



## Executive Summary

The Mountains to Sound Greenway National Heritage Area (Greenway NHA) is a landscape whose valleys, waterways and rugged peaks form a network of travel and trade, migration, and connection, that stretches back millennia. Salmon and first peoples made their way inland on rivers that drained into Puget Sound, while in the snow-fed rivers of the Upper Yakima, water and wind shape the patterns and habits of fish, animals and agriculture. The landscape of the Greenway NHA defines the region’s history, culture, and heritage.

The Greenway NHA was designated on March 19, 2019 by Public Law 116-9, the John D. Dingell, Jr., Conservation, Management and Recreation Act, Title VI, Section 6001, Subsection (a). National Heritage Areas are designated by Congress as places where natural, cultural, and historic resources combine to form a nationally important landscape. National Heritage Areas promote public-private partnerships to better tell the stories of these places and support communities in maintaining and, where appropriate, sharing their unique resources. Although supported by the National Park Service, National Heritage Areas are locally organized and completely non-regulatory. There is no change in ownership of land, no added rules or regulations, and participation is voluntary.

National Heritage Areas play a special role in preserving and telling the national story; and NHA designation provides an opportunity to ensure the natural, historic, and cultural values of the Mountains to Sound Greenway NHA are preserved and its stories shared with the public. This NHA Management Plan outlines the narratives and stories that define the Mountains to Sound Greenway NHA and lays out a plan for the interpretation and preservation of its resources.

It is important to note that the Greenway NHA overlaps areas where tribes maintain and exercise tribal rights including treaty reserved rights to fish, hunt and gather off-reservation. Among 574 federally recognized tribes in the United States, fewer than 50 tribes in the Pacific Northwest have retained such off-reservation rights. For this reason, the designating legislation makes specific provisions regarding the inclusion of tribal heritage in the interpretive Plan, in addition to tribal consultation and the trust responsibilities of the Secretary of the Interior.

Congress appointed the Mountains to Sound Greenway Trust (Greenway Trust) as Coordinating Entity for the Greenway NHA, a role that brings with it certain responsibilities to increase public awareness, protect resources, build partnerships, and develop recreational and educational opportunities in the Greenway NHA. The Greenway Trust is uniquely suited to this charge. For more than thirty years, it has convened coalitions of partners representing diverse interests to conserve and enhance this landscape. As the NHA Coordinating Entity, the Greenway Trust is committed to building on that history and welcoming an even wider community of partners to participate in the Greenway NHA.

As Coordinating Entity, the Greenway Trust is constrained by the same limitations prescribed by the designating legislation regarding the regulatory limits of a National Heritage Area. The Greenway Trust will act as catalyst and convener, as facilitator of partnerships, and as an enthusiastic and inclusive storyteller. Where the Trust may engage in specific actions on the landscape, such as a habitat restoration or trail maintenance project, it will do so under the authority and purview of the appropriate lead government agency.

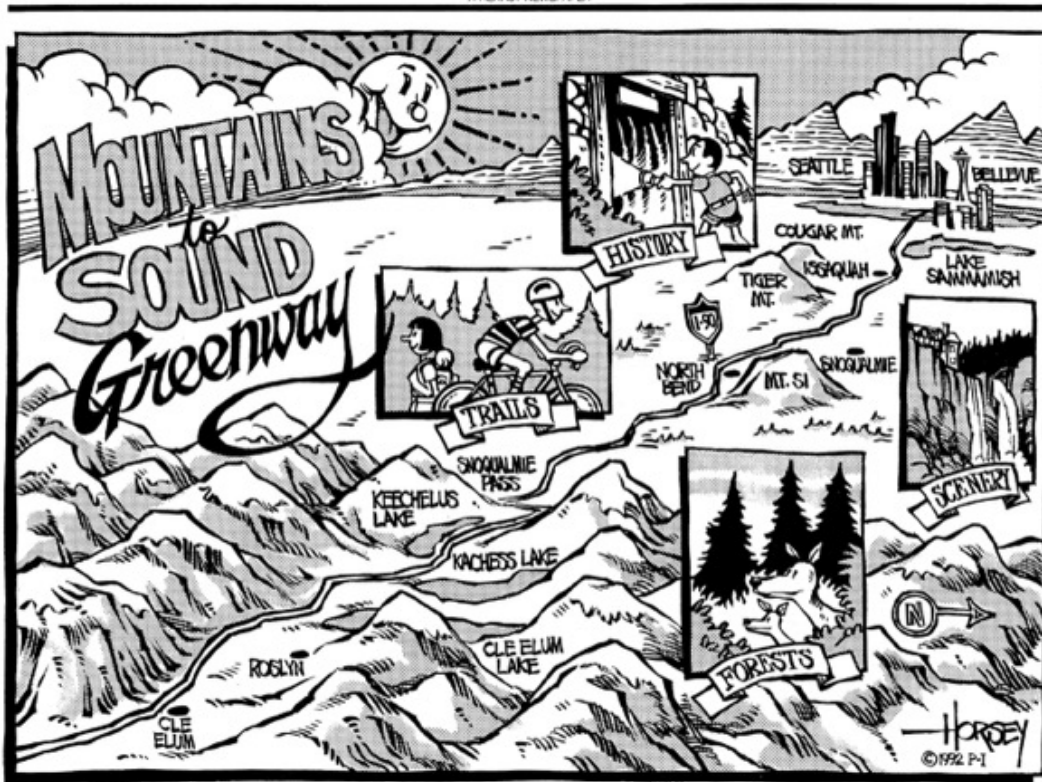
The most important commitment in this plan is one of collaborative engagement. A key strategy identified in the Implementation Plan is the convening of forums, working groups and place-based coalitions, where agencies, tribes, and partnering organizations can identify common objectives and create a framework for working together. These frameworks may be built around development of particular projects, marshalling necessary resources, or creating working plans to address pressing needs in the Greenway NHA.

