



Federal Shopping Way By Dick Caster



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Federal Shopping Way

Introduction

This paper will discuss the reasons for the development of Federal Shopping Way, the first shopping mall in the Federal Way area. The paper will discuss the various sections of the shopping center, both the businesses and the recreational portions. Also, the reasons for the final financial collapse of the shopping center will be discussed. In the process of the discussion much background information will be provided concerning J. R. Cissna since he can be considered as a founding father of Federal Way as it exists today. He is described as being “flamboyant, eccentric and successful – though not necessarily all three at the same time.”¹

A secondary purpose of this paper is to reference all the material of importance in the files of the Historical Society of Federal Way that pertains to Federal Shopping Way. As discussed in the final section of this paper, **Suggestions for Further Work on this Paper**, this paper should only be considered as phase 1 as there is much more that might be included (including pictures.)

Sources

Thanks are given to Mrs. Evelyn Cissna for the discussions she held with the author and for the written and video material she provided.²

This paper relies heavily on items appearing in the *Federal Way News*. Only the newspaper material existing as clippings in the files of the Historical Society of Federal Way has been used. The Historical Society of Federal Way also has an almost complete bound collection of the *Federal Way News*. The actual newspapers have not been reviewed for this paper. They undoubtedly would provide more material than that available as clipped material in the files. Also used was a large amount of material published by Federal Shopping Way, miscellaneous correspondence and some material from other newspapers.

J. R. Cissna's Early History

John Raymond Cissna was more commonly referred to as J. R. Cissna. Like many people with the name John, Cissna was also known as Jack. Normally, however, people referred to him as J. R. Cissna. He signed his letters and used in print the name J. R. Cissna.

Cissna was born in Bellingham, Washington on February 26, 1908. He graduated from the University of Washington Law School. He became a member of the American Bar Association, the Washington State Bar Association and was a member of Phi Gamma Delta.³ He married his wife Evelyn in 1939.⁴

¹ Terrance Rodgers, “Cissna ‘Whiz kid’ salesman runs afoul of state insurance commission,” *Federal Way News*, 15 October 1982, p. A-2.

² These are referenced at the appropriate sections of this paper.

³ “Obituaries – John R. Cissna,” *Federal Way News*, 5 March 1986, p. B-11.

Federal Old Line Insurance Company Background

After passing the Washington State bar, Cissna won a case against a big Eastern insurance company, Metropolitan Life that had delayed payments to a widow and daughter of a drowned man.⁵ The Metropolitan Life had delayed paying off the claim because the man's body was never found.⁶ Cissna said that "the settlement, while only \$1,000, meant a great deal to the women and it fired him up with ambition to start an insurance company that would pay benefits promptly, without quibbling with grieving survivors."⁷

Cissna began his own life insurance company, Federal Old Line Insurance, in 1937.⁸ This case set the pattern for Cissna's legal and business dealings through the rest of his life. Even in these early days Cissna was intimidating, talkative and magnetic. Melodie Steiger indicates that this early case "made him appear to be the champion of the little people, a benefactor to those who worked hard and dreamed beyond their means."⁹ Cissna is quoted as saying, "My insurance company would make sure the little people got swift and just reward for pain and suffering."¹⁰ Cissna wanted to build a visionary insurance company that would pay off claims within 48 hours after a death.¹¹ Cissna showed his ability to influence investors when he sold nearly a million shares in a firm called Federal Association, Inc. to finance the insurance company.¹² Federal Old Line was licensed by the state of Washington in 1937. It was destined for a stormy relationship with the State Insurance Commission throughout its existence.¹³ In 1982 Cissna commented that he felt the company had met its goal of paying off quickly when he stated, "We went for 28 years without an investment loss. We held the industry record for payment of claims within 48 hours after a death. Out policies were written so that the company assumed the risk, without quibbling with grieving survivors."¹⁴

⁴ Author's discussion with Mrs. Evelyn Cissna, 21 September 2001. The written notes supporting the discussion are in the files of the Historical Society of Federal Way.

⁵ Ann Strosnider, "Cissna: Allies slip away as legal tangles pile on," *Federal Way News*, 17 October 1982, p. A-6.

⁶ Rodgers, p. A-2.

⁷ Strosnider, p. A-6.

⁸ Melodie Steiger, "Flamboyant founder thought big," *Federal Way News*, Federal Way Shopping Center insert section, 5 July 1989, p. 2.

⁹ Steiger, p. 2.

¹⁰ Steiger, p. 2.

¹¹ Karen Blair, "Wheeler-dealer dreamed big dreams," *Federal Way News*, 5 March 1986, p. A-1.

¹² Rodgers, p. A-2.

¹³ Rodgers, p. A-2.

¹⁴ Strosnider, p. A-6.

In 1936, a year before opening his insurance company, Cissna had established a marketing target for Federal Old Line Insurance of doubling insurance sales each year over the previous year. For the first few years objectives were met as follows:

Year	Dollar Sales Volume
1937	\$302,300
1938	\$762,600
1939	\$1,535,088
1940	\$2,692,450
1941	\$5,326,239

Source: "SUCCESS IN 1966-67," From Federal Old Line Insurance Company (Mutual) Celebrating its Thirtieth Anniversary of Service ... A Thanksgiving Report, *Tacoma News Tribune*, 24 November 1966, p. B-3.¹⁵

The most ambitious objective was to lead all other life insurance companies doing business in Washington State from the standpoint of increase in gross business written over the previous year. This goal was fulfilled in 1946. The top five life insurance companies, based on dollar volumes, in the State of Washington in 1946 were:

Company	Dollar Sales Volume in the State of Washington for 1946
Federal Old Line	\$7,448,446
New York Life	\$6,173,944
Prudential Life	\$6,077,026
Metropolitan Life	\$4,630,855
Northern Life	\$3,623,118

Source: "SUCCESS IN 1966-67," p. B-3.

In a promotional brochure published in 1941, the past record of rapid growth by the company was emphasized.

The accomplishment of doubling the business each year over the previous year as well as tripling the assets over previous years during the last two was beyond the expectation of the founders. The securing of volume was not the primary objective during this period. The aim was the development of a basically sound agency system that could successfully and profitably operate and expand. Each method adopted has been required to prompt an affirmative answer to the question "Will it solve the problem nationally and permanently as well as locally and this year?" The accomplishments . . . prove the system adopted fundamentally sound.

¹⁵ The entire page is devoted to the Federal Old Line Insurance Company's thirtieth-year anniversary and appears to be a regular page of news but the Federal Old Line Insurance Company probably prepared it and paid for it as an advertisement designed to look like a news page.

Notwithstanding competition by companies having had the advantage of thousands of policy holders, literally decades in which to establish their agency force, and millions of dollars more in financial resources, the Federal Old Line Life [sic] has led them all in percentage of gain and is well on its way to establishing leadership in volume of gain as well. You will notice the schedule from the opposite page shows that from the standpoint of gain of insurance in force in this state, Federal Old Line Life has placed among the 25 leaders during each of the last three years. [A detailed table showing Federal Old Line's comparison with other state life insurance companies, for insurance in force, is presented for 1938, 1939 and 1940 is presented on the opposite page of the brochure, but has not included here. Federal Old Line is shown to rank tenth in 1938, eighth in 1939 and sixth in 1940.] This means that it already has passed in volume of business over 90 other companies doing business in Washington. Federal [sic] not only leads in volume but has been a leader from the standpoint of profit resulting from the selection of risk as is shown by the gain from the mortality schedule . . . Many of the companies that Federal has passed in volume of gain in this state have paid millions of dollars in dividends to their stockholders. The Federal Association also shows every promise of surpassing all dividend records since, even using the first four years it has promptly paid 6% on every dollar invested and at the same time has accumulated a handsome surplus of thousands of dollars of Federal Old Line Life Policyholders. These are conclusive reasons why the shares given Federal Association United States Bond Certificate holders may in themselves represent a fortune.¹⁶

Federal Association United States Bond Certificates

The comment about shares given as Federal Association United States Bond Certificates requires some explanation. This apparently involved an agreement between the United States government and insurance companies as a way to sell savings bonds as part of the war effort. The "Federal" mentioned here appears to mean related to a program with the United States government and not to Federal Old line Life Insurance as it included all insurance companies who wanted to join the program. Following is the explanation of this program provided by Federal Old Line Life Insurance.

First, in purchasing a United States Government Bond for one of the insurance companies making up the Federal Group, you are supporting the defense program and thereby performing your patriotic duty. *Second*, you will profit by receiving the increased value of the bond. (For example, United States Savings Bond Series "F", \$740 present value, increasing to \$1000 maturity value). *Third*, you will receive additional interest income that is based on a percentage of every dollar

¹⁶ *Federal Group Policy Holders*, brochure published by Federal Old Line Life Insurance, 1941, p. 4. The 1941 date is based on the date, July 9, 1941 appearing on the inside of the back cover as part of an advertisement for the Fourth Anniversary Federal Old Line Banquet.

of premium income received by the insurance company. This is additional interest over and above the amount that the Government Bond earns. *Fourth*, you will get twenty shares for every \$100.00 Federal Association United States Bonds Certificate purchased on the installment plan or twenty-five shares of stock for every \$100.00 cash purchase.¹⁷

I do not understand all the ramifications of this, but I am sure that the insurance companies were able to benefit financially from this arrangement. Additional information is provided in the brochure referenced, but it seems to just repeat the information in the above quote and push the benefits to investors.¹⁸

Early Promotion and Advertising by Federal Old Line Life Insurance

There is no doubt that Cissna possessed a marketing genius that kept his insurance company growing while other companies fell by the wayside. Cissna promoted his insurance company with a zeal that some called visionary and others saw as wasteful.¹⁹ The company, in the early 1940s, sponsored radio sing-a-longs as a way of getting the company name before the public.²⁰ Even before establishing a shopping center Cissna's Federal Old Line Insurance Company sponsored a children's chorus, a fast pitch softball team, a marching band and a radio theater.²¹ In the late 1950s the fast pitch softball team and an American Amateur Athletic League basketball team both attained national prominence under the name Federal Old Line. Federal Old Line's amateur softball team several times was the regional champion and was often in the national top 10.²²

Federal Old Line received two first place awards for its TV programs. By 1976 hundreds of thousands of homes had been furnished with a songbook containing a large collection of songs (58 college songs, 20 service songs, 51 songs of all nations, 81 church and Christmas songs, 64 children's songs and 100 other songs.) This songbook was tied to some of the Federal Old Line TV programs so viewers could have a sing-a-long experience. Each policyholder was supplied with a songbook, as were those who responded to announcements on the TV program. These songbooks were free to all who requested one. By 1966 it was estimated that one in four Washington families had one of these songbooks.²³

The company also underwrote and adult chorus, a marching band and a salon orchestra.²⁴

Cissna served as the first and only board chairman for Federal Old Line's entire existence.²⁵

¹⁷ *Federal Group Policy Holders*, p. 2.

¹⁸ *Federal Group Policy Holders*, pp. 2, 3.

¹⁹ Strosnider, p. A-6.

²⁰ Rodgers, p. A-2.

²¹ Steiger, p. 2.

²² "Obituaries - Willard Bill Fenton, all-around sports leader," *The Seattle Times*, 25 March 2000, p. D8. Bill Fenton was the coach of the Federal Old Line softball team for most of its existence.

²³ "LET'S ALL SING," *The Tacoma News Tribune*, 24 November 1966, p. B-3. See "SUCCESS IN 1966-67" footnote for comments on this page of the newspaper.

²⁴ Strosnider, p. A-6.

²⁵ Rodgers, p. A-2.

(Additional information about the insurance company can be found in the later section **Federal Old Line Insurance Company's Thirtieth Year Anniversary.**)

First Problem with State Insurance Commission

Cissna's promotional blitzes for the insurance company were as expensive as they were intensive, according to Seattle attorney Daniel Brink, counsel for the insurance commission and longtime legal sparring partner against Cissna. Brink stated, "It was typical of his company to overspend on advertising. Up to 50 percent of what they were bringing in was spent on promotion."²⁶ Mrs. Evelyn Cissna stated concerning this statement, "Nuts! Not true."²⁷

The first of Federal Old Line's chronic problems with the State Insurance Commission began with a 1941 audit that indicated the firm's liabilities exceeded its assets by about \$30,000.²⁸ Mrs. Evelyn Cissna stated that the Insurance Commission would not allow any of Federal Old Line's building assets to be included in the company's asset value. She feels this was all propaganda to support the Insurance Commission's efforts to put Federal Old Line out of business.²⁹ Acting promptly, the regulatory agency directed Federal Old Line to make up the deficit. A subsequent court battle revealed that Federal Old Line assets were being drained-off by its agent corporation, Federal Associations, Inc. Federal Old Line survived by invoking a "contingent liability" which was a lien against its policies, but the state had given permission to do so only as a temporary bail-out measure. The state later charged that Federal Old Line continued to tap into policy premiums in order to balance its books. Although the charge is substantiated in State Supreme Court records, a major revision of insurance codes rendered the issue moot.³⁰

Reasons for Establishing a Suburban Shopping Center

Cissna had decided that the location of the Federal Old Line Insurance Company on Queen Anne Hill in Seattle was no longer practical, as a major city was not the best choice for the location of a major company. He was looking for a new location and a valid reason for moving.³¹

In the early 1950s Cissna was involved with discussion with the Seattle Chamber of Commerce, which gave him a new cause. City planners were holding discussions on ways to diffuse the fear much present at the time about cities being targets for atom bombs. One solution was to decentralize the cities by forming large suburbs, complete with strip malls and with easy commuter access to the main city.³² Cissna felt that developing the suburbs was the right step, but he felt something more than strip malls would be a better approach.³³ These suburbs would spread out the population and take the

²⁶ Rodgers, p. A-2.

²⁷ Author's discussion with Mrs. Evelyn Cissna, May 2, 2002. The written notes supporting the discussion are in the files of the Historical Society of Federal Way.

²⁸ Rodgers, p. A-2.

²⁹ Author's discussion with Mrs. Evelyn Cissna, May 2, 2002.

³⁰ Rodgers, p. A-2.

³¹ Ann Hagen, "Cissna: Lawyer leaves an entangled legacy," *Federal Way News*, 13 October 1982, p. A-6.

³² Steiger, p. 2.

³³ Author's discussion with Mrs. Evelyn Cissna, May 2, 2002.

enemy's attention away from major cities and thus save them from atom bomb attacks.³⁴ Cissna recalled that he was representing the Seattle Chamber of Commerce at an architectural conference when discussion centered on the development of future cities. He remembered thinking "the Russians planned to plant an A-bomb and we needed to consider that."³⁵ Mrs. Cissna indicated that Mr. Cissna also represented Seattle at a civil defense conference that was held in Canterbury England in the early 1950s.³⁶

Cissna decided to help develop this deterrent and initiated a study of the surrounding area. The investment department of the Federal Old Line Insurance Company made a study of the northwest and came to the conclusion that the location of the Federal Way area was ideal for the development of a mall. The area was still mostly brushy acreage, which would make way for housing complexes in the future, providing the people to support the mall. It was believed that putting the mall on Pacific Highway South, then called U. S. Highway 99, would provide shoppers easy access. The intersection of Highway 99 and the then undeveloped South 312th Street was selected. This location was also not far from SeaTac Airport.

