoqualmie Valley. Libby, McNeill and Libby and Stokely Van Camp were among the national distributors operating here. A back-to-the-land movement was promoted around Puget Sound in the 1920s, fueled in part by the sale of cut over stump land by lumber mill companies. The mill companies had turned to real estate promotion and sales in order to supplement their primary resource extraction and industrial activities. Poultry and egg production increased dramatically in the 1920s, with cooperatives assisting local farmers to reach national markets.

In 1924, the Chinese Exclusion Act, a federal law that had been introduced against Chinese labor in the 19th century, was extended to affect Japanese-Americans. Resentment was already building against their prominent involvement in the agricultural activities of King County. Restrictive state laws further aggravated the hardships of local Asian-American groups.

The Ku Klux Klan (KKK) was active in the rural areas of King County and Washington State during the 1920s in response to labor radicalism, economic and labor competition from immigrants. Racism toward Asian groups and traditional religious bigotry also fueled the movement. Some of the state's biggest mass gatherings of the KKK occurred at Issaquah and at O'Brien in the Green River Valley.

In the years after World War I, King County’s coalfields were involved in a bitter strike-lockout, which largely disrupted the local mining industry. In following years, the increased labor costs of the slope mining methods used here, the rise of the alternative petroleum and hydroelectric industries, and the competition of cheaper strip mining operations elsewhere were among the factors which led to the decline of coal mining around King County.

Some industries, including shipyards, declined in Puget Sound, as some owners relocated operations to regions where unions were less militant and wages were lower.
The 1920s also saw a decline in the local forest products industry as national markets grew smaller in post-war years and timber reserves were being depleted. Many mills in Seattle, on Lake Washington, and in the Snoqualmie, Sammamish and Cedar River Valleys were bankrupt, passed into the hands of receivers and completely disappeared, along with a number of the communities that depended on the mills for payrolls. The year 1929 was the peak of production for lumber products in the state, and the center of activity of the lumber industry in was by then located in the southeastern corner of the state. The state’s lumber industry, which had led the country in production for nearly half a century until the start of the depression, has been in decline ever since. In King County the industry had been in serious decline ever since the end of World War I.

With the decrease of the mining and forest products industries and the expansion of the Seattle and Tacoma municipal watersheds in eastern King County, many industry-dependent communities and company towns began to disappear. A number of these communities, including Kerriston, Taylor and Franklin have been virtually obliterated. The Town of Lester, located within the Tacoma Municipal Watershed along the upper Green River, was the last to be vacated. It survived precariously until the 1980s.

Residential development was spurred in the Shoreline, Eastside, Burien and Green River Valley areas in the 1920s by transportation improvements including auto travel, interurban railways, commuter trains or improved ferry service.

Significant developments in transportation in the 1920s included the completion of the East Channel Bridge to Mercer Island in 1924. King County facilitated the acquisition of Sand Point by the U.S. Navy for a naval air station in 1928, the same year King County opened its airport at Boeing Field. It was to serve as the primary municipal airfield for Seattle and King County for the next twenty years. The development of U.S. 99, known as the "Federal Highway" (which gave the Federal Way School District and the community of Federal Way their names) in the south, and Aurora Avenue in the north, provided better access to rural and suburban areas and easier access to markets for producers. The Seattle-Tacoma Interurban was shut down in 1928 as automotive competition and declining revenues forced an end to operations.

The disastrous, nationwide Great Depression followed the Wall Street financial collapse in 1929. This aggravated an already weakened economic situation in Puget Sound. Although some businesses weathered the hard times, a number of others failed financially. Major lumber milling and coal mining operations continued to decline in the 1930s. King County's last major slope method coal mining operation, the Pacific Coast Coal Company's New Black Diamond, or Indian Mine closed in 1937.

A “Hooverville” of shanties was erected, despite official efforts to suppress it, in the former tide flat industrial area south of Seattle’s downtown, and around King County thousands of jobless workers became migrants looking for work or handouts. Some shanties could be found around rural King County. King County government became involved in providing relief to the needy and housing for the unemployed. The County also partnered with federal agencies to alleviate the distress of jobless workers and to accomplish a variety of public works programs.

Bitter newspaper and waterfront strikes in Seattle in the 1930s aggravated an already difficult economic period, but provided the stimulus for the local labor movement’s subsequent rise to power. Radical political activity across the political spectrum became more prominent during the 1930s. It was a factor in various labor and political movements. It resulted at one point in the occupation of the King County Courthouse for several days by unemployed demonstrators. During the same period, the "Silver Shirts", a radical organization, was active on the Eastside of Lake Washington.

During the Roosevelt administration scores of public works projects were undertaken in King County under the Federal Works Progress Administration or WPA. Roads, park buildings and facilities, docks, bridges, post offices, schools, airport facilities and river improvement programs provided thousands of construction jobs. The
WPA also created skills-preserving jobs for artists, writers and tradespeople, and succeeded in providing a lasting cultural legacy in King County. The King County parks system was begun in 1937 with the construction of a series of fieldhouses by WPA laborers at White Center, Des Moines, Enumclaw, Bellevue, Burien, North Bend and Preston. The Civilian Conservation Corps (CCC) is similarly well remembered for its accomplishments in public works activity in the eastern reaches of the County’s national forests and resource lands.

Remarkably, the Boeing Company and numerous other industries endured the difficult decade of the 1930s. Boeing’s large capacity, single-wing “monomail” which was developed in the 1930s was a revolutionary technological development in military and commercial aviation. The prototype of the famous B-17 bomber, which was to play a significant role in World War II, was also developed in this period.

King County’s agriculture, despite the hard times of the Depression, was still among the most prominent in all of Washington State. The Kent-Auburn area during the late 1920s and early 1930s was acclaimed the “lettuce capital of the world,” and trainloads of lettuce were shipped eastbound. In some respects, the depression had a less pronounced effect on the rural areas of the County than in the urban centers, which were more dependent upon manufacturing. The number, output, and resident population of farms increased in the 1930s while the average size and value of farms decreased.