### **Protecting a Vision**

The Mountains to Sound Greenway National Heritage Area is an ecologically diverse corridor, stretching 100 miles from Ellensburg to Seattle, Washington, where cultural heritage is stitched closely to a dramatic landscape of water, mountains, forests, and farms. At the Greenway's western edge, along the shores of Puget Sound, Seattle and the surrounding metropolitan area are home to more than two million people and a hub of global trade and industry. Along river valleys and through a low mountain pass, the small towns, working farms and forests, and windswept wilderness of the Greenway form a network of thriving communities, connected along a trade corridor where the earliest exchanges were made thousands of years ago.

When first conceived in the early 1990s, the Mountains to Sound Greenway vision focused on bringing attention, through recreation and public engagement, to unprotected lands and forests that were under threat by development. The goal was to build public support for conserving natural areas through public land acquisitions and exchanges to protect a contiguous corridor of

open space stretching east to west across the Cascades along the National Scenic Byway on Interstate 90. A nonprofit organization, the Mountains to Sound Greenway Trust, was incorporated to bring together local community members, businesses, government agencies and nonprofit partners who could help achieve goals of land conservation in order to connect wildlife habitat and recreation lands while encouraging growth in urban centers. By 2008, many public land purchases had been completed and attention began to shift toward the long-term stewardship of these lands. With a landscape consisting of a patchwork of different public and private lands, working farms and forests, and urban areas, the Greenway Trust sought to find a framework that could best bring together these diverse interests.



A visionary idea that would mark this area for generations to come

After studying a wide variety of federal and state management structures, the Greenway Trust determined that the cooperative framework of a National Heritage Area would provide the best means to accomplish long-term stewardship goals for the Mountains to Sound Greenway. During 2009 and 2010, the Trust engaged more than 1,000 stakeholders in discussions about why the Greenway is a special place and what opportunities existed for conserving and enhancing a sustainable balance into the future. Participants expressed broad consensus that the Greenway is a nationally distinctive landscape with abundant opportunities for interpreting historic stories and conserving natural and cultural resources.

The idea of National Heritage Area designation gained bipartisan support in Congress and was backed by more than 6,000 local organizations and elected officials, agencies, companies and individual community members.

However, support for NHA designation was not unanimous. The Tulalip Tribes opposed the legislation, citing a lack of knowledge about or engagement in the proposal; lack of tribal heritage in the original proposal; and concerns over increased visitation impacts to the area once “branded” as an NHA. The legislation was also opposed by farm groups and property rights advocates who were concerned about regulatory constraints on private property within an NHA. In response to these concerns, language was included in the designating legislation that required that the NHA management plan be developed in consultation with tribes, that the interpretive plan include tribal heritage, and that the Secretary of the Interior ensure that that plan is consistent with Federal trust responsibilities to tribes and with treaty rights. The legislation also included explicit protections of tribal rights, private property rights, and the authorities of Federal, State, Tribal or local agencies.