This development would also help the growth target asset level of the Federal Old Line Insurance Company. Profits would be derived from business venture value developed in the Federal Way area.

1953 King County Comprehensive Plan

Cissna received support for the Federal Way area being of good potential in the King County 1953 Comprehensive Plan developed for growth patterns in King County. In November of 1953 the King County Commissioners issued a comprehensive plan for the south end of King County. It stated:

The Federal Way area is located on a plateau between Puget Sound and the Green River Valley, in the extreme southwest corner of King County. . . . Geographically the area is one unit, in general a large flat plateau. The more gentle slopes on the west side of the area, sloping down to Puget Sound, are occupied by residences. . . . The many lovely small residential lakes are a special characteristic of the area and were the original attraction for people moving into the district.

The three-year development of a comprehensive plan is a long and complex process involving many people. First a countywide pilot study was made to orient the program in the most fruitful directions, base maps were prepared, data compiled about the county's resources, a 10% sample survey made of the people and their activities, the future population and its distribution forecast, requirements and locational [*sic*] criteria determined, and plans developed for each factor, and finally these plans were interwoven into an integrated pattern which will meet the needs of the people and make the most of the area's resources and other potentialities. During the development of the plan, many meetings were held with local

³⁴ Steiger, p. 2.

³⁵ Hagen, "Cissna: Lawyer leaves an entangled legacy," p. A-6.

³⁶ Author's discussion with Mrs. Evelyn Cissna, May 2, 2002.

groups so that they could participate actively as it developed. . . .

The Comprehensive Plan is not a final blueprint, but rather a general design for future growth. . . .

The recommendations which follow are given as suggestions around which orderly development could be had with the least community expense. . . .

The Comprehensive Plan for the area is based upon an ultimate population of 77,000 persons with a more specific design based upon about half the population. At present there is no incorporated city within the study area, but here again it is assumed that a city form of government might develop in the area close to the high school and Steel Lake. . . .

Whether or not the District continues to accept the expert advice of those who drafted the Comprehensive Plan, and the State Highway Engineers or choose to select its own expert consultants through incorporation, all indications are that every standard of sound development will be observed. . . .

At present both the civic and youth groups are cooperating in a plan to beautify the highway through Federal Way. A major step in this beautification has been the 20-acre development at 312th and Highway 99. Many property owners are joining in a plan to develop their frontage along similar lines for the mutual benefit of all concerned. This will give Federal Way the beauty in “its show windows” that it is blessed with around its beautiful lakes, saltwater frontage and other residential areas.³⁷

Chamber of Commerce Support

The Federal Way Chamber of Commerce was actively promoting the advantages of a shopping center mall for the area. The ink was hardly dry on the King County Comprehensive Planning Report that carried a somewhat critical analysis of Federal Way’s current shopping facilities, but predicted a good potential growth opportunity when the Greater Federal Way Chamber of Commerce and other community leaders began to use it and other promotional activities to outsell rival areas in persuading those planning for new shopping facilities to locate in Federal Way.

The Planning Commission is well aware that several new shopping centers will be developed in the Federal Way area. It is conscious that several major locations on Highway 99 have common uneconomic ribbon-zoned business districts with little promise of a sound future. . . . Conferences with businessmen, realtors and men experienced in developing shopping centers have shown clearly that shopping areas strung out along the major arterials are less attractive to the consumer than a shopping district developed in the vicinity of a major intersection, but with sufficient area to provide adequate off-street customer parking, safe pedestrian circulation, and adequate store depth. . . . Federal Way

³⁷ “Fulfilling Objects of 1953 Comprehensive Plan,” *Federal Way Review*, Thanksgiving Edition, 1954, pp. 6 – 8.

could become a business district with a real future. It needs a point of focus where stores can be grouped and the customer, who usually is a pedestrian, can look at wares and compare them. Centers could develop at both 312th and 333rd Streets. The center to prosper will, of course, be the one which formulates or comes closest to formulating either formally or informally a comprehensive plan for its own development.³⁸

Announced Reasons for Selecting Federal Way Location

In a 1960 advertisement for Federal Old Line Insurance the following twenty reasons were given for selecting Federal Way as the location for the Federal Old Line Insurance Company headquarters and by implication the same reasons apply to the selection of Federal Way for the new shopping mall.

1. Approximate geographical center of Puget Sound population area.
2. Expansion economical and greater office flexibility possible.
3. Seattle and Tacoma telephone exchanges converge at approximately this point with minimum extra toll charge.
4. Close enough to International Airport to be convenient, but far enough away not to be a distraction.
5. Forty miles of waterfront within four miles of site provides attractive residence locations.
6. Advertising value of Highway location.
7. Excellent schools and other community activities in immediate area.
8. Topography, drainage, accessibility, and other such considerations are all evaluated by experts as ideal.
9. Lower cost suburban living for employees.
10. Federal Way development encourages a dispersal of population which is in accord with the Civil Defense policy.
11. The best transportation facilities in the State.
12. Lower taxes.
13. The supplemental rental possibilities.
14. The Shopping Center and recreational center advantages to offer staff.
15. Reduced traffic and free convenient parking for staff.
16. Coincidence of name.
17. Planning Commission Study recommended site and has made area first study subject in county.
18. The appreciation of land values brought about by toll way – reduced time required to reach other Puget Sound cities.³⁹
19. Lower ground cost.
20. Lighter, fresh air, freedom from smog.⁴⁰

³⁸ “Chamber Takes Initiative in Progress,” *Federal Way Review*, Thanksgiving Edition, pp. 8, 9.

³⁹ In January 1960 there must still have been thought given to have I-5 be a toll road.

⁴⁰ “WHY FEDERAL OLD LINE INSURANCE CHOSE FEDERAL WAY,” Advertisement, *Federal Way News, Progress Edition*, 6 January 1960, p. 19.

It is interesting to note that item 16 indicates that the similar names of ‘Federal Old Line Insurance’ and the name of the area ‘Federal Way’ was only a coincidence. There was no deliberate connection between the two; one was not named for the other.

In a 1961 meeting Cissna told the Des Moines-Midway Rotary Club that a trip to England had given him the original idea for developing a mall with stores and an amusement area to attract people. At first the area midway between Everett and Seattle was considered, but it was decided the area of Federal Way gave a potentially better location for access and population base.

At the outset [1954], population estimates for the area indicated 20,000 residents by 1985. Present estimates [1961] predict a population of 117,000 by that time.

Advance planning has been impossible in large cities, with very few exceptions, but it has been given first consideration in Federal Way.

Parking space in a development like the Center is vital, calling for one to four feet of parking for every foot of occupied space.

History has a large place in development plans. The old Parker [*sic* – Barker] homestead cabin has been preserved, along with a water wheel and a blockhouse replica. Recently the old Muckleshoot Indian church has been moved to the Center and other historical additions are planned.⁴¹

Original Use of Site

Prior to 1942 the area southwest of Pacific Highway South and 312th was a heavily wooded area.⁴² The area in addition to being wooded was quite swampy.⁴³ In 1942 Francis and Ilene Marckx purchased 60 acres in this area from Thomas Barto and Company. They built a farm store, which would be modified for many uses once Federal Shopping Way came into being. The Marckxes had originally planned to turn most of the acreage into a model poultry-breeding farm. They changed their minds because, as Francis said,

⁴¹ “Shopping Center Director DM-Rotary Speaker,” *Federal Way News*, 20 September 1961, page number not available. NOTE: This and later comments that indicate the ‘page number is not available’ or that the ‘page number is not known’ are the result of the information being taken from a clipping in the files of the Historical Society of Federal Way which does not contain the page number. Mostly this is the result of people clipping these items from newspapers many years ago who did not keep track of details such as this. A secondary problem is that for some of the Federal Way papers from the late 1950s and early 1960s the bound collection held by the Historical Society of Federal Way does not have a copy to check for the page number.

As used in this paper the comment ‘page number not available’ means there is no known copy of the article in existence that shows the page number; the comment ‘page number not known’ means that there are copies of the article available at libraries outside the Federal Way area, but that I have not checked them to date.

⁴² Polly Crawford, “Sign goes – memories stay,” *Federal Way News*, 10 May 1978, p. 1.

⁴³ Nellie Fleming, “One page summary of Federal Shopping Way”, unpublished, 11 January 1980, in the files of the Historical Society of Federal Way.

It was the hub of a big block of land I felt would develop into a city. I used to talk to the county planning division to tell them what the potential was. They thought I was an over optimistic yokel.⁴⁴

In early 1954 the back 40 acres were subdivided into Soundcrest Subdivision and the front 20 acres were sold to the Federal Old Line Insurance Company and Pyramid Press, Business Center Management Company and Federal Association, Inc. that Marckx said were Federal Old Line subsidiaries.⁴⁵

Initial Planning for a Mall

The original planning was for a complex on both sides of Pacific Highway South, from South 312th to South 320th. The two sides would be connected with underground wiring and a tunnel. A tower similar to the planned future Space Needle was envisioned for the southwest corner of the complex.⁴⁶ Cissna wanted this tower to be a large spiraling shape and excel the Space Needle as a draw for the area. Cissna indicated, "All big expositions are centered around a tower."⁴⁷ The tower was one of the few grand ideas of Cissna's that was never built. (Cissna did obtain an option in 1980, on property in Vancouver BC to build a Space Needle type structure.⁴⁸ Due to lack of financial support nothing came of this.)

Within Federal Shopping Way would be Santafair, a combination of circuses and amusement rides, and Old World Square, a reproduction of the quaint shops he [Cissna] had seen in Europe. The Old Line Historic Park would include cabins and artifacts from Washington's past. A golf course would spread to the west [also never built]; a recreation center would rise in the east.⁴⁹

Mrs. Evelyn Cissna indicated she did not remember any plans for a golf course, but at one time an athletic complex was planned.⁵⁰ (See later sections on **Recre-plex** for the planned recreation center east of Pacific Highway.)

Several companies with which Federal Old Line had worked in the past and individual investors in the community cooperated under a contract whereby about nine separate owners formed the Shopping Center Management Company to develop, own, and operate this planned development.⁵¹

⁴⁴ Crawford, p. 1.

⁴⁵ Crawford, p. 1.

⁴⁶ Steiger, p. 4.

⁴⁷ Hagen, "Cissna: Lawyer leaves an entangled legacy," p. A-6.

⁴⁸ Author's discussion with Mrs. Evelyn Cissna, May 2, 2002.

⁴⁹ Steiger, p. 4.

⁵⁰ Author's discussion with Mrs. Evelyn Cissna, May 2, 2002.

⁵¹ *5th Anniversary Report*, Federal Shopping Way Inc., 1955-1960, Annual Report Federal Shopping Way, 1960, p. 67, in the files of the Historical Society of Federal Way.

Initial Land Purchase

In September 1953, J. R. Cissna, president of the Federal Old Line Insurance Company, announced the plan to purchase two and one-half acres of land on the southwest side of South 312th and Highway 99 with the intent of moving the headquarters of Federal Old Line Insurance to the area.⁵² In early 1954 Ilene and Francis Marckx sold their feed store and property to J. R. Cissna's Federal Old Line Insurance and its subsidiaries. Total land purchased was 1320 feet x 600 feet (20 acres) which included land purchased by Pyramid Press and Business Center Management. The property located at the southwest corner of the intersection of Highway 99 and South 312th became the Federal Shopping Way under Cissna's building campaign.⁵³

First Formal Announcement of Planned Mall

In January 1954, Jerry Dykstra, general manager and president of the Shopping Center Management Company, announced tentative plans for development of the shopping mall at the southwest corner of the junction of U. S. 99 and South 312th Street. The organization would take over about 16 acres of land surrounding the two and one-half acre tract purchased by Federal Old Line Insurance Company. It was stated that preliminary negotiations with a supermarket, an appliance company, drugstore, farm store, bakeshop and cleaner and Laundromat operation were already well underway. Dykstra announced that the preliminary work was being handled by the company attorney [which of course was Cissna and the Shopping Center Management Company was tied closely to Federal Old Line.] Announced as principals in the firm were Jerry Dykstra, John Bocek, attorney, and C. H. Anderson, resident and property owner in Federal Way.⁵⁴

Federal Old Line Insurance Moved to Federal Way

On March 1, 1954 Federal Old Line Insurance moved their headquarters to Federal Way. They moved into the remodeled two-story building on the southwest side of 312th and Highway 99 that formerly was the feed store owned by the Marckxes⁵⁵ An advertisement published in 1960 showed the design of a proposed five-story office building for Federal Old Line Insurance at this same location,⁵⁶ but this was never built. The two-story building was remodeled and expanded floor space several times over the years. Federal Old Line only occupied the two-story building for a year or two. The other remodeling activities were for other Federal Way businesses which used the building after this.⁵⁷

⁵² "LARGE INSURANCE CO. TO LOCATE HERE," *Greater Federal Way News*, 2 September 1953, p. 1.

⁵³ Associated Press, "Highway 99 undergoes a roller-coast history," *Tri-City Herald*, 27 December 1989, p. A4.

⁵⁴ "FEDERAL WAY STORE CENTER PLANS TOLD," *Federal Way News*, 6 January 1954, p. 1.

⁵⁵ "FEDERAL OLD LINE OFFICE SET UP IN NEW HEADQUARTERS," *Greater Federal Way News*, 10 March 1954, p. 1.

⁵⁶ "WHY FEDERAL OLD LINE INSURANCE CHOSE FEDERAL WAY," p. 19.

⁵⁷ Author's discussion with Mrs. Evelyn Cissna, May 2, 2002.

Federal Old Line Insurance Rated as A plus Excellent

Federal Old Line Insurance was riding high at this point with the insurance business doing well and the mall plans going ahead at a fast rate. In its ongoing effort to advertise itself, Federal Old Line published detailed information about its rating in its new *Federal Way Review*, magazine/newsletter that it was using to promote itself and Federal Shopping Way (See later section on **Federal Way Review**). A full page was printed in the *Federal Way Review*, showing that Dunne's Report, the world's largest independent policyholders' reporting service, gave Federal Old Line an "A plus Excellent" rating.⁵⁸

The *Dunne's Report* had the following favorable comments to say about Federal Old Line's resources and history,

This Company [sic]⁵⁹ actively commenced business July 9, 1937. Its seventeen-year history has been one of successful operations and service to its policyholders. During 1953 the Company brought its total Life Insurance in force to \$23,849,660.

The continued progress of the Company is reflected in the analysis of its consistent increases in admitted assets and reserves from year to year. It will be noted that these increases in total assets and reserves as of January 1, 1954 are over 1,315 times (131,500%), the amounts the Company had 16 years ago.