There was a considerable amount of migration to the Pacific Northwest from other parts of the country during the late 1930s, due in part to: favorable press about the region; federal investment in the hydropower industry; related expansion of aluminum production; an increase in irrigation farming; and extremely depressed or "dust bowl" conditions in other parts of the country. There were many "caravans to the northwest" in which families in other parts of the country packed up all their belongings into cars or trucks to seek work or new beginnings in the region.

The Seattle-Everett Interurban that had served the north end of Seattle and the Shoreline communities ceased operations in 1939 due to declining revenue and automotive competition. It was the last of the interurban railways to serve the area. Shortly thereafter, Seattle scrapped its remaining cable car and streetcar operations.

In 1940, the Lake Washington Floating Bridge was completed to Mercer Island, opening the island and Eastside communities to increased development. The rapid decline in ferryboat service on the lake ensued, ending completely in 1950.

**World War II and Beyond**

Even before the outbreak of World War II, an increasing number of defense contracts relating to the outbreak of war in Europe and Asia were helping to stimulate local industries. When war was declared in 1941 after the attack on Pearl Harbor, King County rapidly mobilized for defense. The aviation, shipbuilding, automotive and related industries were greatly expanded. In the early 1940s, King County’s population soared by several hundred thousand persons as many came to work in war production industries. Defense housing was hastily constructed at Kirkland, Highline, South Seattle, Renton and other areas in order to accommodate the influx of workers.

In 1942, President Roosevelt issued executive order 9066, which forced the relocation of all persons of Japanese ancestry on the West Coast, including those who were U.S. citizens, to internment camps in the interior of the country. This was a devastating blow to the social life, personal freedom and economic well being of the Japanese-American community. After the war few Japanese-American families returned to agricultural businesses. Some families never returned. Many of those who did faced a hostility and racism.

During the war up to 6,000 persons were employed at the Lake Washington Shipyards near Kirkland, and more than 40,000 were at work at Boeing plants in Renton and the Duwamish Valley. Pacific Car and Foundry in
Renton was also among the many local industries producing war materials. Seattle shipyards and other defense industries were booming.

Among those who came to work at defense industries was a significant number of African Americans. The post-war economic readjustments, resulting layoffs and the increasing incidence of racial discrimination resulted in many difficulties for them.

During the war, local activity was devoted to waging war on the “home front,” including scrap metal drives, civil defense activities and war bond drives. The huge influx of defense workers to the region strained the capacity of many communities to provide adequate housing. Therefore, new wartime housing was constructed in a number of areas, especially those in close proximity to defense plants. The war years also saw a major consolidation of school districts throughout King County.

After the war, servicemen and women returned to find industries drastically curtailing their workforces. By 1950, the Lake Washington Shipyards were completely idle, and Boeing laid off nearly three-fourths of its employees. Recession in heavy industry was somewhat alleviated by the demand for cars and other consumer products, but the post-war period was one of significant economic readjustment.

The late 1940s saw real growth in the suburban areas around Seattle including Shoreline, White Center, Highline-Burien, Northshore-Bothell, Kirkland, Bellevue, Kent and Auburn. Many areas that had recently been farmed were now becoming residential developments. Small suburban shopping areas such as Bellevue Square first made their appearance in the late 1940s, and by the mid-to late 1950s shopping “centers” such as Northgate and the sprawling complex at Federal Way were becoming popular. The increased use of cars contributed to the suburban flow of the population. Increasing commercial strip development along suburban roadways catered to the marketing needs of the new residential areas.

In 1947, limited operations were commenced at the Seattle-Tacoma International Airport, and in 1949, the airport became fully operational. The Port of Seattle, which operates the facility, expanded and modernized the facilities under major construction projects in the late 1960s and early 1970s. Subsequent expansions of the clear zones around the facility have had significantly negative impacts on the residential districts, which were constructed in close proximity to the airport in the 1950s. Current efforts to add a third runway to the airport have been met with stern resistance by a coalition of municipalities surrounding the airport.

Lumber mills in the area geared up for production during the war, and post-war suburban growth helped keep production going into the 1950s, but decline was inevitable, and only a few mills remained in King County by the 1970s. Since then there has been further decline. The Snoqualmie mill, one of the last facilities in the region capable of cutting large timbers, was closed in 1989.

Large-scale, open-field or row-crop farming began to decline in the post-war period, although King County was still prominent in vegetable growing into the mid-1950s. Changing land uses involved with suburbanization and industrial growth contributed to the decline of agriculture. Since then, food producers in other regions, states and countries have supplied most of the produce used in the area.

After World War II, King County experienced another “wave” of incorporations of new cities and towns, which lasted from 1947 until 1961. Bellevue, Medina, Yarrow Point, Hunts Point, Clyde Hill, Beaux-Arts, Algona, Black Diamond, Mercer Island, Normandy Park and Des Moines were incorporated in order to shape community development and provide local control of services to their citizens. Three other communities, including Houghton, Mercer Island (the Town), and East Redmond were incorporated. the two municipalities on Mercer Island, one a city and the other a town, were merged as were the municipalities of Houghton and Kirkland. East Redmond was disincorporated in 1964 after a Superior Court decision found that its incorporation procedure had
been invalid. After the second incorporation the wave was over, no new incorporation attempts would be successful until the late 1980s.

The post-war “baby boom” as well as the “white flight” phenomenon contributed to the rapid expansion of suburban residential areas and helped to accelerate the decline of small town character in some areas. Some of the early schools built to accommodate the “baby boom” children, such as those in Shoreline and Highline School Districts, were surplussed in the 1970s and 1980s because of the decline in the school age population.