In 2019, Congress designated the Mountains to Sound Greenway as a National Heritage Area and named the Mountains to Sound Greenway Trust as the local coordinating entity of the NHA. In the designating legislation, Congress directed that:

*“The local coordinating entity... shall...*

*(A) prepare and submit a management plan for the National Heritage Area to the Secretary [of the Interior];*

*(B) assist Federal agencies, the State or a political subdivision of the State, Indian Tribes, regional planning organizations, nonprofit organizations and other interested parties in carrying out the approved management plan by:*

*(i) carrying out programs and projects that recognize, protect, and enhance important resource values in the National Heritage Area;*

*(ii) establishing and maintaining interpretive exhibits and programs in the National Heritage Area;*

*(iii) developing recreational and educational opportunities in the National Heritage Area;*

*(iv) increasing public awareness of, and appreciation for, natural, historic, scenic, and cultural resources of the National Heritage Area;*

*(v) protecting and restoring historic sites and buildings in the National Heritage Area that are consistent with National Heritage Area themes;*

*(vi) ensuring that clear, consistent, and appropriate signs identifying points of public access and sites of interest are posted throughout the National Heritage Area; and*

*(vii) promoting a wide range of partnerships among the Federal Government, State, Tribal, and local governments, organizations, and individuals to further the National Heritage Area.”*

*(C) consider the interests of diverse units of government, businesses, organizations, and individuals in the National Heritage Area in the preparation and implementation of the management plan;”*

People from around the world are drawn to the Mountains to Sound Greenway for its stunning landscapes, which are proximate and accessible to so many people, as well as its thriving networks of trade and commerce and the region’s rich cultural heritage. National Heritage Area designation provides a tool through which the Greenway Trust and its many local partners can preserve the natural landscapes and ecosystems that define the region’s character, while recognizing the cultural and historic significance of these lands and its people—past, present,

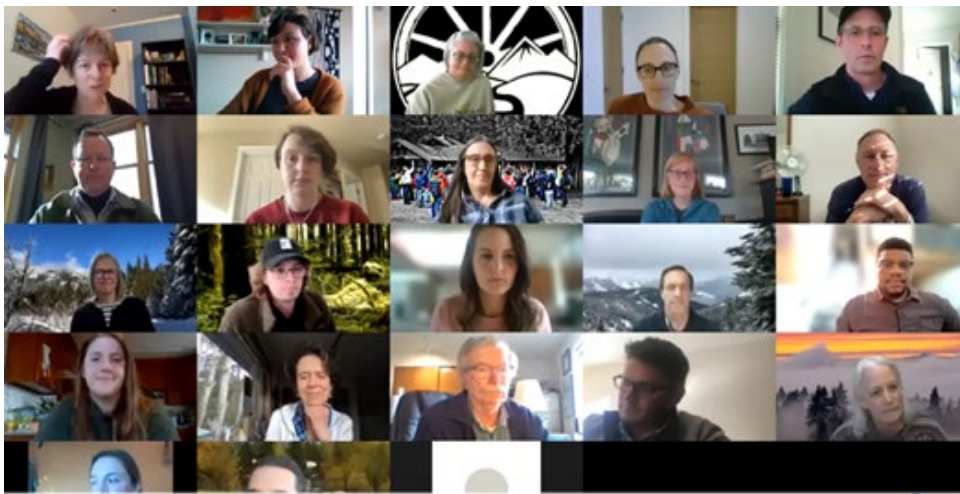
and future. This includes recognizing and supporting tribal rights and the important role of tribal presence throughout the landscape.

A key first step after National Heritage Area designation is the creation of a management plan, comprehensive in nature and collaboratively forged. In essence, this management plan seeks to answer two questions: What do the Greenway Trust and its numerous partners plan to do to protect, enhance and interpret the natural, cultural and historical resources of the Greenway NHA, to tell its stories, and to ensure its future ecological and cultural resilience? Who among these partners is ready and willing to be at the table, to share their stories in their voices and to collectively steward this remarkable landscape so that it remains a relevant and lasting part of our nation's story?

### Summary of the Management Plan

The NHA Management Plan outlines the goals, strategies, and plans for the future of the Greenway NHA. It describes a framework of Themes, Integrated Narratives, and resources that together convey the rich history and heritage of the Greenway NHA; and it recommends partnerships, strategies, and priorities for collaborative actions that support historic preservation, natural resource conservation, responsible recreation, heritage tourism and education projects. The plan is not prescriptive. Its goals and recommendations will serve as guides for partnership-based efforts to preserve, maintain and celebrate the diverse natural, cultural, and historical resources of the Greenway NHA.