The Company is mutual in character, meaning that there are no stockholders and that all surplus earnings belong to policyholders, being payable to them in the form of dividends. Most of the policyholders reside in the Pacific Northwest, but the Company has policyholders in 47 States of the Union, Alaska, District of Columbia, Hawaii, and a number of foreign countries. The Company has a perfect claim record and has never in its history been sued by a Policyholder, Beneficiary, or Applicant under the terms of a Company policy.⁶⁰

The *Dunne's Report* had the following favorable comments to say about Federal Old Line's dividends and policy conditions,

The Company features the high guaranteed returns and the broad coverage in its policies which are designed to guarantee certainty of payment to policyholders or beneficiaries. For example: interest options guarantee 3% to either the insured or the beneficiary; exceptionally liberal conversion and reinstatement privileges are provided; no aviation restrictions on standard risks; special provisions indemnifying the beneficiary or insured for attorney fees; and other

⁵⁸ "Dunne's Report Gives Federal Old Line 'A plus Excellent'," *Federal Way Review*, 21 October 1954, p. 6.

⁵⁹ The use of capitalization here and in other parts of the *Dunne's Report* has been copied as used in the report.

⁶⁰ "Dunne's Report Gives Federal Old Line 'A plus Excellent'," p. 6.

beneficial provisions that are not included in life insurance policies issued by other companies. For example: Federal Old Line's "Missing Person's Payment Guarantee" minimizes the chance of a policyholder or beneficiary being denied recovery due to inability to furnish the "due proof of death" unqualifiedly required in the usual life insurance policy form. . . .⁶¹

In addition to providing information about J.R. Cissna's involvement with various organizations the Dunne's Report had the following favorable comments to say about Federal Old Line's management by J. R. Cissna,

Our findings in connection with the management of Federal Old Line reveal management of excellent character and ability. J. R. Cissna, Chairman of the Board and President, A.B., Executive Head of the Company since organization. Member of Seattle, Washington, and American Bar Associations, Past President, Seattle Lawyers' Club, and has also served as Dist. Commissioner of Boy Scouts, Chairman of University of British Columbia Pacific Northwest Insurance Institute, 1950. President of 1952 Life Insurance Administrators Customer's School, IBM, Endicott, N.Y. President's Council, American Institute of Management.⁶²

The Dunne's Report also gave information about nine other officers of Federal Old Line Insurance. Concerning other services offered by Federal Old Line it went on to say:

Forty other independent investment institutions have selected Federal [sic] to service their mortgage loan business through these Division Home Offices. They include thirty-two National and State banks, two Trust companies, an Institution for Savings, one Fraternal company, and four Old Line Legal Reserve Live insurance companies. Its division Offices provide a Safe Deposit service for the convenience of policyholders derived from this imposing drive-in prominently located Division Home Office Building.⁶³

Based on all the favorable comments in the Dunne's Report, the Report went on to make the following recommendation.

Based on the foregoing analysis of its condition and affairs as of December 31, 1953, and appraisal of its management, we consider that the Federal Old Line Life Insurance Company (Mutual) is worthy of public confidence and we so recommend it.

Rating-Policyholders Rating, January 1, 1954, A plus (Excellent).⁶⁴

⁶¹ "Dunne's Report Gives Federal Old Line 'A plus Excellent'," p. 6.

⁶² "Dunne's Report Gives Federal Old Line 'A plus Excellent'," p. 6.

⁶³ "Dunne's Report Gives Federal Old Line 'A plus Excellent'," p. 6.

⁶⁴ "Dunne's Report Gives Federal Old Line 'A plus Excellent'," p. 6.

This favorable rating and comments provided by the highly regarded Dunne's organization, of course came at an ideal time when Federal Old Line was getting ready to finance and build Federal Shopping Way.

Federal Old Line Insurance Company Training Center

As part of its move to the Federal Way area, Cissna established a leadership training center for those involved with Federal Old Line Insurance. The Federal Way Leadership Training Center was not located on the shopping center grounds, but slightly north at the northeast corner of South 304th and Highway 99. The open house was held on February 2, 1955. The center had sleeping accommodations for 14 persons and a spacious dining and lounge area that was furnished in a western style.⁶⁵ The dining room was a lattice enclosed porch on the east side.⁶⁶ Adding to the interest of the interior was the Philippine mahogany Tropic Blox [*sic*] used in paneling the wall around the fireplace. A long glass-enclosed sun porch overlooked the valley to the east providing a study area. There was a motion picture theater for showing audio-visual materials used by the company. The library included over 300 training and special interest films. Mrs. Viola Morris served as the hostess in charge of the Federal Old Line Leadership Training Center. Mrs. Marjorie Hussey managed the dining facility. The company claimed that these ideally situated facilities made advanced training available to carefully selected district supervisors of Federal Old Line. "This training, combined with the exceptional backgrounds of the district supervisors insures a high caliber of service for Federal Old Line policyholders."⁶⁷

This building, although considerably remodeled, is still standing at 30390 Pacific Highway South. It is used by several small businesses. None of the current occupants has any knowledge of the original use of the building.

Financing Construction

By the mid 1950s, Cissna began to direct assets of the Federal Old Line Insurance Company into his vision of the future Federal Way mall. The vision at this point included a convention center, motels, golf driving ranges and an amusement park in addition to the basic stores.⁶⁸ Cissna and his cohorts traveled the state, speaking at meetings to get investors. The effort paid off and the mall took its basic planning shape by the end of 1953.

Federal Shopping Way, Inc. was authorized to commence business as a Washington Corporation May 24, 1955. The corporation's purpose was to acquire the shopping center of that name, then held by individuals. Land was held in the name of several

⁶⁵ FEDERAL WAY LEADERSHIP TRAINING CENTER BUILDING TO BE OPEN TO PUBLIC INSPECTION," *Federal Way Review*, 27 January 1955, p. 7.

⁶⁶ Author's discussion with Mrs. Evelyn Cissna, May 2, 2002.

⁶⁷ FEDERAL WAY LEADERSHIP TRAINING CENTER BUILDING TO BE OPEN TO PUBLIC INSPECTION," p. 7.

⁶⁸ Rodgers, p. A-2.

individuals and this was placed under the control of the corporation. Purchase of land was paid for by the sale of securities, either stocks or bonds.⁶⁹

Bringing in many local community members plus people on the Federal Old Line Insurance mailing lists expanded the original base of nine investors. Cissna had no problem in collecting a bevy of investors through his Federal Old Line Insurance Company. Many of them were Federal Way residents. They supplied from \$1,500 to \$50,000 apiece to launch Cissna's dream.⁷⁰ An investment of about \$1,500 was standard, with some paying the \$40,000 to \$50,000 as a nest egg for retirement.⁷¹ Nellie Fleming, who, with her husband C. Ralph Fleming, opened Federal Way's first real estate office in 1948, said they invested only the minimal amount as a contribution to the growth of the community. They never really expected to see a return on it.⁷² After 1955, Federal Old Line sold few insurance policies as most of Cissna's efforts and staff were being used to fund shopping center operations and expansions.⁷³ Mrs. Evelyn Cissna stated that this is "wrong, not true." Records show that many policies were sold at this time and later.⁷⁴

On March 20, 1956 the expanded base of investors to acquire the property and manage the shopping center formed Federal Shopping Way, Inc. The purchase price under the agreement was approximately \$2,500,000 with the purchasing company planning to invest an additional million dollars almost immediately for further development. Further financing would be provided by institutional mortgages. Officers of the new corporation were announced as H. O. Stone, president; Robert A. Gans Jr., vice president; and A. J. Wenzler, secretary-treasurer. Other directors were Rex Weick, Francis Marckx, Wayne Mosby, Harold Watkins, Axel Wickstrom, Lyle Swedberg and, of course, J. R. Cissna. These, other than Marckx, were the nine original investors who had supplied the initial funds.⁷⁵

The background of these officers indicates they were experienced in the type of venture they were developing. Stone had recently retired after 35 years as secretary and copy chief of Pacific National Advertising Agency located in Seattle. He had been active in Seattle civic affairs, in Seattle's Chamber of Commerce and as a past officer in the Seattle Rotary Club. Gans was associated with Gans Realtors of Seattle that developed business and commercial real estate properties. Wenzler was an experienced contractor who had been head of Wenzler & Ward Plumbing and Heating for 37 years. Weick was the proprietor of the planned Thriftway Store, the supermarket to be located on the center's grounds, and was also president of the Washington State Retail Grocers and Meat Dealers Association. Marckx had formerly owned part of the tract on which the center was situated and was a builder of residence property in the area. Watkins was president of the school board for the Federal Way School District. Mosby was one of the proprietors of the Federal Way Pharmacy. Wickstrom was a building contractor of long experience. Swedberg was a Tacoma architect and had been consultant for some of the

⁶⁹ 5th Anniversary Report, p. 67.

⁷⁰ Steiger, p. 4.

⁷¹ Hagen, "Cissna: Lawyer leaves an entangled legacy," p. A-6.

⁷² Hagen, "Cissna: Lawyer leaves an entangled legacy," p. A-6.

⁷³ Rodgers, p. A-2.

⁷⁴ Author's discussion with Mrs. Evelyn Cissna, May 2, 2002.

⁷⁵ "Federal Shopping Way, Inc Organization Is Announced," *Federal Way News Review*, 21 March 1956, p. 1.

shopping center's already constructed buildings. J. R. Cissna was, of course, president of Federal Old Line Insurance Company, which now had its home office at the center.⁷⁶

Many considerations resulted in the decision to change the mall from the original privately owned investment by nine investors to a stock owned plan. This included the need for a greater amount of capital than originally planned. The plan grew from a 20-acre community mall to a 100-acre regional project. It was also believed that the many semi-municipal corporate decisions required could be more fairly and efficiently operated with community ownership. It was also believed that general stock ownership by local investors and customers would inspire greater community service opportunities and produce increased loyalties of the substantial nucleus of customers in the area. If local people could control and participate this would add to the prospects of greater success and security. Investment issues to any one person were limited to one percent of the total issue.⁷⁷

Following is the description provided in 1966 by Federal Old Line Insurance as to how they helped finance Federal Shopping Way. Federal Old Line Insurance under a contract with Federal Shopping Way, Inc., made first mortgage loans on 23 separate properties, Federal Shopping Way assigned securities sufficient to retire the lien, Federal Old Line Insurance loaned certain of its marketing staff with the objective of placing \$5,000,000 of securities for Federal Shopping Way, Federal Old Line Insurance had prior lien under its mortgages and all securities were expressly subordinate to both mortgages and Federal Shopping Way's guarantee. This was to be accomplished by December 31, 1963. In fact, all securities totaling \$5,057,181.25 were placed by August 31, 1963.⁷⁸

Construction of Federal Shopping Way

Progress with construction moved quickly. Photos in the files of the Historical Society of Federal Way show lush foliage and only the Marckx feed store at the site in 1952. By early 1954, the feed store had been modified to become the Federal Old Line Insurance Company's main office building.⁷⁹ In May 1954, the entire 20-acre site where the future Federal Shopping Way would be built was cleared for the construction of the mall. In July 1954, huge truckloads of concrete pipe ranging in diameter from 18 inches to 30 inches were brought to the site. By August 1954, nearly one-half mile of ditch had been dug for the concrete pipe. This drainage system was connected to that which went under Highway 99. In October 1954 the trenches for the utilities, telephone, electricity and water were begun. In October 1954, the first new building on the site, the North Triangle Building, was commenced with the pouring of slab roofs and precast columns that would be tilted up and lifted into place to build the 10,000 square foot building. In November 1954, the overhead walkway system was begun. By November 1954, most of the shrubs and landscaping were in place.⁸⁰

⁷⁶ "Federal Shopping Way, Inc Organization Is Announced," p. 1.

⁷⁷ *5th Anniversary Report*, p. 67.

⁷⁸ "SUCCESS IN 1966-67," p. B-3.

⁷⁹ Steiger, p. 4.

⁸⁰ *All Roads Lead to Federal Shopping Way*, published by the Federal Shopping Way, no date, but from the contents appears to be late 1955 or early 1956, pp. 9, 11, 13, in the files of the Historical Society of Federal Way.

Opening of Federal Shopping Way

In 1955 the Federal Shopping Way Mall became the first area mall. Federal Shopping Way was planned as a regional 20-acre Shopping Center designed for beauty and efficiency. It was intended to have many stores so comparison buying in modern well-stocked shops could be easily accomplished. The mall was to have parking for over 1,000 cars.⁸¹

The charm of its suburban setting has been preserved through extensive plantings along its broad malls and walkways. Covered walkways assure the pedestrian shopper of protection from the weather and the pleasure of leisurely comfortable movement between shops.

Floodlight lighting secluded in planting areas is strategically placed to heighten the architectural beauty of its modern lines after dark, and to provide pleasant safe illumination for shopping.

But Federal Shopping Way is more than a convenient place at which to buy things. As Victor Gruen, nationally known architect of Shopping Centers, and Lawrence P. Smith, real estate consultant recently wrote: ‘A Shopping Center must be more than a mere collection of stores and shops. . . . The regional Shopping Center must, besides performing its commercial functions, fill the vacuum created by the absence of social, cultural and civic crystallization points in our vast suburban areas. Regional Shopping Centers may well be regarded as satellite downtown areas, offering much of what the metropolitan centers give and adding the decisive advantage that [if] they are designed correctly and scientifically, they will take care of today’s needs and today’s living. They will welcome the hordes of automobiles which approach them, providing easy access and ample free parking space. . . . They will become places where suburbanites will visit for a short shopping trip, and also centers where they will want to congregate for many hours – both days and evenings.’

‘With the advent of the large Shopping Center there is a new outlet for that primary instinct to mingle with other humans – to have social meetings, to relax together, to enjoy art, music, civic activities, the theater, films, good food, and entertainment in the company of others.’⁸²

The comments of Gruen and Smith, written in 1955, proved to be very prophetic for shopping centers in general. The Federal Shopping Way made a valiant effort to do all these things for a few years before it ran out of financial support.

In a January 13, 1955, advertisement the following stores were described as being open for business:

Ostlund's Shoe Store (Buster Brown Shoes for Children and Adults)

⁸¹ “Federal Shopping Way – A Modern Well-Planned Shopping Center,” *Federal Way Review*, 7 July 1955, p. 8.

⁸² “Federal Shopping Way – A Modern Well-Planned Shopping Center,” p. 8.

Federal Way Appliances (GE Appliances and Siegler Heaters)
University Films (Camera Supplies, Films, Cameras)
Intercity Publishing Company (Commercial Printing)
Federal Way Review (Your Home-Owned Newspaper)
Federal Old Line Insurance Company (Home Office)
Carlton's Garden Shop (Everything for the Garden)
John Bocek (Attorney at Law)⁸³

Additional stores were advertised as being ready to open almost immediately. These included: Thriftway Super Market, Granville Florist, Hall's Candy & Gifts, Ward's Togs for Teens, Fred Clearman, CPA, Ben Franklin Variety, Dry Cleaning Plant, Mel's Men's Shop, Dr. Robert Ellison, Optometrist, Super Drug Store, Sharp's Barber Shop and Johnson's Paint & Wallpaper.⁸⁴

A photo in the files of the Historical Society of Federal Way dated November 4, 1955 shows the first opened large complex at the north end of the site. Three cars travel southbound on Highway 99 and South 312th Street has no traffic light.⁸⁵

Initial Advertising

An extensive advertising campaign was used by Federal Shopping Way to draw people to it. An early slogan quite often used was 'Where Shopping is a Pleasant Experience.' As various attractions, such as the historical village, came into being these were emphasized in the advertising. Activities for children played a big part in persuading people to come to the new mall. Also emphasized was the economy and pleasure of driving, away from big cities and congregated areas.⁸⁶

Initial advertisements intended to get the attention of investors as well as future customers, emphasized the potential for growth in the Federal Way area.