The Washington State Legislature’s Canwell Committee became involved in the late 1940s with investigations into the allegedly subversive political backgrounds of University of Washington professors and labor activists in Seattle. The committee was part of a national reaction to the beginnings of the "Cold War" between the U.S. and its allies and the Soviet Bloc. The continued tensions of the Cold War and later the U.S.-Soviet "Space Race" impacted local politics and fueled considerable federal investment in the region’s defense and aerospace industries. A ring of defensive missile sites, several of which have since been converted to other public uses, surrounded Seattle.

Seattle experienced a severe earthquake in 1949 that damaged or weakened a number of downtown buildings, including many in the Pioneer Square neighborhood.

The continued success of Boeing’s military and commercial aircraft designs of the 1950s helped them to attain their present leadership position in the commercial aviation and aerospace field. Although fluctuations in their contracts and employment situation have occasionally had adverse effects on the local economy, the Boeing Company and its subsidiaries continue to be among King County’s largest employers.

The growing problems of environmental pollution and sewage disposal in the County led in 1958 to the establishment of the Municipality of Metropolitan Seattle or Metro. Metro cleaned up Lake Washington, and effected major improvements in water quality and sewage treatment. Later on, it was authorized by the voters to expand into transportation, and it has in the intervening years built one of the nation’s finest transit systems.

In 1962, the Howard Hanson Dam project was completed in order to maintain flood control in the Green River Valley. The project, initially described as a potential benefit to the farming community, actually contributed to its decline. Protection from periodic flooding made valley properties more attractive to developers. Zoning policies and increasing real estate values and taxes have added to the pressure on farming operations.

When the Interstate 5 freeway was built through Seattle and King County in 1962, easier access to the Green River Valley was made practical, and industries eager to relocate out of Seattle were established on the immensely productive farmlands around Tukwila, Kent and Auburn.

The opening of the Evergreen Point Bridge in 1963, the completion of Interstate 405 on the Eastside, and the opening of state highway 167 to the Green River Valley from Renton also facilitated major changes in the demographic and industrial makeup of suburban and rural King County.

The Century 21 Exposition at Seattle in 1962 was a world’s fair that attracted favorable attention to the Seattle Metropolitan Area. Like its predecessor, the AYPE in 1909, the fair was an economic success. The great legacy of the fair was a group of buildings at the Seattle Center that continue to serve the City and the region as a complex of important arts and cultural facilities. A number of regionally significant programs and events are held annually at Seattle Center.

In 1964, the B & R Coal Company, the last of the coal mining operations at Newcastle, was shut down, marking the end of an era of slope mining in the King County coalfields. Although hundreds of millions of tons of coal still remain in reserve, the demand for coal had declined dramatically and the cost of mining it here was no longer
competitive with other mining operations in the U.S. Not until the 1980s would a major coal mine the John Henry No.1 Mine at Black Diamond, a strip pit operation, again go into production in King County.

The 1960s and 1970s saw dynamic growth and development of the area's community college system. In addition to the development of a three campus system in Seattle (North, Central, South), facilities were also established at Shoreline, Bellevue, Highline and Green River near Auburn. These institutions have contributed significantly to the social, cultural and economic vitality of the region.

In 1964, Seattle and the region experienced another severe earthquake. Reaction to the quake led to development of stronger building code requirements for seismic stability. In 1964, King County adopted its first Comprehensive Plan to guide growth and development in the region. In subsequent years, a number of community plans were also adopted.

In 1967, the voters approved a levy for the construction of a number of new facilities for the King County Library System, a special purpose rural library district not directly affiliated with County government. Since then, the System has added many new facilities, annexed a number of communities and evolved into one of the nation's most prominent and high-volume circulation systems. Today, only the cities of Seattle, Renton, Auburn and Enumclaw operate their own municipal libraries.

The ambitious Forward Thrust bond issue of 1968 resulted in the improvement of a number of public facilities, the acquisition of many new parks and the building of King County's extensive network of aquatic centers.

In 1968, the voters of King County adopted a home rule charter, which allowed it to change from the commissioner form of government to the Council-Executive form we know today. The basic restructuring of the County’s operations allowed the County to manage an increasingly complex range of services demanded by a predominantly urbanized population.

Among the significant developments in the 1960s and 1970s was the rise of the University of Washington to national prominence. It was the focus of a great deal of controversy during Civil Rights and Vietnam era protests. By the late 1970s its became the nation's foremost recipient of federal research grants and contracts. Its continuing influence on the cultural life of King County and Seattle is immense. Over the years, the University has become one of the county's largest employers.

By the 1970s the majority of County citizens lived outside the City of Seattle. This population shift has had significant social, economic and political ramifications. When Seattle's population was 80% or more of King County's total, the city dominated much of the political activity around the County. Currently only about a third of the county's population resides in the City, and the political, economic, social and cultural influence of trans-Seattle King County has been increasing.

In 1971, King County was the first county in the country to adopt a one-percent for Art ordinance. Since then, the public art collection has expanded to include over 165 art sites and nearly 1000 individual artworks. Public Art programs at the federal, state and municipal level have greatly enriched the region, providing national models for innovative artistry.

In 1972, the federal government turned over title to a significant portion of Ft. Lawton for use as a city park. Although planning for the park was controversial, it has been developed into a significant regional facility.

Seattle voters turned down proposals in 1972 to construct two new freeways, the Bay Freeway in northwest Seattle and the R.H. Thompson Freeway in northeast Seattle.
King County's Multipurpose Stadium, the Kingdome, was constructed in 1976 to house the region's major league baseball and football franchises and other exhibition and meeting events.

By the late 1970s, the Port of Seattle had developed the second busiest container port in the United States. The ports of Puget Sound have a natural trans-Pacific trading advantage over other facilities on the West Coast due to their proximity to Alaska and to the international markets of East Asia.

Historic Preservation programs were established at the state and local level in the 1960s and 1970s. The City of Seattle moved to preserve its older neighborhoods and downtown areas, including the historic Pike Place Market, International-Chinatown and Pioneer Square districts. King County established its Historic Preservation Program in 1978, capitalizing on the forward momentum and visibility provided by the U.S. Bicentennial of 1976.