The NHA management plan was developed by the Greenway Trust in accordance with the requirements of the designating legislation. The management plan is the product of more than two years of collaborative planning efforts led by a 16-person Advisory Committee that represented a range of perspectives and interests from across the Greenway. During the planning process, more than 250 individuals from dozens of governments, public agencies, nonprofits, and other organizations shared their input and ideas during five listening sessions, six affinity group sessions, and fifteen briefings for agency and municipal leaders.



*An NHA Listening Session via Zoom*

The Greenway Trust was able to open dialogue and build relationships with many new communities and with tribal governments, and the Management Plan is stronger as a result. However, inclusion has been a learning process, and relationships grow at the speed of trust. The Trust acknowledges there is more work to be done in this regard and remains committed to continuing to develop these relationships through implementation of this management plan.

Per the designating legislation, the tribal governments of the Snoqualmie, Yakama, Tulalip, Muckleshoot, and Colville Tribes were consulted during development of the management plan, and the management plan includes tribal heritage as a central part of the thematic framework that underpins the interpretive plan. The designating legislation requires that:

*“nothing in this paragraph [meaning designation of the Greenway NHA] shall grant or diminish any hunting, fishing, gathering or other treaty right of any Indian tribe; and nothing in this paragraph shall affect the authority of an Indian tribe to manage fish and wildlife, including the regulation of hunting, fishing, and gathering in the exercise of treaty rights within the NHA.”*

The Greenway Trust is committed to continued engagement with tribes in the implementation of the management plan that is respectful of tribal sovereignty and traditional and cultural values.

The planning process underscored the need to expand the narratives and thematic stories of the Greenway NHA to include historically marginalized voices and to actively reverse the erasure and omission of these communities and their role in the region’s history and culture. The history of white settlement, the impacts of the transcontinental railroads and the subsequent rise of timber as a large-scale industry are familiar and important narratives in the Greenway NHA. But they tell only part of the story—and they tell only the stories of some of the people. The Greenway Trust is committed to inclusive practices for interpretation and management in the NHA so that the full depth and breadth of Greenway heritage can be shared and appreciated.

#### Goals of the Greenway NHA:

- Amplify the region’s rich history and natural heritage
- Uplift the region’s tribal heritage
- Promote pride of place and connections to nature
- Protect and steward natural, cultural, and historic resources
- Grow funding opportunities
- Promote responsible recreation activities and heritage-based tourism

In fulfilling the legislative duties of the NHA, the Greenway National Heritage Area seeks to achieve goals that reflect a combination of traditional conservation and historic preservation, interpretive aspirations, and a commitment to building more diverse and inclusive partnerships:

- Amplify the region’s rich history and natural heritage through interpretive and educational programming for the public.
- Uplift the region’s tribal heritage and provide a platform for native voices to tell stories of their peoples and be closely involved in ongoing stewardship of the NHA.
- Promote pride of place and connections to nature in Greenway communities through appreciation of local heritage and stewardship of natural resources.
- Protect and steward natural, cultural, and historic resources through historic preservation, ecological restoration, and collaborative conservation strategies.
- Grow funding opportunities through private and public partnerships and interagency coordination.

- Promote responsible recreation activities and heritage-based tourism that are positively linked to protection of NHA resources.

While these goals and the legislative duties that motivate them are in many ways complementary and synergistic, they will require creativity, cooperation, and compromise such as balancing recreational opportunities with imperatives to protect natural and cultural resources.

Five Themes articulate the distinctive and defining characteristics of the Mountains to Sound Greenway NHA and serve to guide deeper exploration and understanding of the Greenway landscape and its history and heritage. Each Theme is further elaborated and expanded by more specific associated narratives.