Federal Way is mid-distant between what might be regarded as Greater Seattle and Greater Tacoma. It is an area approximately eight miles long and averages about four miles in width, comprising approximately 32 square miles of beautifully situated residential acreage. Ten spring-fed trout lakes and a channel-like inlet of Puget Sound give it forty miles of scenic waterfront. Most of the area lies on a gently sloping plateau that averages 500 feet above sea level. [The average height of the area is more like just over 300 feet with the highest point being 508 feet.⁸⁷]

The topography provides thousands of attractive home sites with exceptional mountain and water views. [Part of Cissna's original plan involved developing the residential areas as well as the shopping mall.] Some of the most beautiful vistas of Mount Rainier and the Olympics

⁸³ "For Your Shopping Convenience," Advertisement, *Federal Way Review*, 13 January 1955, p. 14.

⁸⁴ "For Your Shopping Convenience," p. 14.

⁸⁵ Steiger, p. 4.

⁸⁶ "Federal Shopping Way," *Federal Way News*, 1 August 1957, Gateway Section, p. 12.

⁸⁷ Dick Caster, "Natural History and Geography of the Federal Way Area," 9 April 2001, p. 2, in the files of the Historical Society of Federal Way.

can be obtained from many points in Federal Way. Fog, air contamination and smog conditions common to some of the inland areas south of Seattle are eliminated by “sea breezes”. . . .

[Being between Seattle and Tacoma provides] two-city job insurance. . . .

Not [just] a suburb but an intercity community. . . .

Federal Way has [its] own school system. . . .

One does not have to live long in Federal Way to find that the people consider themselves as a separate community of which they are proud, and they resent very much any classification as a mere suburban satellite of either Seattle, Tacoma, Auburn, or Kent.⁸⁸

Often, advertising appeared in the guise of a news article in *the Federal Way Review*, which was published by the management of Federal Shopping Way. For example,

Federal Shopping Way, the new center... has been designed to meet the highest standards of a modern, streamlined, up to the minute shopping center. The developers have analyzed the newest shopping center plans throughout this county, South America, and Europe. Quoting the Progressive Architecture Library’s 1951 book on Shopping Center Design and Operation is the best way to understand the objective in the minds of those developing this Center: “For a choosy shopper the modern planned shopping center has three outstanding advantages. First, the cumulative pull of a carefully selected group of stores. Second (a corollary of the first advantage), all of a day’s average shopping can be done in one place; this is one-stop marketing. Third, there is always ample parking space. In larger centers the shopper will not be content unless she is given the opportunity of comparison shopping. So many experts now feel that in a regional center it would be more profitable to have two stores of a kind. . . . Obviously such a grouping of stores makes life easier for the shopper who wishes to compare values. It will also act to the advantage of the smaller stores, which are better able to take advantage of the traffic generated by the big pullers. **And competition will almost inevitably add to the volume of all the stores.**”⁸⁹
[Emphasis is in source.]

The shopping center always promoted itself with contests of various types. For example during the first year of operation, 1955, a contest was held to ‘NAME THE PONY’ with the prize being the pony. Sponsors were Federal Way Appliances, Ostlund’s Shoe Store, Federal Old Line Insurance Company, Shopping Center Management, Federal Way Review and Carlton’s Farm Store. The contest rules stated,

For children under 13 years of age. Names submitted must be for a male pony. Fill completely the form below. Children or relatives of

⁸⁸ *All Roads Lead to Federal Shopping Way*, p. 2.

⁸⁹ “Competition Will Increase Individual Store Volume,” *Federal Way Review*, Thanksgiving Edition, 1954, p. 9.

sponsors are not eligible. Children submitting names must be accompanied by their mother or father.⁹⁰

Pony contests were held at least through 1964. The contest was promoted in early 1964 with the announcement that a pony would be given away absolutely free. By this time however the naming of the pony had given way to a drawing to pick the winner.⁹¹ The winner of the 1964 contest was six-year old Jeff Sisterhenn. Jeff's parents lived in Tacoma.⁹²

Growth in 1956

The actual buildings at the shopping center lacked the grandeur of Cissna's imaginings, but he spared no expense in their construction. By March of 1956 nine of the planned nineteen buildings were in place and occupied. Most of the other planned buildings were under construction or in the blueprint stage. The opened buildings contained 34 businesses including stores, shops, offices, recreational facilities and a historical collection. Among these were a modern supermarket, Thriftway, appeal shops for men and for women, a drug store, a 12-lane bowling alley, a large roller rink and a wide variety of shops and service offices.

The following stores were listed as being in operation by late 1955 and early 1956. The Federal Way Pharmacy, Thriftway Market, French Cleaners, Ivar's Beauty Shop, Adequate Filling Station (adjoined the shopping mall grounds), Van deKamps Bakery, Federal Way Shoe Repair, a laundry agency in connection with the cleaner, Ben Franklin, Sharp's Barber Shop, Granville Florist, O'Brien's Dress Shop, Mill's Appliance, Ostlund's Shoe Store, Alma's Gift Shop, Teen and Tot Shop, a candy and nuts shop in Alma's Gift Shop, three stores that handled lingerie and hosiery, Weese Jewelry Store, Mel's Men's Shop, Vieux Carre, University Films, Carlton's Garden Shop, Johnson Paint and Wallpaper, Federal Way Lanes (Bowling), Recreational Center and TV Lounge, Federal Way Roller Gardens, Wagner's Photo Studio, Dr. Ferguson Dental Clinic, Intercity Publishing Company, Federal Way Review, Anderson Bindery Company, Federal Old Line Insurance Company, Dr. Ellison (Optometrist), The Music Box (music store), Fabric Fair (draperies, yardage and notions), Mr. Dunn's Studio (music instruction), a certified public accountant, and law offices.⁹³

Cissna was proud of the level of the mall's business people as early promotional literature described some of the first businesses as being run by the super market manager who was the 1955 President of the State Grocer's Association, the florist who was twice winner of the Sweepstakes Award in the Puyallup Daffodil Festival, the beauty parlor proprietor who had won state-wide and local awards in hair dressing competition, and the Rollerbowl operators had a son who held a national championship for his age group.⁹⁴

⁹⁰ Entry Blank for NAME THE PONY CONTEST, 1955, in the files of the Historical Society of Federal Way.

⁹¹ "You Too Could Be A Winner," *Federal Way News-Advertiser*, 19 February 1964, Sec. 1, p. 3.

⁹² "HIS OWN PONY," *Federal Way News-Advertiser*, 26 February 1964, p. 1.

⁹³ *All Roads Lead to Federal Shopping Way*, p. 8.

⁹⁴ *All Roads Lead to Federal Shopping Way*, p. 8.

The shopping center was designed to present attractiveness as well as utility. It contained waterfalls, fountains, historic buildings and a convenient centrally located community center. Most of the buildings bordered on a covered mall and soft music greeted the visitors going to the shops.⁹⁵

In the 1960 annual report, Cissna's philosophy for a mall was described as follows:

Quality site location,
Have definite objectives and planning,
Have sound construction,
Be economically feasible,
Have qualified and able management,
Give rewards for making things happen,

If the above were followed, Cissna felt that the investors could expect "Income to be over Outgo."⁹⁶

Thriftway

In October 1954 masonry was laid in place to form the walls of the 15,000 square foot Thriftway Super Market building.⁹⁷ On April 28, 1955 Thriftway opened at Federal Shopping Way.⁹⁸

One of the yearly highlights at the store was when the unlimited hydroplane, *Miss Thriftway*, was displayed.⁹⁹

Rex White was the initial manager. His son later took over the management upon Rex's retirement. He sold the store to Holiday Foods in 1970. The store was closed on Saturday April 12, 1975 after 20 years of operation. Ed Sanger, manager and vice president of Holiday Foods, the parent company of the Thriftway Store, announced the closure. Most of the employees of the store were transferred to the Lakecrest Thriftway at 288th and Military Road. Holiday Foods had purchased the Lakecrest store in 1973 and had finally decided it was a better location than the Federal Shopping Way store.¹⁰⁰

Some Initial Negative Concerns

Not all of the area residents were completely enthusiastic about the construction of a large shopping center in the area.

A letter to the editor is one example of concern expressed by some residents. This letter expressed concern about the carnival aspects planned for operation and was signed

⁹⁵ "Federal Shopping Way, Inc Organization Is Announced," p. 1.

⁹⁶ *5th Anniversary Report*, pp. 11 – 23.

⁹⁷ *All Roads Lead to Federal Shopping Way*, p. 13.

⁹⁸ Advertisement "Congratulations Federal Way Thriftway," *Greater Federal Way News*, 27 April 1955, p. 3 and *Federal Way Review*, 28 April 1955, page number not available.

⁹⁹ *Pictures of Federal Shopping Center from 1954 to 1970*, No author indicated, no date, in the files of the Historical Society of Federal Way. This appears to be a list of 98 slides put together for a slide show of the Federal Way area.

¹⁰⁰ "Thriftway to close doors Saturday," *Federal Way News*, 9 April 1975, Sec. 1, p. 14.

by several homeowners in the Soundcrest Development that bordered the mall on the backside.

The undersigned residents of Soundcrest, Federal Way, are watching with growing concern the construction of a new type of business establishment in our community. We hereby wish to register a vigorous protest against the inclusion of a carnival in our Shopping Center.

Our first warning of this project was in the May 2nd issue of *the Greater Federal Way News-Review*, and even that gave no indication of the monstrosity, which was being planned. The impression given by the Ad was that there would be a few small “kiddie rides,” temporary, inconspicuous and not too objectionable. Instead we find this carnival which covers a large area, includes a ferris [*sic*] wheel (certainly not a “kiddie ride!”) and gives the impression of an amusement park rather than a sedate community center.

The carnival is not in keeping with the former atmosphere of the Shopping Center, which until now has stressed attractive surroundings, landscaping and other aesthetic features, as well as customer convenience and community service. We are distressed to see these features replaced and sacrificed to a carnival atmosphere which will be detrimental to the community in general and our neighborhood in particular, and which will ultimately prove to be more of a liability than a financial asset to the shopping center. . . .

The Ferris wheel and merry-go-round are not designed for small tots, nor is the entire concession an attraction to families with small children in this area. They will instead draw an undesirable teen-age element which will not increase business in the Shopping Center, and will most certainly not offset the loss of community support. . . .

If nothing is done to correct this situation, the immediate reactions by the undersigned will be: (1) To begin purchasing our needs elsewhere (2) legal aspects are being explored to determine what recourse homeowners have in matters of this sort, and (3) prospective homebuyers will be warned of the apparent deteriorating standards of our community business center.¹⁰¹

Even five years later this battle was still being fought. On January 31, 1961 the King County Planning Commission recommended rejecting a request for zoning of Federal Shopping Way to be changed from B-1 (primary business) zone to B-2 to allow outdoor amusements. On February 23, 1961 the County Commissioners unanimously rejected the request. In April 1961 Federal Shopping Way made an appeal to the King County Board of Adjustment to determine whether or not outdoor amusement and kiddieland facilities

¹⁰¹ “Concern Expressed By Residents Over Carnival Establishment,” Letter to the editor, *Greater Federal Way News*, 30 May 1956, p. 4.

could be allowed as accessory uses of shopping centers.¹⁰² Either at this hearing or at a later one the Federal Shopping Way was granted zoning permission to have the amusement areas as they expanded this type of activity greatly from this general time period.

First Dividend and Early Return to Investors

The corporation paid its first quarterly dividend in December 1956.¹⁰³

As an example of continuing dividend payments, more than 250 stockholders of Federal Shopping Way, Inc. met at a dinner in the center on April 1, 1958. They received dividend checks for the first quarter of 1958 at the rate of 8 per cent per annum on the common stock, along with interest on their debentures. Mr. Cissna gave glowing reports of the general progress of Federal Shopping Way and the proposed improvements and changes being planned. This included plans for recently purchased land on the east side of Highway 99 to be called Federal Shopping Way East. Leo Leary, a shopping center consultant from Providence, Rhode Island, gave a comprehensive report on his presentation before the King County Planning Commission to have the zoning changed to authorize businesses on the 83 acres of the newly purchased land that was currently zoned for residential use only. The stockholders unanimously approved the employment of Mr. Leary as staff consultant with the title of managing director. Both Mr. Leary and L. S. Packard, a founder of the Packard Bell Radio and Television Company, were elected as members of the Board of Directors of Federal Shopping Way, Inc. to fill two vacancies on the Board. Those attending the stockholders meeting felt that this was one of the best attended and most enthusiastic meetings of stockholders that had been held.¹⁰⁴

In January 1964, J. R. Cissna reported, as chairman of the board of Federal Shopping Way, that the mall had exceeded all sales expectations for 1963. December 1963 was the best sales month experienced since the shopping center opened. Cissna indicated that the investors in the center had taken in over \$5 million throughout the year. The report showed total interest and dividends in cash to investors was \$1,038,326. On an asset-share basis based on the certified appraised value and land and acquisition cost of buildings that there was more than \$2.40 value for every dollar originally invested in the common stock of the company. Optimistic investors still had high hopes of future growth and hired a designer to prepare for the predicted expansion that would straddle Highway 99 by the end of 1965.¹⁰⁵

Federal Way Review

Cissna organized a small weekly newspaper, called *the Federal Way Review*, to help publicize Federal Shopping Way and to provide a place for its businesses to advertise. It also presented general news of the Federal Way area. *The Federal Way Review* was

¹⁰² "Shopping Center Appeals Hearing Set Thursday," *Federal Way News*, 12 April 1961, page number not available.

¹⁰³ *5th Anniversary Report*, p. 67.

¹⁰⁴ "Federal Shopping Way Gains Told At Stockholders Meeting," *Federal Way News*, 23 April 1958, page number not available.

¹⁰⁵ "Federal Shopping Way Reports Best Year," *Federal Way News Advertiser*, 15 January 1964, Sec. 1, p. 3.

owned, controlled and operated by 35 citizens of the community. Among the owners were leaders in school, church and business affairs.¹⁰⁶ *The Federal Way Review* was published from August 1954 through August 1958.¹⁰⁷

A stockholder meeting of the Federal Way Review was held on August 1, 1958 to officially cease publication of the newspaper. Part of the reason for ceasing publication was that *the Federal Way News* had started publication and duplicated much of what was in *the Federal Way Review* and also provided a more complete local newspaper.¹⁰⁸

The stockholders issued a statement giving five reasons why they believed one paper would be the best approach for the area.