Preservation of open space and farmlands in King County became an issue in the 1970s and in 1979, voters overwhelmingly approved the King County Farmlands Preservation Bond issue. Under this program, the first purchase of farmland development rights by the County took place in January 1984. Over $50 million in development rights were purchased.

The rapid rise of computer software, medical technology, aerospace, communication and electronics related industries has had a dramatic influence on the growth of suburban King County since the 1970s. These industries rose to national prominence in the 1970s and 1980s becoming a major economic resource for the region. The boom in the Eastside cities of Redmond and Bellevue in recent years is partially due to this trend. The continued success of these industries has made them the most important economic assets of the region. The recreation industry has also had a significant impact on tourism and the region’s economy. A number of manufacturers of recreational equipment are located in King County.

The 1980s were another period of rapid population growth and economic expansion around the county. In response to the rapid growth and urbanization of many unincorporated areas, King County updated its Comprehensive Plan in 1985. By the end of the 1980s a "third wave" of incorporations of new cities had begun. In the year of the State Centennial of 1989, two new cities were formed: SeaTac and Federal Way. By the end of 1997, Woodinville, Burien, Newcastle, Shoreline, Maple Valley, Covington and Kenmore had also been incorporated, and a number of the existing cities had annexed considerable amounts of territory in their planning areas.

In 1986 the King County Council adopted a motion to rename the County for the Reverend Dr. Martin Luther King, Jr., a Nobel Prize winner and national civil rights leader.

In 1988 the massive expansion and redevelopment of the Interstate 90 freeway and bridge system to Seattle across Lake Washington and Mercer Island was completed. It was one of the largest, most costly public works projects ever undertaken in the region.

The revitalization of the central business district of Seattle was enhanced by the construction of the Washington State Convention and Trade Center, the construction of many new high rise residential and commercial buildings, the Westlake Center project, the Metro bus tunnel project, and the redevelopment of the central waterfront. The impact of high rise construction in the downtown area was so great by the mid-1980s that citizens of the City of Seattle approved an initiative in 1989 to "cap" the growth of high-rise buildings in the downtown core.

In 1989 King County voters approved a major open space bond issue which provided funds for the purchase of recreation and resource lands around King County. Additional appropriations since then have added to the growing public ownership of parklands, open spaces wildlife habitats and other resource lands. Among the significant public-private partnerships created to preserve the quality of life in the region was the Mountains to Sound Greenway Trust, which is working to coordinate the retention of scenic, cultural, natural and economic
resources along the Interstate 90 corridor from the Cascade Mountains to Puget Sound. Cooperative corridor planning is also underway in several other areas of King County, including the routes of US 2 through Stevens Pass, the SR 410 east of Enumclaw, SR 202 through the Snoqualmie Valley.

The cultural life of the region experienced major growth in the 1980s and 1990s with the construction of new, world class facilities for the Museum of Flight and the Seattle Art Museum. New arts facilities were built at Seattle Center and historic theaters in the downtown area have been renovated and expanded to accommodate the area's thriving arts organizations and activities. Regional theater, opera, dance and symphony programs have become nationally and internationally recognized. Community arts and heritage facilities around the county are being developed through the new funding initiatives of state, county and municipal grant programs. By 1990, over 500 landmark buildings, sites, objects and districts had been designated at the federal, state, municipal and county level around King County. All of the area's cultural, natural and recreational resources have combined to make Seattle and the region an attractive place to hold conferences, conventions and vacations. A considerable amount of positive publicity in the national press has characterized Seattle and the region as among the most culturally rich and livable places in the country.

King County added to its growing list of regional recreational facilities in 1990 with the construction of the Weyerhaeuser-King County Aquatics Center at Federal Way. Activities of the international Goodwill Games competitions were held there in 1990. Other regional facilities of the King County Park System include the Cougar Mountain Regional Park of some 4.5 square miles, the King County Fairgrounds at Enumclaw and Marymoor Park, with its historic district, museum, climbing rock and velodrome. The state, county and municipal trail systems, which have been developed around King County since the 1970s are currently among the most extensive in the country.

Sections of the Lacey V. Murrow floating bridge on Interstate 90 to Mercer Island sunk in 1990 while undergoing repairs. A replacement bridge was constructed to take its place and the bridge was reopened in 1993.

Growth management laws were passed at the state level in 1990 in response to a citizen's initiative intended to curb urban sprawl. The legislation has resulted in the establishment of urban growth boundaries, which have intensified the debate over development, the usage of resource lands and environmental protection. It has also had the effect of stimulating further incorporations and annexations as well as revisions to municipal and county comprehensive plans. The national trend toward dissatisfaction with government regulation has also had an impact on King County. Although there has been a long-standing secession movement in King County that would create a new county in its eastern portions, the secession movement has intensified in the 1990s through initiatives and court proceedings.

In 1992, the citizens of King County voted to amend the King County Charter and to consolidate Metro and King County governments. The consolidation of functions of the two agencies has coincided with efforts toward a restructuring County government, which has been precipitated by loss of County jurisdiction over newly incorporated areas and those recently annexed by cities. For the first time, King County government surpassed the City of Seattle as the largest local government agency of the area. In 1994, the County again updated its Comprehensive Plan in response to Growth Management requirements.

Heightened public debate over the funding and location of new infrastructure, such as airports, water systems, landfills, transit systems, freeways, stadiums, parks and other public facilities, characterized the 1980s and 1990s. After several failed attempts, a Regional Transit levy was passed by the voters of King County in 1997. The levy was intended to provide new rapid transit facilities, the first installment of a regional system. A referendum was also passed at the polls in 1997 to replace the aging Kingdome with a new stadium, financed in large part with public funds. A variety of other public-private partnership facilities, including a new baseball stadium were also controversial in the later 1990s.
B. 2. History of King County Government 1853 – 2002

By Kay F. Reinartz, Ph.D.