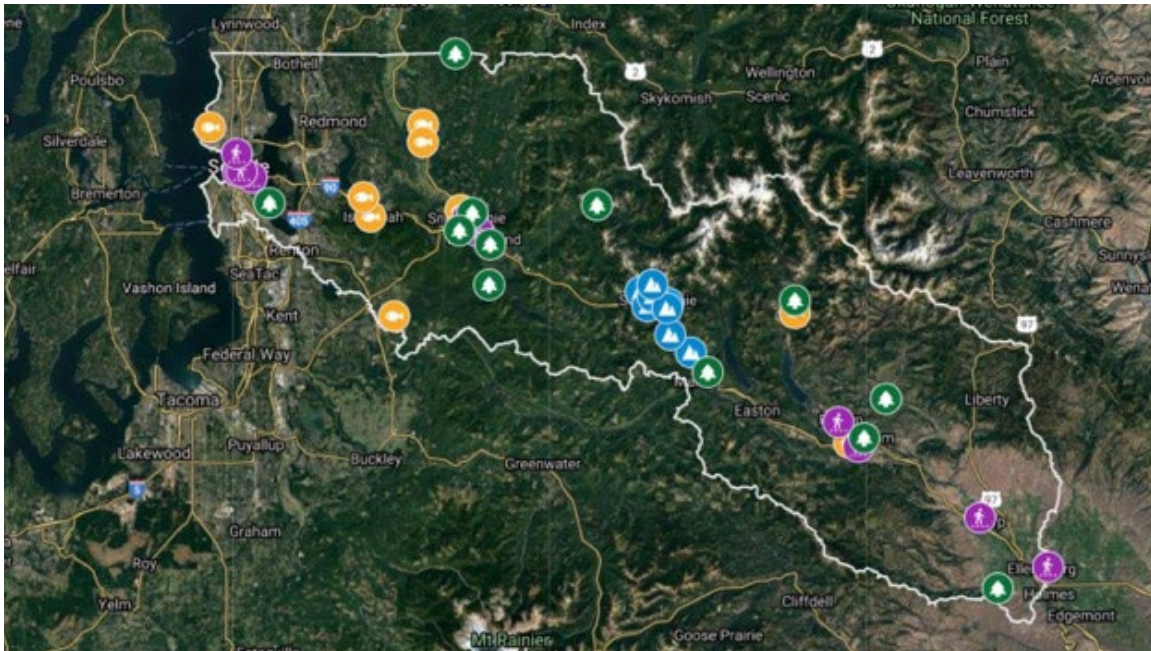
- The eyes, voices, and teachings of the FIRST PEOPLE of these lands impart understanding of the Heritage Area from time immemorial to the present day.
- The powerful forces of geology and climate create a LANDSCAPE of cultural and natural diversity across the Greenway.
- The Greenway provides CORRIDORS for wildlife migration, fish passage and human travel.
- Human RELATIONSHIPS WITH NATURE have shaped the landscape and the culture of the Greenway.
- The cultural and natural heritage of the Greenway informs our future RESILIENCE and the restoration and renewal of the ecosystems that sustain all life.

Four Integrated Narratives interconnect the five Themes and distinctly illuminate the natural and cultural heritage of the Greenway NHA. By making connections between and among different Themes, the Integrated Narratives invite wider exploration and lead to deeper understanding of the whole Greenway NHA.

- Human Origins and Arrivals
- Salmon
- Pacific Northwest Forests
- Snoqualmie Pass

The Themes and Integrated Narratives of the Greenway NHA are rooted in the landscape: sites, structures and features of cultural, historical, and natural significance that can be visited, studied, interpreted, and explored for a deeper understanding and connection to the heritage area. There are hundreds of such resources within the NHA that, together, comprise the natural, historic, and cultural bounty of the region. The map below highlights “Story Point” resources that are unique or emblematic of the Integrated Narratives, and that provide entry points for interpretation and exploration of the NHA Themes through visitor experiences and engagement. An interactive version of this map can be viewed at [bit.ly/3pGyACz](http://bit.ly/3pGyACz).





The interpretive plan for the Greenway NHA aims to increase connection to, understanding of,

**Interpretive strategies for the Greenway NHA include:**

- Greenway Trust Website.
- Story Maps and Online Multimedia Guides.
- Self-guided tours and field guides.
- Geo-fencing apps.
- Guided tours.
- Interpretive signs.
- Trailhead Ambassadors.
- Farmers markets, cultural events, and festivals.
- K-12+ Curriculum.
- Oral histories and audio interpretation.
- Volunteer Events.
- Museums and interpretive Centers.
- Greenway Trek / Explore the Greenway events.
- Greenway NHA Passport.

and stewardship of the Greenway NHA by residents, students, and visitors. The Interpretive Plan is built on a place-based framework: “Stories to Tell, Places to Go.” The Themes and Integrated Narratives organize the “stories to tell,” and the resources inventory informs “places to go.” Interpretive strategies for storytelling, interpretation, and conservation are aimed at moving people from connection to understanding and, ultimately, to stewardship of the landscape, culture and history of the Mountains to Sound Greenway NHA.