1. That by the terms of the agreement between the two papers, a satisfactory paper could be published even if not published by *the Review* providing a representative amount of community, church and school news were assured.
2. That by [having] one paper the reader would have the repetition of news reduced and “the volume of mail cut down.”
3. That business houses and advertisers in the community would enjoy a reduction in advertising cost and increased advertising efficiency through one medium.
4. That at this time with all advertisers supporting one paper, a better publication would be possible.
5. It is our hope and prayer that with one paper, a spirit of even greater cooperation may prevail in Federal Way.¹⁰⁹

The discussion about the area now having two papers seems to ignore the fact that the *Greater Federal Way News*, later to become the *Federal Way News*, had begun publication on April 30, 1953, prior to the first issue of the *Federal Way Review*, and had been in publication the whole time the *Federal Way Review* had been published. Apparently the *Federal Way Review* had been originally published to support Federal Shopping Way when the management was not sure if the regular local paper would provide the proper support. Once it became apparent that the local paper would be an adequate support for Federal Shopping Way the *Federal Way Review* was no longer needed.

The stockholders unanimously voted to cease publication and dissolve the publishing corporation. On August 8, 1958 J. R. Cissna announced the stockholders would receive their principal plus 18 per cent interest on their newspaper investment. They had received a 6 per cent interest payment at the end of 1955.¹¹⁰

¹⁰⁶ “Review, News Merge Imminent,” *Federal Way Review*, Volume 2, No. 20, date not known, p. 1.

¹⁰⁷ Volume 1, Issue 2 is dated August 24, 1954. No copy of Volume 1, Issue 1, the first issue is available to confirm the date of the first issue. The Historical Society of Federal Way has most of the issues from the August 24, 1954 second issue through the issue of August 4, 1955. No copies of the *Federal Way Review* published between the August 4, 1955 issue and the final issue for August 1958 are available. Since this final issue is not available the exact date of final publication is not known.

¹⁰⁸ J. R. Cissna, “TO WHOM IT MAY CONCERN,” *Seattle-Tacoma Key*, 28 August 1958, p. 4.

¹⁰⁹ “Review, News Merge Imminent,” p. 1.

¹¹⁰ Cissna, p. 4.

Post Office

On April 1, 1955, the Federal Way Post Office was opened in the new Federal Way Pharmacy that had just opened in Federal Shopping Way. This enabled rural stations to be discontinued and Federal Way residents could use a city street address. The previous station located in the Federal Way Market was discontinued.¹¹¹ Opening of this station meant that two dispatches per day would be available. Previous to this the rural stations only had a pickup at 12:00 noon. Now there would be pick-ups at 12:00 noon and 5:30 PM daily. The new station also permitted the use of the name of the community, Federal Way, as a mailing address. Previously most of the people in the area used an address relating to routes out of Auburn.¹¹² Mrs. William Keevil was the first postmistress.¹¹³ In January 1960 the Federal Way Post Office was moved from its previous location in the Federal Way Pharmacy to the Dakota Hardware Store in Federal Shopping Way.¹¹⁴

Old Line Historic Park - Description

Cissna felt that one way to draw customers to Federal Shopping Way was to establish a collection of historic buildings and historical exhibits. Old Line Historic Park was the general term used for the historical exhibit areas established at Federal Shopping Way. The original plan was to use the spaces at the northwest and southwest corners of the mall area (in the north bordering 312th South and in the south bordering 316th). The northwest area was fully developed but the southwest area was mainly just a storage area for cabins and exhibits that was never fully utilized or established. The term Old Line Historic Park was used for both areas in general and was often the term used specifically for the developed northwest area. Sometimes the name Heritage Park was used in place of Historical Park. The more correct name for the northwest corner portion was Flags West Village and the more correct name for the southwest portion was Heritage Village. All of these terms were often used interchangeably so some confusion exists as to exactly which area was being discussed.

Old Line Historic Park - Dedication

On May 30, 1955 the historic log cabin from the Kirtley farm west of Buckley was moved to the planned Federal Shopping Way Historical Park site. Buckley had tried to keep the cabin, but never got the public interest or financial support required.¹¹⁵

Already moved to the site was the old homestead cabin built in 1883 by John Barker. Robert Buroughs, secretary-treasurer of the Federal Old Line Insurance Company,

¹¹¹ "F. W. Post Office Opens April 1," *Greater Federal Way News*, 30 March 1955, p. 1 and "Greater Federal Way Post Office Set Up," *Tacoma News Tribune*, 3 April 1955.

¹¹² "NEW BRANCH POST OFFICE TO OPEN IN FEDERAL WAY SHOPPING CENTER APRIL 1," *Federal Way Review*, 24 March 1955, p. 3.

¹¹³ "Federal Way Postmistress," *Tacoma News Tribune*, 17 April 1955.

¹¹⁴ Steiger, p. 2.

¹¹⁵ "Historic Kirtley Log Cabin Moved to Federal Way," *Buckley News*, 2 June 1955, p. 1. This front page from *the Buckley News* was printed in its entirety in *the Federal Way Review*, 23 June 1955, p. 10.

indicated that Homestead Park was on a portion of the old Barker Homestead.¹¹⁶ For a detailed discussion of the Barker Cabin history and its original location see *The Barker Cabin* by Dick Caster.¹¹⁷

On June 15, 1956 the Old Line Historic Park was formally dedicated.¹¹⁸ It had items from the frontier period, from the blockhouse period, the homestead period and early industrial development. The dedication program provided the following information.

The observation of Forefathers' Day in Federal Way, which is expected to be continued as an annual celebration, marks the 110th anniversary, this year, of the fixing of the northern boundary of Washington at the 49th Parallel. This is the occasion of the formal opening of the Old Line Historic Park, a feature attraction and patriotic memorial in Federal Shopping Way.

The Historic Park includes a group of buildings typical of pioneer days—some original and others that are replicas of historic structures. As the visitor enters the main court of the Park, he feels that he has stepped backwards a century to the frontier days of this territory.

Oldest of the buildings in this group is the cabin originally built by the Hudson's Bay Company on White River more than 100 years ago and reputed to be the oldest building remaining in the state of Washington. It is said to be one of the "residences" built by that company to help bolster its claim to prior settlement of the disputed territory. Its identification with the Hudson's Bay Company, whose voyageurs first opened trading posts in this region, makes this cabin most interesting and important, historically.

The Barker homestead cabin, built about a generation later, but eight years before Washington became a state, was the first white settler's home in the immediate area and is typical of pioneer architecture. The son of the builder, Mr. C. S. Barker, is still a resident of Federal Way. The cabin is not only genuine and authentic but is in an excellent state of preservation. Its original location was on the homestead of which the Shopping Center is now a part, showing graphically the remarkably rapid growth of this area.

The replica of the San Juan Blockhouse has been added as an exceptional example of the "blockhouses" used by both British and American settlers as protection against the Indians. While there were numerous other blockhouses placed strategically over the Pacific Northwest during pioneer days, the builders of this particular one designed a fortification which not only was useful as a protection against the primitive weapons of that era but was distinctive in its architecture.

¹¹⁶ "Historic Kirtley Log Cabin Moved to Federal Way," p. 1. Burroughs referred to the site as Homestead Park, probably because he was talking about the Barker Homestead. Homestead Park was never the official name of the cabins in the northwest corner.

¹¹⁷ Dick Caster, *The Barker Cabin*, 10 June 2003, in the files of the Historical Society of Federal Way.

¹¹⁸ Program, *Forefathers' Day in Federal Way and Dedication of Old Line Historic Park*, 15 June 1956, in the files of the Historical Society of Federal Way.

This blockhouse ties in directly with the historic events which led to the establishment of the present boundary and the abandonment of the “Old Line” which it “comprised” as was considered would have fixed the line of the Oregon Territory at about the Historic Park’s location so that everything north of this line would now be in Canada. The final settlement of this dispute was made during the administration of President James K. Polk, and the treaty was signed on June 15, 1846, so that Federal Way Forefathers’ Day will observe the 110th anniversary.

Other features in the Historic Park that are attracting special attention from the children are the Water Wheel, a reminder of the part played by waterpower in the development of this region, and a covered wagon, one of the early ammunition wagons used by the Army trains. The ox yoke hanging above the park entrance is one that was actually in use here in this area.¹¹⁹

As part of the dedication Jackie Souders’ Band from Seattle presented a short concert and the Campfire Girls gave tours of Historic Park.¹²⁰

While the Historic Park did provide excellent historic buildings and reproductions this quotation from the dedication program contains some historical errors.

Old Line Historic Park - Stilley Cabin/Hudson’s Bay Cabin

The building described as a Hudson Bay cabin from the White River area was not. Those involved with the development of the Heritage Park claimed that the house called the Hudson Bay cabin and made of hand-hewn logs, was erected by the Hudson’s Bay Company as part of a string of cabins to strengthen its claims to land in the area more than 150 years ago. Others think that Hudson’s Bay Company trappers used it. Charles A. McHugh of Seattle, who was born in 1873 not far from the original site of the cabin, declared the structure was actually a hop house erected by Jeremiah Stilley, a pioneer settler at Marion, four miles west of Buckley on the old road to Sumner. The cabin was moved in early 1955 to a temporary site on the property of Mrs. Augusta Kirtley after the Buckley Garden Club was unable to finance the cost of transferring it to Buckley’s own city park.¹²¹

The only clue as to the actual age of the Stilley Cabin was a newspaper found pasted to the wall and dated 1862. Dr Donald H. Clark, of the Forest Products Laboratory at the University of Washington and an expert on old wood, examined the cabin in the early 1950s and said “From the extant extent of decay in the cedar logs the cabin appears to be 100 years old, [built around 1850], but I could not prove it. Its style is more in the manner of Hudson’s Bay Co. buildings and the workmanship appears better than that of the average American pioneer’s cabin.”¹²² [This comment about the style of the Hudson’s Bay Company is probably the source of the feeling that it was built by the Hudson’s Bay Company.]

¹¹⁹ Program, *Forefathers’ Day in Federal Way and Dedication of Old Line Historic Park*, p. 2.

¹²⁰ Program, *Forefathers’ Day in Federal Way and Dedication of Old Line Historic Park*, p. 4.

¹²¹ Lucille McDonald, “Who Built Federal Way’s Pioneer Cabin?” *Seattle Times*, 14 July 1957, p. 2.

¹²² McDonald, p. 2.

McHugh's answer was,

Stilley, if he built the cabin, was employed several years by the company [Hudson's Bay Company]. I remember that he later removed the ventilating cupola from the roof and cut some windows in the building after he built a second drier on a larger scale . . . [I remember several cabins like this in the area.] My earliest memory of them, from about 1890, is that they were rotting and falling to pieces. Pigs were kept in one on the Stilley Place. It disappeared years ago. We always understood these old cabins had been built by the Hudson's Bay Co. They were about a mile apart and we supposed they had something to do with establishing ownership of the land.¹²³

It appears that McHugh was not consistent in his interpretation as to who built the cabin; he at first says that Stilley did then he goes on to say that he had been told the Hudson's Bay Company actually did build them.

Official records do not credit either the Hudson's Bay Company or its subsidiary, the Puget Sound Agricultural Company with any effort to establish ownership of acreage north of the Puyallup River. Four cabins for the purpose of holding claims, which are mentioned by historians as having been built for the company in 1847, were erected at Nisqually Lake and on prairies between the Nisqually and the Puyallup. These seem to have been confused with the several old houses in the White River area.¹²⁴

Title company records show no occupants of Stilley's land prior to the time his homestead patent made on July 20, 1886. He had been on the property several years prior to proving his claim.¹²⁵

Old Line Historic Park - San Juan Blockhouse

Another cabin supposedly replicated from one that was in north Federal Way (around what is now South 262nd and Pacific Highway) was also claimed to have originated with the Hudson's Bay Company. David Grant, in an archaeological survey done for the Reith homestead area, indicated that the supposed Hudson Bay fur trading post built in that area which was reconstructed as the San Juan Blockhouse at Historic Park, never really existed.¹²⁶ The Hudson's Bay structure was supposedly a 10-foot by 12-foot hewn log cabin whose location was chosen for its proximity to an established common use area by the Native Americans of the area. Apparently, fire swept through the structure and the charred remains were stacked in an out-of-the-way location several years previous to a 1977 inventory. Although Davis located a stack of charred logs during a cursory survey

¹²³ McDonald, p. 2.

¹²⁴ McDonald, p. 2.

¹²⁵ McDonald, p. 2.

¹²⁶ David Grant, *Cultural Resources Assessment of the KC Motor Inn Construction Site King County Washington*, Larson Anthropological/Archaeological Services, Technical Report 94-3, prepared for Goldco Development, Incorporated 31205 Pacific highway South, Federal Way Washington, 2 June 1994, p. 5.

of the area, “the existence of this trading post is highly suspect. No reference to this trading post has been located during archival review nor during interviews with knowledgeable researchers. . . . Also, no mention of the trading post was found in references cited in the King County Historic Sites Survey inventory form, including its conspicuous absence from *The Story of Your Community*, a short history of the Star Lake area. . . . It is improbable that an established, undocumented, Hudson Bay trading post existed on the site, but not impossible.”¹²⁷ It is not known why the San Juan Blockhouse was constructed the way it was. Probably a general blockhouse design from the time period was used. Mrs. Cissna indicates the design used was from the replica of a blockhouse in Nanaimo British Columbia.¹²⁸

Old Line Historic Park - Barker Cabin

The Barker cabin while actually being that of an early homesteader, John Barker, was not the first cabin built by a white man in the area.¹²⁹ Stone claimed that the site of Flags West Village was a fitting location for the historic attractions since it was located within the boundaries of the original Barker Homestead Grant.¹³⁰ While the Flags West Village site was very close to the Barker Homestead site the cabin had been moved a short distance east from its original site. The homestead site itself was a slight distance to the west of the Flags West Village site.¹³¹

Old Line Historic Park - Denny Cabin

In 1966 the Denny Cabin was moved from Queen Anne in Seattle to Federal Shopping Way. The cabin was to become a part of Old line Historic Park that had opened ten years before. It was placed on the southwest corner of the mall and was never actually installed or made an official exhibit in the Heritage Village.¹³²

Old Line Historic Park - Heritage Village

In addition to the Denny Cabin being located in the southwest corner of the mall, the area called Heritage Village had plans for becoming as important as the northwest corner of Historic Park that was called Flags West. Probably the reason the southwest corner was planned for development was that the Flags West area was soon filled up with the historical buildings and activities, which were installed in the late 1950s. The St. Claire’s Indian Church was moved from the Muckleshoot reservation to this area. Like the Denny Cabin, the planned restoration was not done and it also sat unprotected from vandals and

¹²⁷ Grant, p. 5.

¹²⁸ Author’s discussion with Mrs. Evelyn Cissna, May 2, 2002.

¹²⁹ Caster, *The Barker Cabin*.