This brief summary of the past 150 years of King County government will focus on how the county responded to changing times by providing services, struggling with revenue shortages, and dealing with the problems and solutions that accompanied each era. County government has evolved considerably from its 19th century beginnings. Initially, its role was to serve as the administrative arm of the territorial government. The county’s main responsibilities were law enforcement and courts; recording property transactions and vital records; periodically taking the census; assessing property values and collecting taxes; holding elections; licensing; building public works; and providing for the public welfare by supporting the indigents living in the county. The elected county officials were the treasurer, clerk, auditor, assessor, judges, prosecuting attorney, sheriff, coroner, and the county commissioners, who functioned as both the legislative and executive branches of county government.

In reviewing 150 years of King County government history two major themes emerge. The first theme is the diversity and persistence in maintaining local option and local control, including control over the way that state policy is implemented at the county level. The second is the county’s evolving relationship of cooperation and interdependence with the municipalities and the special-purpose districts created over the years within its boundaries. A convenient way to look at county government is in three historical phases: settlement to statehood, 1845-1889; development, reform, and fiscal change, 1890-1945; suburbanization, growth and the struggle to adapt, 1946–present.

Prelude: Historical background to the formation of King County

The formation of King County, Washington, is one part of the chain of events that resulted in the region now known as the Pacific Northwest becoming a part of the United States of America in the middle of the 19th century. In order to understand the historical context from which King County emerged as a political entity, it is useful to briefly review the history of discovery and the exploration of the Pacific Northwest coast.

Explorers and fur traders were in the Pacific Northwest region from the 16th century. However, the first real settlers were Americans who came in the early 1840s looking for land to farm. The fertile Willamette Valley was the first area homesteaded. These people had come to stay and were interested in solidifying their interest and control over the region. In 1843, the American settlers took the initiative to form a provisional “American” government, which was actually a republic within a republic since the “national” status of the region had not been determined. Keenly interested in drawing settlers to the Oregon Country, the Oregon Provisional Government granted 640 acres to each homesteader. In 1844, the Provisional Assembly met at Oregon City, drafted a code of laws, elected officers to govern and immediately enacted a law defining their boundaries. Up to this time the Hudson
Bay Company had functioned as the *de facto* government in the region. Now, the control of the vast region passed from the Hudson Bay Company to the Americans. 

Early in 1849, the Oregon Territorial government replaced the Provisional Government through an act of the United States Congress. The great Oregon Territory was divided into six districts. The region that was destined to become Washington Territory lay in the Vancouver district. The Vancouver District encompassed all of the land north and west of the Columbia River, with the eastern boundary being the Rocky Mountains and the western boundary the Pacific Ocean. On December 21, 1845, Lewis County was carved out of the Vancouver District.

Lewis County consisted of the area west of the Cowlitz River to the summit of the Rocky Mountains, north of the Columbia River to the 54° 40” parallel, the southern boundary of the region claimed by Russia at that time. On January 12, 1852 Lewis County was divided, creating Thurston County (named for Samuel R. Thurston, Oregon Territory’s first delegate to Congress). Thurston County included all of the Puget Sound Country, as the land adjacent to Puget Sound was known. In June of 1852 Thurston County citizens elected three county commissioners, including Arthur A. Denny of Seattle. During this same period, before the formation of King County, the Oregon Territorial Legislature appointed Dr. David S. Maynard as Justice of the Peace and Notary Public for the Seattle area. On December 22, 1852, Thurston County was divided into Pierce, King, Island and Jefferson counties.

*Boundaries of King County as Defined in 1852 and 1867*

The original boundaries of King County were defined in December 22, 1852 as follows: 

*Commencing at the northeast corner of Pierce County, thence along the Cascade Mountains to a parallel passing through Pilot Cove, then from the point last aforesaid west along the said parallel of latitude to the Pacific Ocean, thence south along the Coast to a point due west of the head of Case’s Inlet, beginning.* Pilot Cove, named by Capt. Wilkes in 1841 later came to be known as Point No-Point. Other counties were carved out of the original King County, such as Slaughter County in 1857, later renamed Kitsap County.

On January 31, 1867 the boundaries of King County were defined as follows: 

*Commencing where the fifth standard parallel line strikes the mainland near the head of Commencement Bay, thence east along said parallel line to the middle channel of the White River to the forks of the White River and Greenwater, thence up the main channel of Greenwater to the summit of the Cascade Mountains, thence northerly along said summit to the southeast corner of Township 27 north, Range 11 4 east, thence to Admiralty Inlet, thence southerly along the main channel of Admiralty Inlet, Colvos Passage and Commencement Bay, to the fifth standard parallel and place of beginning.*

*The Territorial Years, King County 1853-1889*

In the Pacific Northwest, counties are the oldest local government entity. The Oregon Provisional Government, established by the early settlers, created the first counties. The Provisional Government used the Iowa model for structuring county government. The legislatures of both Oregon (1848) and Washington (1853) territories retained the Iowa model as they organized their governments. The Iowa model is unique for its numerous elected officials, who performed specific functions independently such as assessment of property values, law enforcement and tax collection. With numerous regular elections the system provided broad participation and influence. It
is not surprising that the Iowa county model was selected since Iowa was the home state of a significant proportion of the region’s early settlers.6

Initially, county government’s main role was to serve as the administrative arm of the territorial government. The three county commissioners held the power of local government. The territorial legislature defined their responsibilities to include: approving road and school districts; building and maintaining public buildings; repairing roads; granting licenses; levying and overseeing the collection of taxes; administering the county’s funds; and supporting the indigents living in the county. By statehood in 1889, King County had expanded its responsibilities to include such functions as managing a public health system and approving special use district boundaries.7