The Mountains to Sound Greenway has been a product of partnerships from the inception of the Greenway idea in 1990 to its designation as a National Heritage Area in 2019. The development and implementation of this management plan continues this commitment to collaboration. Greenway partners have included government at all levels, agencies, mission-aligned nonprofits, small and large businesses, and committed community members. Implementation of this management plan will depend upon the continued and ongoing collaboration of these existing partners, as well as new collaborations with a wider network, especially with tribes, heritage groups, and organizations representing historically marginalized communities.



#### Entities working in the Greenway NHA:

- Tribal governments: Snoqualmie Indian Tribe, Tulalip Tribes, Muckleshoot Indian Tribe, Yakama Nation, Confederated Tribes of the Colville Reservation
- Federal agencies: US Forest Service, National Park Service
- State agencies: Washington Department of Natural Resources, Washington Department of Fish and Wildlife, Washington State Department of Transportation, Washington State Parks
- County governments: King and Kittitas Counties
- Cities and towns
- Conservation nonprofits
- Recreation nonprofits
- Museums, Historical Societies and

To support these many partners in carrying out the NHA Management Plan, the Greenway Trust plays four complementary roles as the Coordinating Entity:

- Catalyst/Convener of coalitions and collaboratives
- Supporter of partners
- Implementer of projects
- Communicator/Educator about the landscape

A fundamental purpose of the management plan is to support “an integrated and cooperative approach for the protection, enhancement and interpretation of the natural, historic, cultural, scenic, and recreational resources of the National Heritage Area.” The NHA

management plan recommends the following key strategies that will contribute toward conserving and managing land and water resources of the Greenway NHA and protecting its natural, historical, cultural, scenic, and recreational resources. These are proven strategies that have already been used successfully to preserve many of the resources that characterize the Greenway NHA today. And these strategies are imperative as development, increasing recreation, and climate change continue to impact the landscape.

- Land conservation
- Improving ecological health
- Responsible recreation
- Historic preservation
- Infrastructure design and retrofit
- Local land-use planning

The designating legislation for the Greenway NHA directs that:

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- (i) carrying out programs and projects that recognize, protect, and enhance important resource values in the National Heritage Area;*
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- (vii) promoting a wide range of partnerships among the Federal Government, State, Tribal, and local governments, organizations, and individuals to further the National Heritage Area.”

In fulfillment of these legislative directives, and toward the goals of the Greenway NHA, the NHA Management Plan recommends a variety of implementation actions and priority projects that are detailed in Chapter 10: Implementation Plan.

**Recommended priorities for cooperative action in the Greenway NHA include:**

- Reassembling the land grant checkerboard
- Urban habitat restoration
- Salmon conservation and recovery
- Recreate responsibly
- Enhancing interpretive exhibits and programs
- Completing the Mountains to Sound Greenway Trail
- Connected networks of regional and community trails
- Recreation development and maintenance
- Heritage trails
- Environmental education
- Career-connected internships
- Marketing and promotion of the Greenway NHA
- Heritage events, activities, and experiences
- Preserving historic sites and structures
- Historical research, curation, and archiving
- Signage and wayfinding

Implementation of the NHA management plan will be primarily funded by authorized federal financial support along with required non-federal match funding. The Greenway Trust anticipates Federal Financial Support of approximately \$450,000 per year, depending on Congressional appropriations for the NHA program. Match funding for implementation of the NHA management plan will be a mix of private and non-federal funding sources, plus in-kind contributions by volunteers.

Federal financial support and matching funds will be used for staff costs, marketing and communications, interpretive products and media, implementation actions to be taken by the Greenway Trust in support of this management plan, and other costs associated with fulfilling our duties as the Coordinating Entity. A portion of the Federal financial support will be used to establish a grant-making program to support partnership-based projects that advance goals of the NHA. Specific budgets will be set on an annual basis as part of the Greenway Trust’s Cooperative Agreement with the National Park Service, taking into account the amount of Federal funds allocated to the Greenway NHA and the specific priorities, needs and obligations for implementation of the NHA management plan in that year.

The Mountains to Sound Greenway National Heritage Area is a dynamic landscape that has changed remarkably across time, whether measured in decades, millennia, or millions of years. The landscape and its people will no doubt continue to shape each other. Greenway communities will continue to inform and influence our understanding of the world around us and how we want to live in it. While the plan itself is expected to have a shelf life of more than 10 years, we recognize that learning and adaptation are key values that will continue to inform Greenway NHA stewardship. This management plan does not predict the future, but it provides a road map for stepping forward to meet it.