¹³⁰ “Forefathers’ Day Observes Fixing of U. S. Boundary,” *Federal Way News*, 13 June 1962, page number not available.

¹³¹ Caster, *The Barker Cabin*.

¹³² Dick Caster, *The Denny Cabin*, 24 June 2003, p. 5, in the files of the Historical Society of Federal Way.

suffered damage.¹³³ At one time this corner was intended for further expansion of Native American buildings and activities.

In 1962 the plan was to move the Lakota Longhouse, which had provided space for the seven Historic Tribes at the recently closed Seattle World's Fair. Many people remember this building from the World's Fair where Native Americans performed ceremonial and fancy dances in authentically fashioned costumes. The Longhouse was fashioned after those that were common to Native American tribes who lived on both sides of what is now the United States-Canada border.¹³⁴ Unfortunately the building was never moved from the fairgrounds to Heritage Village and this became another plan for the Heritage Village part of Historic Park that never materialized.

Flags West had the fortune of being developed when Federal Shopping Way was in its expansion phase. By the time Heritage Village was being developed years later money was harder to come by and Heritage Village never materialized in any form other than a collection of buildings that were not organized or protected.

Old Line Historic Park - Forefather's Day

Forefathers' Day became an annual occurrence as one of the many special days celebrated by Federal Shopping Way. It was always held at the Flags West Village. It celebrated the historic moment, when the treaty was signed between the United States and Great Britain on June 15, 1846 establishing the joint boundary at the 49th parallel. The so-called 'New Line' erased the difficulties that had existed since 1818, which specified the territory north of the Columbia River would be held jointly. According to that arrangement, a geographical division at the halfway point made the theoretical boundary run through what is now Federal Way as it is equal distance from the 49th Parallel and the Columbia River.¹³⁵ Cissna often referred to the Federal Shopping Way Mall being on the boundary of an original planned dividing line between the United States and Canada and therefore the "Federal Old Line". There is no evidence that this area was ever proposed as a boundary.

Speaking about the 1962 Forefathers' Day, H. O. Stone, president of Federal Shopping Way, tied the festivities to Century 21 being held in Seattle by saying,

The annual observance by Federal Way that commemorates the achievements of the past, links appropriately with the Century 21 Exposition which looks to the future. Only the efforts of men and women of bygone days have made possible the present, and as our eyes and endeavors turn toward outer space and while we envision the changes which the nuclear age must bring, we still can profit by remembering the past. So once again, we invite the people of this favored region with their guests to come to this historic setting where the 'accepted authenticity of the elements presented' assures 'a living history' that will help us appreciate more fully the accomplishments

¹³³ Dick Caster, "Father Hylebos, St. George's Indian School and Cemetery and St. Claire's Mission Church," 15 October 2003, pp. 14 – 17, in the files of the Historical Society of Federal Way.

¹³⁴ "NEW HOME FO THE SEVEN HISTORIC TRIBES," *Federal Way News*, 17 October 1962, p. 1.

¹³⁵ "Forefathers' Day Observes Fixing of U. S. Boundary," page number not available.

of our forefathers and inspire us to carry on the work they began.¹³⁶

Old Line Historic Park - Flags West Pageantette [sic]

Flags West Pageantettes presented costumed representatives of the Spaniards, the Scots, the English, the Americans and Native Americans who were part of the development of the Pacific Northwest. This was held at the Old Line Historic Park described previously. The San Juan blockhouse replica and other historic buildings, such as the Barker cabin, created an atmosphere that was supposed to motivate interest and improve our understanding of our predecessors' contributions.¹³⁷

Youngsters were allowed to "ride shotgun" on the Wells Fargo Stage or go by covered wagon to the Indian Village where they would find the original mission church of the Muckleshoot Tribe.¹³⁸

Old Line Historic Park - Frontier Days

Each year a Frontier Days celebration was held in July. This offered free stagecoach rides. Rides in old cars such as a 1931 Model A Ford Deluxe Roadster were also available. Native American arts, demonstrations and lectures were also featured. Native Americans from throughout the Northwest were invited to participate. Since the purpose of Frontier Days was to bring people to the mall to benefit the stores, the stores offered a mall-wide summer clearance of merchandise.¹³⁹

Special events and activities, such as weddings were also held at Old Line Historic Park. For example in 1976 a wedding was held to celebrate the United States centennial, which occurred the same time as the annual Frontier Days celebration. The bride and groom arrived in a horse drawn antique carriage.¹⁴⁰ Afterwards, an old-fashioned chivaree took place. A Chivaree [also spelled shivaree] according to Merriam-Webster's Collegiate Dictionary is a noisy mock serenade to a newly married couple.¹⁴¹ Federal Ways' version consisted of square dancing and a polka contest. All of the people in the Federal Way area were invited to attend. The bride was Joyce Herman, a 1976 graduate of Puget Sound College of the Bible. The groom was Roger Tresham, a graduate of Oregon State University. Roger's great great grandparents left Kansas in a covered wagon on their own honeymoon trip in 1859. The wedding party arrived in a three-seat surrey drawn by a pair of Morgan horses.¹⁴²

¹³⁶ "Forefathers' Day Observes Fixing of U. S. Boundary," page number not available.

¹³⁷ *SANTAF AIR, Federal Way, U.S.A.*, © 1963, SANTAF AIR, INC., FEDERAL Way, U.S.A., p. 2, in the files of the Historical Society of Federal Way.

¹³⁸ *SANTAF AIR, Federal Way, U.S.A.*, p. 13.

¹³⁹ "Free stagecoach, car rides to highlight 'Frontier Days'," *Federal Way News*, 10 July 1974, Sec. 1, p. 4.

¹⁴⁰ "Frontier Marriage-Carriage," *Federal Way News*, 14 July 1976, p. A-4.

¹⁴¹ <http://www.m-w/cgi-bin/dictionary?va=shivaree>, 31 August 2001. The dictionary indicates the normal spelling is shivaree. The Chivaree spelling appears to be of French origin.

¹⁴² "Pioneer wedding, chivaree [sic] at Flags West," *Federal Way News*, 14 July 1976, p. B-9.

First Commercial Bank in Federal Way

On January 23, 1957, the first commercial bank in Federal Way opened. The bank was a branch of People's National Bank of Washington. It was housed in a small frame building at south 312th and Pacific Highway South.¹⁴³

Federal Way Library

On June 1 1956, the Federal Way Branch Library opened in Historic Park of Federal Shopping Way. The library was moved from its previous location in the variety store and doubled the space available for books.¹⁴⁴

In 1961, the Federal Way branch of Peoples National Bank donated their old bank building to be used for a new King County branch library. The following discussion is included in detailed format to show the kind of cooperation that existed between the community and Federal Shopping Way during the early 1960s.

The building was moved from its original location to a location on the southwest corner of Federal Shopping Way in Heritage Village, Old Line Historic Park. Federal Shopping Way provided the space at no cost to the Library Board.

Volunteers did most of the moving and installation work. Don Trafford worked with Link McCoy of Peoples National Bank to obtain the building. Francis Marckx arranged with the Hainsworth Construction Company of Tacoma to have the building moved. Bob Rieley of Federal Shopping Way, A. W. Montgomery and Gene Barnett provided architectural site plans and handled the excavation needed for the building. A group of Boy Scouts from Troop 234 cleaned up the interior of the building. Don Whitmore, president of the Junior Chamber of Commerce and many of its other members placed footing forms in preparation for pouring concrete. Luke Dunigan, president of the Kiwanis club arranged for his group to help get the building ready for occupancy.¹⁴⁵

Concrete and column piers were donated by American Concrete, Inc. Pouring and finishing work was furnished by Al Miller of Miller Construction. E. W. Palmer, a nearby resident, donated the use of his outdoor electrical outlet for plugging in extension cords to allow volunteers to work at night. A crew of Kiwanians members headed by Luke Dunigan and Enos Peterson removed the previous interior counters and cabinets in preparation for new interior arrangements. Jack Stewart, also a Kiwanian, arranged for the electrical service modifications needed in the building.¹⁴⁶

On October 5, 1961, a fund raising drive was held to raise money for the new library. The drive was held on the grounds of Federal Shopping Way. The managers of Thriftway, IGA, and Lundstrom's provided hot dogs, pop and potato chips at the library site. Over 60 young people, led by members of the Boys and Girls Service Clubs of

¹⁴³ Brad Broberg, "Banking pioneer cashes in career," *Federal Way News*, pp. A-1, A-10 and "Milestones remembered," Progress spec. issue of *Federal Way News*, August 1979, p. 10.

¹⁴⁴ "Federal Way Branch Library Opens in New Location," *Greater Federal Way News-Review*, 13 June 1956, p. 1.

¹⁴⁵ "New Library Needs Community Backing," *Federal Way News*, 6 September 1961, page number not available.

¹⁴⁶ "Progress Report Number Four; New Federal Way Library," *Federal Way News*, 20 September 1961, p. 1.

Federal Way High School, volunteered their services to collect money by calling at each home in the area.¹⁴⁷ (No source is available to indicate how much money was raised.)

On Saturday, October 21, 1961, Perry Grove, Zood [*sic*] Alexander and Lars England of the Lions Club, and Bob Sroka of the Jaycees built a new floor over the previous depressed floor. Replacement of broken windowpanes and installation of new plate glass in the entrance door were also completed on this date. Don Kentoff finished the new electrical hookup for the circuit breakers and junction boxes. On November 3, the Puget Sound Power and Light Company tied the building to the overhead power lines. On Saturday, November 4, a crew of volunteers completed insulation and drywall installation. In early November, 1961, the bookshelves were delivered to the new library. These consisted of eight new bookcases built by volunteers with lumber and space donated by New Lumber and Hardware Company.¹⁴⁸

On November 5, 1961, a group of Boy Scouts from Troop 234 climbed precarious outdoor scaffolding to paint the new siding installed over the bank's former drive-up window. The troop also finished work on leveling and raking the fill dirt around the building.¹⁴⁹

Early Promotions

From the start Federal Shopping Way offered various types of promotions to get publicity and bring people to the site. An early example is what became known as the Alaska Days Fest. The First Annual Alaska Days were held on October 18 and 19, 1956, to celebrate the dedication of the Alaska Building. The date also marks the anniversary of the transfer of the title of Alaska from Russia to the United States. The Second Annual Alaska days were held on October 18 and 19, 1957, with additional celebrations held on these dates for several years. By the 1957 event the Alaska Building was occupied by the Garden Store and had a symbolic totem pole in front of it. Exhibits representing Alaska were presented, such as a sled dog team from Alaska. Other activities such as square dancing were included.¹⁵⁰

As a tie-in with the Tacoma Daffodil Festival, Federal Shopping Way would hold its own Daffodil Daize [*sic*] each April. The 1960 version included Indian dancing and folklore fables, the largest mobile home show in the Northwest, Shetland pony chariot rides, real circus clowns, and free balloons and candy. This ad mentions that over 50 establishments would be open until 9:00 P.M. each weeknight.¹⁵¹

Arts and Crafts Association

Trustees of the Washington Arts and Crafts Association, WACA, at their quarterly meeting at the Henry Gallery in Seattle, on March 21, 1959 voted to establish their state

¹⁴⁷ "Teen-agers Boost Library Drive," *Federal Way News*, 4 October 1961, page number not available.

¹⁴⁸ "Progress Report No. Seven; New Federal Way Library," *Federal Way News*, 15 November 1961, page number not available.

¹⁴⁹ "Progress Report No. Six: New Federal Way Library," *Federal Way News*, 8 November 1961, page number not available.

¹⁵⁰ "FUN TIME AGAIN: FEDERAL SHOPPING WAY PLANS ANOTHER 'ALASKA DAYS' FEST," *Federal Way News*, 7 October 1957, page number not available.

¹⁵¹ "Daffodil Daize," Advertisement, *Seattle Tacoma Key*, 7 April 1960, p. 3.

headquarters and gift shop in the Historic Village of Federal Shopping Way.¹⁵² The WACA was an organization that had over 700 members which worked to further the market and recognition of Washington artists and craftsmen, and which supplied a critique and jury evaluation of craft articles to earn the WACA label.¹⁵³ The shop opened on June 6, 1959.¹⁵⁴ The shop carried handcraft items made by WACA members and approved by the organization. The headquarters space was used for statewide jury contests, for meetings, classes and displays.¹⁵⁵ Often public demonstrations of activities such as weaving were held here.¹⁵⁶

In 1960 the Washington Arts and Crafts Association became an affiliate of the Key Washington Arts and Crafts Association, KEWACA, another organization supporting arts and crafts production.¹⁵⁷

Continued Growth in 1960

New stores were opening in the early 1960s as the mall continued to grow. At each growth step the mall went all out to publicize expansion and growth. For example, on August 5, 1960, four new or remodeled stores were opened with a large promotional extravaganza called “Circus Daize [sic]”. This was a gala gathering in a circus theme. Happy Party Clowns, an organization providing this service, was on hand to “cavort” through the center with their pet leopard and a fierce warrior chief did war dances. An all-day matinee of cartoons and a Walt Disney picture were shown. Local Explorer Scouts from Post 240 also participated. An arts and crafts display sponsored by the Washington Handcrafts store and KEWACA, a local branch of the Washington Arts and Crafts Association, showed the work of local artists and craftsman. Live demonstrators created their crafts before onlookers. Free candy and balloons were offered for the youngsters, drawings were held for free dinners and many other activities made the two-day “Circus Daize” an exciting event to advertise the new stores. The stores that opened offered free prizes and other incentives to tour and shop at their facility.

One of the stores that opened was the Federal Way Furniture Store, owned by two Seattle businessmen Maurice Balin and Morris Kligerman, owners of three other stores in the Seattle area.

Another store opened at this time was The Tog House for Men. This was a men’s department store that sold apparel, sports equipment and shoes.

The York Department Store, while not new, moved into new expanded facilities and expanded from 6,400 square feet to 14,300 square feet. This store primarily served women’s needs.

The Holiday Store was the fourth store involved with the “Circus Daize” activities. This store provided art supplies, camera and photographic equipment, stationary, pens,

¹⁵² “Arts and Crafts Group To Have Headquarters in Fed. [sic] Shopping Way,” *Federal Way News*, 1 April 1959, page number not available.

¹⁵³ “New Arts and Crafts Organization to Plan Summer Activities May 13,” *Federal Way News*, 11 May 1960, page number not available.

¹⁵⁴ “Washington Arts & Crafts Plans F. W. Opening June 6,” *Federal Way News*, 3 June 1959, page number not available.

¹⁵⁵ “Arts and Crafts Group To Have Headquarters in Fed. [sic] Shopping Way,” page number not available.

¹⁵⁶ “Demonstration,” *Federal Way News*, 5 October 1960, Section Two, p. 2.