Early in 1853, the Oregon Territorial Legislature appointed the first officials for King County: Luther M. Collins, Arthur M. Denny and John N. Lowe, county commissioners. Other officials appointed were Henry L. Yesler, probate clerk and Carson D. Boren, sheriff. On January 11, 1853, Seattle was designated the county seat.8 Upon the creation of Washington Territory on March 2, 1853, the officials who had been appointed by the Oregon Legislature were replaced by the following men who served until the next annual election: Thomas Mercer, G. W. Loomis and Luther M. Collins, commissioners; C. D. Boren, sheriff; Henry Yesler, auditor; William Smith, treasurer; Dr. Henry A. Smith, superintendent of schools; John Holgate, assessor; William Strickler, probate judge; and S. B. Simons and James Roberts, constables. In 1854, the Legislature created the office of Wreckmaster (abolished in 1915), whose job it was to salvage wrecks in the coastal areas and shorelines. Hilory Butler was the first person to hold this office. In the first years of King County government, the number of county offices were so numerous that a single individual often held more than one office. Because women were not allowed to vote, women could not hold office.9 For two decades after its formation, King County was the only local government. Seattle, incorporated in 1869, was the sole municipality until 1890 when Ballard and Kent incorporated, followed by Issaquah and Columbia City in 1892.10

County government based on local choice and local control

Two characteristics of county government were shaped and put firmly into place during this early period—local diversity, local option and local control.11 From the beginning, the county commissioners in King, as well as other territorial counties, took the initiative and used their power to establish numerous ordinances to allow each county to manage its affairs according to local preference. However, in 1863, the Territorial Legislature took steps to limit the implied power of the county commissioners. The amended the statute include a following provision: “... and they shall have no other powers, except such as are or may be given to them by law.”12

The individuals that settled King County came at different times and from different places. Their diverse backgrounds fueled the strong opinions that called for local choice, local option and local control. From the 1840s to 1870s, the settlers came largely from New England and the Midwest. Key states included Iowa, Minnesota, Michigan, Indiana, Missouri and Illinois. In general, these people were politically liberal and abolitionists. They were usually “tea totalers” and favored prohibition and other controls over the sale and consumption of alcohol, as well as other activities they viewed as socially disruptive.13 In the 1860s and 70s, many people from the Southeast migrated to the region. These people tended to be politically conservative and often unsympathetic with the
abolitionists. The completion of the railroad to King County in 1883 brought the another wave of settlers to the county. These new settlers, including many foreign-born immigrants, came from ethnic and class backgrounds very different from the early pioneers.

The county’s tolerance of diversity was tested in 1885 when a hostile mob attempted to forcefully expel a group of Chinese workers. These workers came to the United States as contract labor to build the railroads and work in the mines. The King County Sheriff took charge of the situation and with the help from the Seattle Police and the Home Guard (National Guard), sent to the county by the governor, quelled the “Anti-Chinese Riots” and the Chinese were mostly protected from harm.

The roots of populism and prohibition

The roots of populism and prohibition, destined to become major issues in the early 20th century, are linked with the second wave of immigrants. As the lumber industry rapidly developed, thousands of men, the majority of whom were young and single, poured into the county. As the number of mills increased, so did the number of saloons. Alcohol was an issue in King County from the earliest years. When King County voted to “go dry” in 1856, David “Doc” Maynard, King County’s representative, convinced the Territorial Legislature to split the county in two, forming Kitsap and King Counties. The voters in King immediately voted to go wet while Kitsap remained dry. The saloons often operated 24 hours a day and were packed with drunken mill hands and shingle weavers, whose behavior offended “respectable” people.

In 1888, the anti-saloon advocates got a license law passed which gave counties and cities local option to regulate or prohibit the of sale of alcohol. In addition, local government was free to set liquor license fees. Often, it was the voters who decided at the polls if saloons were acceptable or not. Local option regarding the sale of alcohol was the preferred solution, since local option avoided the need to get statewide agreement on a standard and, therefore, reflected the values and independence of the local population instead of the population of the entire state. In addition, licensing saloons and liquor sales in unincorporated areas was a potentially lucrative source of revenue for the county and the so-called “roadhouse,” located outside of municipal control, became a common sight in King County, especially in the first two decades of the 20th century.

In addition to issues of alcohol, the second wave of immigrants to the county set the stage for populist politics in regard to “big money.” Early Washington has been described as a “colony” — a land far away from the “civilized” part of the United States — rich in natural resources available for the taking. For decades, people living outside of Washington (especially in San Francisco and the large Midwestern cities) owned the railroad, timber, mining, and fishing resources. The Midwestern railroad interests facilitated the transportation of people into the Puget Sound region and exploited the immigrants once they were settled, by charging inflated rates to ship goods produced in the region to distant markets. Thus, homesteaders, as well as men who worked in the woods and mines, often felt exploited by these “big money” interests. Resentment against absent owners and big corporations fueled the volatile politics of local choice and control, which, in turn, helped to shape local county government. In spite of the antagonism between the settlers and the “big money” interests, everyone was interested in development because it increased property values and wealth of the early arrivals. King County, Seattle and other municipalities created “booster pamphlets” that promoted
The advantages of the community and county as a place to make one’s home and establish one’s business.22

The State Constitution, developed at the Walla Walla Convention in 1888, included several provisions of lasting relevance to county government. For example, county government was to include many elected officials, all serving two-year terms. Perhaps the most significant provision, however, was the statement that “any county, city, town or township may make or enforce within its limits all such local police, sanitary and other regulations as are not in conflict with general laws.”23 This provision of so-called “police power” was the source of much controversy over the years. At this point, counties in Washington were regarded merely as administrative arms of the state, responsible for such functions as collecting state taxes and enforcing state regulations. Local governments viewed this constitutional granting of “police powers” as justification for the evolution of the county as a provider of characteristic “urban” services for communities located in unincorporated areas of the county. In spite of the appearance of broad “home rule” authority granted to county government by this provision, it was over 60 years before the courts and the Legislature supported this interpretation.24 It was not until 1948 that the counties were given unrestricted opportunity to govern their own affairs through home rule. The people of King County adopted a home rule charter in 1969.25

1890 – 1945: Growth, reform, the Depression and fiscal change

One of the most significant factors influencing the course of county government after 1900 was a major population surge. The railroad reached Seattle in 1882, and by 1889 the county’s population was 40,788. In 1890, it was 63,989; and by 1900 it had climbed to 110,053. Seattle’s population of 42,837 in 1890 nearly doubled during the next decade. By 1910, the city had 237,194 residents.26 The Klondike Gold Rush of 1897 brought many people into King County, since Seattle was a major jumping-off point for those rushing to the gold fields. Fortunes were made financing and outfitting the miners. After the rush was over, many people returned to Seattle and the Puget Sound region to stay. The 1909 Alaska-Yukon Pacific Exposition, the ultimate “boosterism” event, gave King County and Seattle high visibility nationwide and brought in business interests and new wave of people seeking opportunities and adventure.

Anticipation of the opening of the Panama Canal also spurred development in Seattle. The rapid increase in population was reflected in the incorporation of 24 new municipalities between 1890 and the 1910s.27 Interurban passenger rail service from Tacoma to Everett, which became available between the 1890s and the 1910s, stimulated the growth of many communities in the immediate vicinity of the train stations.28 The era of commuting to Seattle to work, while living in the outlying county, had begun.

A boom economy was enjoyed through World War I and into the 1920s.29 At this time, King County, like the other Washington counties, continued to function largely as a local agent of the state attending to record keeping, tax collecting and enforcing laws. The county’s involvement with urban life per se was limited to the county commissioners’ power to incorporate new municipalities and create special-purpose districts.

However, these were volatile political years with new ideas abounding on how to conduct the public’s business. The special-purpose district concept, permitted by the State Constitution – but as yet little implemented (with the exception of school districts which numbered over 100) – began to take form at this time with port districts, road districts, water districts and public utility districts.
However, the county began to take on new responsibilities including public health functions, such as imposing quarantines and hospital construction and maintenance. In 1895, the State Legislature explicitly defined the county’s responsibility for the care of the poor. This directive became a significant financial drain on the county as destitute unemployed people and indigent immigrants — largely homeless men — continued to arrive in growing numbers. It was a trend that had begun during the Panic of 1893, and was to reach crisis proportions during the Great Depression of the 1930s.31

The Great Depression brings major revenue changes

The Great Depression marked a turning point in the county government’s ability to work as an independent entity with local choice. The national financial collapse that was the core of the Depression was responsible for the change. With the onset of the Depression, the county faced the dilemma of how to finance government in a time of plummeting property values, widespread unemployment and spiraling welfare and service needs.32 Historically, property taxes had been the major source of government revenue. By the 1920s, property owners began to vehemently object to ever-increasing taxes, which had reached three percent of the value of the property. Many property-owners could pay neither property taxes nor mortgages, and lost their property to foreclosure. A series of Depression-era tax cuts between 1931 and 1941 (including property tax rate reduction from three percent to two percent) had the net effect of reducing local tax revenues by 50 percent. An attempt to enact a state income tax failed, although a tax package including sales, business and occupation taxes passed in 1935. However, the county did not benefit from these new taxes and continued to struggle with property tax revenues.33

The loss of revenue resulting from the state reduction of property taxes was temporarily replaced during the Depression by state and federal grants, loans and shared revenues. A host of regulations and requirements accompanied outside funding for services and programs. Next, the state imposed statewide uniform standards in road construction and welfare, further limiting local option and control. Thus, for the first time in Washington State history, state and federal government began to play significant administrative and financial roles in supporting local economies. This type of involvement continued after the Depression, with the long-term effect being the shift from the county functioning as a relatively autonomous entity to the county becoming a partner with state and federal government to provide a wide array of services ranging from road construction to mental health and family services.34

Post-War growth brings change in government

Following World War II, the stage was set in the Puget Sound region for massive changes that would lead to radical modification of county government by century’s end. The key factors were a huge jump in population, post-war prosperity, widespread automobile ownership, and a new, county and regional road system. During the war years, tens of thousands of people moved into King County, both military personnel and war industry workers. Largely young adults, many settled in the area following the war. Others had passed through on Navy or other military duty and came back to live. The population of King County nearly doubled between 1940 and 1960, from 504,980 to 935,014.35 The census verifies that the growth was primarily in the suburbs. Between 1950-1960, Seattle’s population increased by 3,417 while the number of people living outside the city limits nearly doubled, growing from 208,135 in 1950 to 377,927 in 1960—an increase of 169,792.36

Improved roads and the construction of the Mercer Island Floating Bridge, which opened in 1940, greatly improved access between Seattle and the east side of Lake Washington. Numerous suburban
communities proliferated. New commuter “bedroom communities” sprang up in east, south and north King County. Existing municipalities grew and 15 new communities incorporated. But the major thrust on this new development was in unincorporated King County — a choice made possible by widespread ownership of automobiles.

**Independence and loss of local control**

In 1948, an amendment to the State Constitution was passed that permitted Washington counties to draw up home rule charters. This gave the citizens of each county the freedom choose the form of government they wanted, providing that the charter was drafted by a commission of elected freeholders and the county retained an elected prosecutor, the existing court system, and continued to fulfill the traditional state duties. This amendment eventually led to a radical reorganization of King County government. King County was the first county to examine the potential of home rule. A King County citizens’ group and the Municipal League took the lead. Both groups were convinced that the county commission form of government was incapable of managing the problems and issues of rapid population growth.

These problems were especially acute on the Eastside, where in the absence of an adequate sewage system, the waters of Lake Washington were being polluted. In response to the demand for better rural residential infrastructure (such as sewage and water service), special-use districts – each a little government entity unto itself – were proliferating, often with overlapping jurisdictions. The pro-charter contingent pointed to this proliferation as concrete evidence that the existing form of county government could not meet the needs of its citizens. In 1951, a Charter Review Committee was elected. Using a national model, the committee drafted a charter that many people felt failed to address local concerns. That draft subsequently failed at the polls.