¹⁵⁷ “New Arts and Crafts Organization to Plan Summer Activities May 13,” page number not available.

student supplies, a large stock of hobby equipment (models, tools, power plants, miniature outboard motors), and a picture framing service. Standing in front of this store was an Alaskan Totem Pole hand-carved by Dudley Caret [also spelled Carter¹⁵⁸], well-known Northwest artist and sculptor. The Totem symbolized modern Alaska. In the Totem, ancient tribal themes and practices were blended with modern Alaska and a jet-shaped bird symbolizing the coming of the jet age topped it. The Totem was featured on the Arlene Francis national TV show.¹⁵⁹

Zoning Problems for Amusement Rides

At the same time as the stores were opening the mall began to offer amusement rides. The first three were a merry-go-round, a helicopter (land based) and a small train all scaled to children's size.¹⁶⁰ Local residents questioned the zoning regulations that they said did not permit the amusement rides (see earlier section on **Some Initial Negative Concerns**).

Federal Shopping Way had petitioned to have the Center rezoned from B1 (primary business) to B2, which allowed outdoor amusements. This was denied at a January 31, 1961, hearing and a February 23, 1961, appeal hearing.¹⁶¹

The King County Board of Adjustment at a hearing held April 13, 1961, reversed the decision of the Building Superintendent and ruled that the three existing rides in Federal Shopping Way are "accessory uses on this particular tract of land." However, the Board added, "expansion of the area presently devoted to amusement of the general nature of the merry-go-round, helicopter, and train would change the accessory uses of this particular tract of land to a principal use."¹⁶²

The zoning issue again was discussed at a public hearing held on January 31, 1963, by the King County Planning Commission. This was primarily to discuss zoning the 120-acre section of land on the east side of Highway 99 that would become known as Federal Shopping Way East. Since an overpass was proposed to connect Federal Shopping Way West with Federal Shopping Way East the land west of the highway also became part of this discussion.¹⁶³ Based on the proposed overpass over Highway 99 that would connect the two sides of Federal Shopping Way the zoning was changed to unify the two areas and allow for outdoor amusements. Since many outdoor amusements were in the process of being added, the rezoning prevented further court action by those opposed to it.¹⁶⁴ (See the later sections on **Santafair** and its various activities for a discussion of the amusements.)

¹⁵⁸ Author's discussion with Mrs. Evelyn Cissna, May 2, 2002.

¹⁵⁹ "Four New Stores Opening In Federal Shopping Way During 'Circus Daize' Event," *Federal Way News*, 3 August 1960, pp. 1, 4.

¹⁶⁰ "Shopping Center May Retain Present Rides," *Federal Way News*, 19 April 1961, page number not available.

¹⁶¹ "Shopping Center May Retain Present Rides," page number not available.

¹⁶² "Shopping Center May Retain Present Rides," page number not available.

¹⁶³ "Shopping Rezone Hearing Due Jan. 31," *Federal Way News-Advertiser*, 30 January 1963, p. 1.

¹⁶⁴ "County Approves Rezone," *Federal Way News-Advertiser*, 6 February 1963, p. 1.

Growth in 1961

By early 1961, in the original west side section four new buildings, the Kansas Building, the Nebraska Building, the Utah Building and the Illinois Building, were almost completed. They housed a new supermarket, new quarters for the Federal Way Cleaners, expansion space for the beginnings of Santafair, the State Liquor Store, Walgreen Save-Way Drugstore, the Old Castle Restaurant, and the Castle Pantry. Other new businesses in 1961 were Bert's Men's Store, Western Auto, the new Federal Way Prescription Drugs, the McGill Bakery, an expansion of Johnny's Barber Shop and expanded facilities for Erickson's Shoe Store in the former drug store location. Also new to Federal Shopping Way in 1961 were the Penny Studios, the Impact Productions Inc., the new Greyhound Bus Depot, Federal Way Answering Service and extensive remodeling of the Vieux Carre. Federal Shopping Way management indicated 1961 had been without question the greatest year of progress for Federal Shopping Way in its history.¹⁶⁵

Growth in 1962

By 1962, new stores in Federal Shopping Way were coming from three sources; expansion and growth from present stores expanding their capabilities, stores moving from other parts of Federal Way and completely new stores opening for the first time in the Federal Way area.

An example of the first is that on March 1, 1962 Dave Roberts, who had previously been the pharmacist at Federal Way Pharmacy assumed management of the new Federal Way prescription center called Center Pharmacy. This was designed to be a professional pharmacy catering to doctors and supplying hospital and surgical supplies. It also carried a line of wheel chairs and crutches. Individual prescriptions for the convenience of those shopping at the north end of Federal Shopping Way were also available. Free prescription delivery was also available.¹⁶⁶

By 1962, stores were seeing the advantage of Federal Shopping Way and moving and expanding from their original location in other parts of Federal Way to better locations in Federal Shopping Way. An example of this involves Harold Erickson, the owner manager of Erickson's Shoe Store opened at his new location in March.¹⁶⁷

An example of a completely new store in the Federal Way area involved Exclusive Fabrics, a home sewing center opened by Mrs. Ruth Nitzsche. Mrs. Nitzsche said, "I dreamed of owning my own fabric shop for 17 years." She studied population charts and trends for many months and selected the Federal Shopping Way location because all the available information indicated to her that the Federal Way area showed the greatest potential for future growth and Federal Shopping Way would be at the center of the shopping crowd. Mrs. Nitzsche had a thorough knowledge of the fabric business, having

¹⁶⁵ "Federal Shopping Way – A Story of Progress," *Federal Way News*, 31 January 1962, page number not available.

¹⁶⁶ "Federal Shopping Way E-X-P-A-N-D-S," *Federal Way News*, 14 March 1962, p. 6. While pages 6 and 7 look like news related items it appears they are really part of an advertisement. Federal Shopping Way often placed one or two page ads in local papers that appear to be straight news but are really ads that are providing news type information. A general comment can also be made that most of the ads in the *Federal Way News* from the late 1950s and early 1960s were for businesses located at Federal Shopping Way.

¹⁶⁷ "Federal Shopping Way E-X-P-A-N-D-S," p. 7.

worked many years in a fabric shop in her former hometown in Wisconsin, as well as operating a shop where she designed and sewed clothing.¹⁶⁸

The mall also opened its first pet store in 1962 (this is also probably the first pet store in the area.) The Jungleland Pet Shop opened on September 1, 1962. The co-owners were Dwayne Goodburn and Harry Manson. Jungleland specialized in the sale of pets of all kinds, pet supplies and tropical fish. Goodburn stated, “We had so many pets that we either had to move or start a shop. We chose to start Jungleland.”¹⁶⁹

Frank and Guy’s Market

In November, 1962, Frank and Guy’s Market opened in Federal Shopping Way¹⁷⁰. Their trademark for their meat market and delicatessen was a life-size plastic cow.¹⁷¹ The market was located in the first building constructed in the shopping center in 1955.¹⁷² The market turned out to be the store that stayed in business the longest at its original location.

It moved in February 1995 to a new location in Hillside Plaza, two doors down from Pacific Linen. The move was forced by demolition and redevelopment of the building it was in to create the new Pavilions Centre [sic]¹⁷³. Frank’s son, Tom, who ran the market during its last years at the old location stated that “good service and a good product have kept the store open through even the leanest of times at the center.”¹⁷⁴

The life-size black and white plastic Hereford steer was placed outside the new location. The cow was bolted to the sidewalk during the day and moved inside at night. This was started after the Federal Way High School class of 1980 “cow-napped” the statue at its old location and stashed it on the school’s gymnasium roof.¹⁷⁵

Entrance Grounds Landscaped

As of 1962, the grounds surrounding the main entrance sign to Federal Shopping Way had not been landscaped and looked very plain. The Federal Way Garden Club decided to make the beautification of this area a project for 1962 and 1963. Mrs. Chester Rees, Mrs. Margaret Seguin, and Mrs. Mel Elder became the directors of the project for the garden club. Plans called for both spring and fall plantings to be made.¹⁷⁶

¹⁶⁸ “Federal Shopping Way E-X-P-A-N-D-S,” p. 6.

¹⁶⁹ “Pet Shop Opens in Federal Way, *Federal Way News-Advertiser*, 29 August 1962, p. 1.

¹⁷⁰ “NEW GROCERY OPENING AT SECOMA VILLAGE,” *Federal Way News*, 28 November 1962, p. 1.

¹⁷¹ Ninth grade honors language arts class, Illahee Jr. High, *As Time Goes By in Federal Way*, (Federal Way School District, 1980) p. 1, in the files of the Historical Society of Federal Way.

¹⁷² Steiger, p. 2.

¹⁷³ “Frank and Guy’s looks to Hillside,” *Federal Way News*, 7 February 1995, p. B-4.

¹⁷⁴ Steiger, p. 2.

¹⁷⁵ Christy McKerney, “Popular stores survive move from old center,” *Federal Way News*, 30 December 1995, p. A-9.

¹⁷⁶ “FW Entrance Grounds To Be Landscaped,” *Federal Way News*, 14 March 1962, p. 7.

School Tours

The shopping mall encouraged school classes to tour the facility and see not only the stores but also the Historic Village Park and cultural activities. Guides supplied by the mall were available. For example, on April 26, 1960, over 100 Kent-Meridian fourth graders had a field trip to the mall, which included a presentation by H. O. Stone, president of Federal Shopping Way and noted local historian.¹⁷⁷

Community Support by Businesses

The stores of the mall often had activities which benefited the community. For example in April, 1960, the proceeds from a Saturday's business by the Country Squire store for men and boys were donated to the Federal Way Little League.¹⁷⁸

Santafair¹⁷⁹

Santafair was a combination of circuses and amusement rides and Old World Square, a reproduction of the quaint shops seen in Europe, constructed within Federal Shopping Way Mall to help draw customers to the stores. In addition, the activities of Santafair were self-supporting and provided additional income.

A typical promotional comment for Santafair stated:

SANTAFAIR OFFERS
Wholesome Recreation,
Inspiring examples of mankind's Past, Present, and Future.
Over 100 Attractions under shelter –
A series of Special Events
Continuous Performances
"As Enlightening as Delightful"¹⁸⁰

Santafair promoted the fact that it was built with exacting specifications to duplicate the excitement of Fairs and Expositions that had existed in the past as well as the new theme park movement that was beginning to take place in the United States.

For thousands of centuries, peoples of various countries and cultures have found relaxation, social activities and inspiration in Fairs and Expositions.

More recently themed parks like Disneyland, Great District Fairs like Yakima and Puyallup, museums, kiddielands, industrial shows,

¹⁷⁷ "Youngsters Tour Federal Way Shopping Center on Field Trip," *Federal Way News*, 4 May 1960, page number not available.

¹⁷⁸ "TO LITTLE LEAGUE," *Federal Way News*, 27 April 1960, page number not available.

¹⁷⁹ Note: Santafair was spelled in two different ways by mall management. One was Santafair and the other was Santa Fair. I have used the spelling in the source in all cases. Santafair was by far the most used spelling.

¹⁸⁰ *SANTAFAIR, Federal Way, U.S.A.*, p. 3.

ice reviews, circuses and pageants have given millions of spectators and participants needed recreation.

Santafair has been designed to meet the most exacting specifications. These have included an abundance of paved parking – a 365 day operation – a readily accessible site to the entire Puget Sound area – an all-weather temperature controlled facility and a combination of attractions designed to appeal to every age and every special interest.¹⁸¹

In December 1962 Santafair dedicated the jet fighter that was donated and installed for display.¹⁸²

A small magazine put out by Federal Shopping Way in 1963 lists the 14 following major areas of Santafair:

Sports Fair	City Fair
All Nations Fair	Old World Square
Cathy	Stratoboggan (a roller coaster)
Farm Fair	Circus
Magic Theater	Space Age Fair
Freeway Sportster	Moon Rocket
Heritage Village	Flags West Village. ¹⁸³

This small magazine goes on further to list the 75 rides, shows and activities available in these 14 areas. The list is as follows:

Three Petite Art Galleries	Astronaut
Aquarium	Auto Ride
Auto Skill Drive	Auto Skooters [sic]
Baseball Pitching Machine	San Juan Blockhouse
Bowling Lanes	Venetian Canal
Olden Castle	Cathy Area
Circus Coliseum	Columbian Exposition Area
Covered Wagon	Games (Miscellaneous)
Earthman Exhibit	Egyptian Street and Shops
Two Children's Ferris Wheels	Family Ferris Wheel
Musical Ferris Wheel	Freeway Sportster
Flags West Pageantette	Golf – Electronic
Gondola Ride	Helicopter Ride
Hudson's Bay Cabin	Hapsburg Society Circus
Ice Review Royale	Seven Historic Tribes (World Fair Indians)
International Express Train	Winged Lion
Lakota Longhouse	Magic Mirrors
Children's Merry-go-round	German Merry-go-round

¹⁸¹ *SANTAFAIR, Federal Way, U.S.A.*, © 1963, p. 5.

¹⁸² "A BACKWARD GLANCE AT 'HAPPY LAST YEAR,'" *Federal Way News-Advertiser*, 26 December 1962, p. 1.

¹⁸³ *SANTAFAIR, Federal Way, U.S.A.*, p. 18.

Grand Merry-go-round	Tiny Tots' Merry-go-round
Model T Tour	Hollywood Movie
Muckleshoot Mission	Multnomah Falls
Narrow Gauge Railroad	Penny and Pals
Reindeer Ride	Religious Pavilion
Space Restaurant	Rifle Range
Rocket To Moon	Rocket To Venus
Roller Gardens	Old World Pageantette
Oriental Fish Pools	Outboards
MIJ Racers	Seal Pools
Sedan Chair – Marie Antoinette	Space Capsule (Scrambler)
Space Explorer	Space Fighters
Space Race	Space Tracer
Stagecoach Ride	Steel Industry Exhibit
Stratob0ggan – Roller Coaster	Subway – Elevated
Super Chief – Trackless Train	Telstar – TV
Television Stars	Barn Theater
Space Theater	Toonerville Trolley
Alaska Totem – Dudley Carter	Tug Boats
Mayfair Castle ¹⁸⁴	

Comments from a brochure advertising Santafair prepared by the shopping mall management follow as they provide a background to the variety of functions available at Santafair. The emphasis was FUN! FUN! FUN! FOR EVERYONE. The brochure indicated:

Santafair is an exciting, wonderful place to live-it-up. Santafair offers you the most unusual, most diversified barrel of fun you've ever had before anyplace. It's particularly great for groups, because Santafair has something to offer everybody from 4 to 94! Santafair is FUN! It's *educational!* It's *different!* It's absolutely DELIGHTFUL!

BARREL OF FUN FOR GROUPS. Santafair offers any group of ten or more people an exciting evening, including a private dining area in the most unusual surroundings, more than 40 thrilling amusement rides, terrific fun-to-play adult games (and Santafair puts up the prizes), a spectacular ice show, award-winning motion pictures from Hollywood, a sensational circus, dancing to live music in a lovely supper club atmosphere, entertainment by famous vaudevillians, a foot-stomping, rollicking Hootenanny . . . and other exciting things to see and do, all for only \$2.50 per person, \$1.25 for anyone under 14 years of age. . . .