While the effort to pass a Home Rule Charter languished, the Puget Sound region boomed. Both federal and state government programs sought to promote growth in a variety of ways, and encouraged local government planning and protecting the natural environment. Continuing a trend initiated through New Deal programs in the 1930s, the federal government gave substantial financial support in the form of grants. Both state administered and federally funded programs increased the financial resources available to the County. However, there was a cost to local control through the imposition of federal and state standards for local performance, including minimum standards for the courts, jail conditions and environmental health. By the 1980s, the practice of federal and state standards being imposed on the counties was firmly established, with the exception that federally mandated standards were no longer accompanied by the funds to support implementation.

In the 1960s, with financial incentives from the federal government, King County participated in Puget Sound regional planning in the areas of transportation, land use and growth, environmental quality and protection and other issues. The groundwork for regional planning had been laid in 1956, when four counties in the Puget Sound area – King, Snohomish, Pierce and Kitsap – came together to form a regional planning council called the Puget Sound Council of Governments (PSCOG). In the 1960s, regional councils were supported by new federal legislation and grants for programs such as: the Federal Highways Act (1962); Housing and Federal Development Act (1956); Model Cities Act (1966); and the Intergovernmental Coordinating Act (1968). The latter act required regional coordination of local projects as a condition of the federal grants. In 1968, the Forward Thrust bond issue was passed.
Forward Thrust brought the county’s residents new parks, 18 community swimming pools and improvements to many public facilities.44

After more than a decade of discussion and several unsuccessful attempts to secure voter approval, in 1969 the voters approved changing King County government to a Home Rule Charter system. Under the new charter, county government was reorganized with a county executive and a nine-member county council replacing the three-person county commission. In addition, the county sheriff became an appointed rather than elected position and there were many changes in the organization of the departments. The charter was amended in 1992, after the County merged with Metro, and the council grew to 13 members in 1994. County operations underwent major restructuring under the new Home Rule Charter. These changes allowed the county to better manage the ever more complex array of services demanded by a steadily growing population, who demanded urban amenities.45


From the 1970s to the end of the 20th century, the key issues for King County government revolved around refining governmental structure under the Home Rule Charter, establishing a dynamic role for itself in regional planning, dealing with urban sprawl, increasing revenue shortfalls, and developing environmental policies. Regional planning was further advanced when the State Environmental Policy Act (SEPA) passed in 1971. Patterned after the National Environmental Policy Act of 1969, SEPA and the Shorelines Management Act of 1971 were among the most important pieces of state environmental legislation to affect King County. The Public Water Systems Coordination Act of 1977 addressed the provision of water services for new developments in unincorporated areas.46 A second significant new factor in this period, with far-reaching effects, focused on preserving environmental quality. The state and federal governments imposed drastic new environmental-quality standards that would affect almost every area of county activity. Occasionally, mitigating financial aid accompanied these mandated changes.

Generally, however, neither the state nor the federal government provided funds, leaving the county responsible for funding the programs necessary to meet the new standards.47 In 1989, county voters approved a major open space bond issue that funded purchase of recreation and resource lands around the county. Precedent for county involvement in land preservation had been established in 1979, when voters approved the King County Farmlands Preservation Bond issue. Beginning in 1984, the county purchased over $50 million in farmland development rights under this program. Throughout the 1980s and into the 1990s, additional appropriations added to the growing public ownership of open space, parklands, wildlife habitat and other resource lands.48

In response to the pressures on local government that had resulted from the rapid population growth, the Washington State Association of Counties and the Association of Washington Cities presented an initiative to the State Legislature in April of 1985 that stimulated the creation of the Local Governance Study Commission. The commission’s charge was to study local government and current problems and to identify what part of the problems might be the result of public policy. The commission identified the following key problems/issues:

- Citizens expect urban levels of services in certain [densely populated] unincorporated areas;
- Problems and/or services needs extend across governmental boundaries; and
- Local government revenues are not adequate to their service responsibilities.49
The commission found that local residents looked to King County government to assume responsibility for a vast array of new governmental services such as parks and recreation, land use planning and zoning, social services, environmental health, housing, libraries, mass transit, emergency medical services, and economic development. The long-term implications of these findings were to be significant for all county government.

One response to the demand for services in unincorporated areas came in 1990, with the State Legislature’s passage of growth management legislation, RCW 36.70. In response to a citizen’s initiative demanding containment of urban sprawl, the legislation urged communities located in unincorporated areas to either incorporate, or annex to nearby cities. This legislation resulted in a third wave of incorporations in King County with 11 communities incorporating between 1989 and 2000. Growth management also spurred the revision of county and municipal comprehensive land-use plans.

In 1992, the Home Rule Charter was amended and King County and the Municipality of Metropolitan Seattle (Metro), a special use district government dealing with transit and sewage, consolidated. This was a critical move for the county that coincided with major restructuring of King County government. It also marked the addition of regional responsibilities, even though property tax revenues were dwindling with each incorporation. The merged government became fully operational in January 1996. The reorganization had been triggered by the loss of county jurisdiction over those parts of the county that either incorporated or annexed to nearby cities. By the mid-1990s, King County had become the largest government agency in the region, surpassing the city of Seattle for the first time.

At the beginning of the 21st century, King County continues to be deeply involved with an array of ongoing issues that stimulate considerable public debate. These include the funding and location of water systems, freeways, public transit, airports, sport stadiums, parks, solid waste, and impacts on the natural environmental and quality of life. As it has been from its earliest days, the history of King County is interwoven with the local cities, the Puget Sound region, and the state.

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*Endnotes*


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Charles, Payton, “Overview of King County History,” Historical Paper No. 3, Seattle, WA, King County Office of Cultural Resources (Seattle, WA: King County Office of Cultural Resources, N.D.) 21-22.
### Location Information

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<th>Description</th>
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Appendix D. MASTER MAP – Survey Area and Inventoried Properties