Your choice of one of 20 of the most *unusual* theme-party rooms you've ever seen! Light refreshments are included in this \$2.50 barrel of fun. Available "extras" of a course dinner or family style specials as low as 75 cents per person can be arranged especially for your group by Santafair.

¹⁸⁴ SANTAFAIR, *Federal Way, U.S.A.*, p. 19.

Perhaps you will want to have your party in the quaint Casa de Cervantes. Or maybe you'd rather get together at Rembrandt's House for a little art appreciation. And there's the Chuck Wagon Room, the Little Long House of Big Chiefs, The Wells Fargo Room, Town Hall North . . . 20 unique, different party rooms. Take your choice!

RIDES . . . AND MORE RIDES. Santafair has more exciting sky-shielded rides in heated, air conditioned pavilions, for adults and children too, than any amusement park in the world. There are *two* of the fastest, dippingest roller coasters you'll ever have courage enough to ride. And talk about bumper cars, scary rides in the dark, speedy sports cars, old-fashioned merry-go-rounds, helicopter, Venetian gondolas on the grand canal with exact scale replicas of the Doge's Palace and the Bridge of Sighs. They've got 'em all and more at Santafair.

GAMES OF SKILL AND PRIZES . . . At Santafair, there's a parcel of wonderful games of skill for adults and kids. The electronic golf setup includes sound film instruction to help you improve your game. There's Mini-Bowl, a fun-to-play miniature bowling game. And Santafair has two real honest-to-goodness Big League Baseball pitching machines. The kind major league teams use to practice their batting. Think you can hit a homer? And Santafair gives a prize for the best batting average each night.

If you choose to have your party at Stratford Studio, it will be just like spending the evening with William Shakespeare. The same architecture used in Shakespeare's hometown in England is used here. A jolly time will be had by all.

DIRECT FROM HOLLYWOOD . . . Santafair presents, in its intimate, comfortable all loge seat motion picture theatre, the very finest in film entertainment from Award Pictures of California.

If you ever had a desire to party-it-up in an old Spanish Castle, here's your chance. The Casa de Cervantes is a replica of the home of the famous author Don Quixote. . . .

SO, WHAT DO I DO NOW? If you want to have a Lot of fun with a lot of people for very little money call . . . ¹⁸⁵

Santafair facilities were offered to organized groups, clubs, societies, lodges and churches through a participation program that helped these organizations put on worthy-cause projects for fund raising and providing information. This was intended to have those attending Santafair activities believed that the entire Puget Sound Region was involved. A calendar of this type of community support activity was developed so that one or more of these activities was going on at all times. ¹⁸⁶

Santafair was even promoted as providing mental and physical health benefits.

¹⁸⁵ Brochure, *SANTA FAIR U. S. A.*, published by Federal Shopping Way, no date, in the files of the Historical Society of Federal Way. Note this is a different publication than the one with the similar title *SANTAFAIR, Federal Way, U.S.A.*

¹⁸⁶ *SANTAFAIR, Federal Way, U.S.A.*, p 9.

Santafair closely approaches “the great new opportunity” referred to by Dean John E. Buchard of Humanities and Social Studies of M.I.T. when he commented on the essential nature of recreation to provide greater mental and physical health for the American people.

“The great new opportunity probably rests in the community center which does have recreational purposes and does cater to a variety of recreational interests . . . the recreational complex will consist of very special functioned spaces put together like a great encyclopedia which educates us, not by what it tells us about the subject we were looking up, but by the other unexpected things we find on the way to the truth we were seeking.”¹⁸⁷

Roller Gardens – Santafair Activity

Roller skating competition in figure skating, racing and shows as well as just as an individual recreational activity was big in the late 1950s and early 1960s, much as ice-skating is now. The Roller Gardens was the first major activity to be built for what was later to be referred to as the Santafair complex.

The Roller Gardens had a massive and intricate big pipe organ installed during early October 1955 as one of the final stages of construction. The plan was to have Don French play the organ during all skating sessions. The console had three piano keyboards and a fourth keyboard for desired sound effects and a keyboard underneath for the feet. The pipes and special mechanism were installed above and on one side of the skating area. In addition to the huge oval floor main rink there was an adjoining ‘diaper’ rink. The ‘diaper’ rink was a small-enclosed area for toddlers. Mr. and Mrs. Win Hackman were the operators of the rink. There was a large supply of new rental roller skates. The roller rink was located directly above the Federal Way Lanes. Entrance to the Roller Gardens was at the southeast corner of the Florida Building. The rink offered lessons in dance and figure skating. The initial instructor was Jacquie Scott.¹⁸⁸

The Roller Gardens often had skating exhibitions to promote the facility. An example occurred when the United States roller skating champions performed an exhibition at the Roller Gardens on September 30, 1962. The skaters were enroute to Brisbane, Australia where they would represent the United States Federation of Amateur Roller Skaters in the “Congress Championships”. Mr. and Mrs. Win Hackman, then managers of the Roller Gardens, donated the proceeds to the travel funds of those going to Australia.¹⁸⁹

During June 27 – July 1, 1971, the Northwest Pacific Regional Roller Skating Championships were held at the Family Skate Center (the new name for the Roller Gardens). By this date, Mr. and Mrs. Bob Sybil served as managers of the skating rink. Bill Sherwood served as the organist. Competition included figure skating, dance and

¹⁸⁷ *SANTAFAIR, Federal Way, U.S.A.*, p. 8.

¹⁸⁸ “Organ Installed At Roller Gardens,” *Greater Federal Way News*, 6 October 1955, page number not available.

¹⁸⁹ “Skating Champs To Appear At Roller Gardens,” *Federal Way News-Advertiser*, 19 September 1962, p. 1. The previous reference “Organ Installed At Roller Gardens,” had referred to the Hackmans as owners.

speed skating. Contestants were entered from Washington, Oregon, Idaho and Montana. This event brought several hundred people to the Federal Way area.¹⁹⁰

Skaters from the Roller Gardens were often sponsored to perform at national events in other parts of the country. For example, two Federal Way Roller Garden skaters, Terry and Garry LaPoint, captured two first places at the American Amateur Roller Skating Championships held July 28 through August 4, 1962, in Lincoln, Nebraska. Terry, who competed against 23 top skaters from the United States and Canada, received a first-place trophy and a gold plaque in the Juvenile “B” Boys’ Singles. Garry earned a first-place trophy and gold plaque in the Juvenile Boys’ Singles by defeating 24 entries. At the “Professional Banquet” held in Lincoln, Winette Hackman, gold medalist professional of Roller Gardens, received the ‘Sissy’ award for her national championships. Professionals who receive a first place in the American championships consider this award an “Oscar.” Three skaters from the Roller Gardens also participated in the championships in Lincoln, Nebraska.¹⁹¹

The Roller Gardens always supported youth groups in the area. For example, in 1959 girl scouts from Federal Way, Des Moines and Burien received free instruction on the necessary requirements for their merit badge at the Roller Gardens. This merit badge program lasted several years.¹⁹²

May 27, 1978, brought the end of an era for the skating rink and really meant the end of Federal Shopping Way, as the area had known it. Friends gathered for the last “All Nite [*sic*] Skating party” at the Family Skating Center the name that the skating rink was then known. The owners, Bob and Eriene Sybil, realized that they would have to move some months before with the announcement that the Old Town Square area and adjoining land would be turned into a new business complex. Bob Sybil said,

The rent J. R. Cissna wanted was just too much. I made him an offer as high as I could go, but it just wasn’t enough. It’s a shame. Now they are talking about putting in a nightclub with dancing and all. Once I leave, they will never be able to have another skating rink in here, no matter what. The laws have been changed, and the new skating rink can’t be more than 10 feet off the ground, and we are [on the second floor].¹⁹³

Mrs. Cissna states that J. R. Cissna had lost control of the rink and other activities in the building 8 years previously so could not have been setting the rent at this time.¹⁹⁴

Sybil went on to state that the community tried to support continuing operation of the rink,

It was really something to see. The kids thought that a petition might help, and before it was over, they collected 700 signatures. That really meant a lot to Eriene and me.¹⁹⁵

¹⁹⁰ Program, *1971 NORTHWEST PACIFIC REGIONAL ROLLER SKATING CHAMPIONSHIPS*, Family Skate Center, 1971, in the files of the Historical Society of Federal Way.

¹⁹¹ “Local Skaters Win National Titles,” *Federal Way News-Advertiser*, 15 August 1962, p. 14.

¹⁹² “Girl Scouts Earn Merit Badges At Roller Gardens,” *Greater Federal Way News*, 10 June 1959, p. 10.

¹⁹³ Judy Well, “The end of an era Sybils close doors to rink,” *Federal Way News*, 31 May 1978, p. 1.

¹⁹⁴ Author’s discussion with Mrs. Evelyn Cissna, May 2, 2002.

¹⁹⁵ Well, p. 1.

Special events had always been a part of the rink under the Sybil's management. The Sybil's oldest son, Bob Jr., was married on roller skates there. On another night, William (Pop) Brown was honored on his 75th birthday. Many years earlier, Pop had started a marching skating group. Until the mid 1970s when the program was cut due to a lack of government funding, the Sybils would turn over the rink once a week to children from Buckley.¹⁹⁶ Bob Sybil indicated that he averaged 600 kids every Friday and Saturday night and on Wednesdays about 200 would come out. Most were regulars, coming every week.¹⁹⁷

In 1977, the rink had sponsored the roller skating hockey team that won first place in the United States. Janet Schranz was honored as the top player and Janise Carter top goalie. Larry Sybil was the coach. In 1978, because of the rink closure, this team moved to Olympia.¹⁹⁸

Many who were teen-agers when the skating rink opened in 1955 returned for the final party as grandparents. They had not forgotten their routines and joined together for special dance numbers. The end had come, however, and several truckloads took skates, lighting and sound equipment to Port Angeles where the Sybils planned to open a smaller roller skating rink.¹⁹⁹

One of Cissna's plans for remodeling and updating the Santafair area in 1978 included remodeling the Florida Building, where the roller rink was located, into the Seven Castles of Santafair.

Mayfair Castle – Santafair Activity

Mayfair Castle presented the Pageantettes Royale. Its carved walls were described as being from an actual English Castle. The sedan chair displayed was said to have been that in which Marie Antoinette was carried at Versailles on one of the most critical pre-French Revolutionary days. There were other claimed original castle artifacts present. Livered attendants and costumed hostesses helped guests relive important and fascinating dramas of history. During the Pageantettes Royal, tea and crumpets (also lemonade and coffee), were served.²⁰⁰

Ice Show – Santafair Activity

The Isabella Theater was on the second floor of the Dakota Barn Building. One entered below the Bow of the Santa Maria ship replica that carried Columbus to the new world. One could then stand on the deck, put on Columbus's hat and listen to the record that told about that most historic event. Then on into the Isabella Theater with its loge seats and the stage would at times roll back under the seats to expose the ice rink below.²⁰¹

¹⁹⁶ Well, p. 1.

¹⁹⁷ "Where will the kids go?" *Federal Way News*, 31 May 1978, p. 1.

¹⁹⁸ "Where will the kids go?" p. 1.

¹⁹⁹ Well, p. 1.

²⁰⁰ *SANTAFAIR, Federal Way, U.S.A.*, p. 2.

²⁰¹ Provided by Mrs. Evelyn Cissna during May 2, 2002 discussion with author.

FINEST ICE REVIEW. At Santafair there's a spectacular ice review. You've probably never seen one like this before. It is performed by outstanding skaters from throughout the world, in an intimate little arena with just 150 deep loge seats that put you right up close where you can see everything. Sit back and listen to the crystal clear stereophonic sound. Now the lights go on, and Princess and Queen Mochizuki take you to the mystic Orient. The colors are gay, the costumes beautiful. The pageantry is so exciting. Swish! And now you're in Indian country for a lively Indian war dance with the Whitegrass Little Chiefs on skates. Strike up the band! And there's the only band on blades. Santafair's spectacular Ice Review is directed by Pat Greenup. Miss Greenup formerly of the famed ice show at the Adolphus Hotel in Dallas and the world renowned Rockettes from the Radio City Music Hall in New York.²⁰²

Circus - Santafair Activity

GREATEST SHOW ON EARTH . . . There's nothing like a circus. And there's no circus like Santafair's Terrific Hapsburg Society Circus. Featuring the famed Kennelcade of stars, the sensational group which delighted national television audiences repeatedly on the Ed Sullivan show . . . Candy, the funny chimp you've seen so often on TV and in the movies . . . those rollicking seals from the Los Angeles Zoo . . . daring feats on the high wire by a star of Circus Berlin . . . The gayest and zaniest circus clown, famous Wee Willie of Film and TV fame, and many, many more exciting attractions, all in Santafair's Roman Circus. It's the only building of its kind in the United States. Built like the famous circular Society Circus Pavilions of Europe. Its single ring surrounded by balconies gives maximum proximity and viewing. You're right out front, close enough to the performers and animals to really feel a part of the circus. Watch out! Balcony recommended for the timid.²⁰³

Hapsburg Hippodrome – Santafair Activity

On May 8, 1963 the Hapsburg Hippodrome opened at Santafair. The hippodrome was made to look like a 250 A.D. hippodrome at Constantinople. The building had 700 seats.²⁰⁴

HIPPODROME SUPPER CLUB – (10:00-11:00 EACH EVENING)
There's dancing to real live, and real lively . . . wonderful, top performers from the theatre, motion picture and television . . . then everybody joins

²⁰² Brochure, *SANTA FAIR U. S. A.*

²⁰³ Brochure, *SANTA FAIR U. S. A.*

²⁰⁴ "NEWEST ADDITION TO SANTAFAIR," *Federal Way News-Advertiser*, 8 May 1963, p. 11.

in for a real hootin' Hootenanny. What a way to cap off the evening.²⁰⁵

“There were two huge doors on the north and south that allowed all parades to go through the building also – so judges, etc. could be under cover to see all of the parade.”²⁰⁶

Farm Fair – Santafair Activity

The Farm Fair was designed to represent a County Fair in miniature. The claim was made, “You will get more out of a County Fair if you can visit Santafair’s Farm Fair first.”²⁰⁷ This is where the children’s Merry-go-rounds were located.

Emphasis here was on the contribution made by the agricultural industry. It featured displays of farm animals, both live and in life-like models, exhibits of methods, techniques and tools of agriculture, giving those in the city a chance to look “back on the farm.” Recognition was given to the 4-H and Future Farmers of America for their participation in events at Santafair. In the Farm Fair area as elsewhere in Santafair, entertainment and amusement rides were combined to entertain and enlighten.²⁰⁸

Super Chief – Santafair Activity

The Super Chief was a trackless train that offered tours of the Santafair grounds as well as the Federal Shopping Way grounds.²⁰⁹

All Nations Fair – Santafair Activity

The All Nations Fair displayed items from the various nations of the world. It contained activities and rides for children featuring a three-car miniature railroad.²¹⁰ The three-car miniature railroad went by small-scale reproductions of the Queens Guard, the English Parliament Building and the clock tower of Old Ben at the London Terminal.²¹¹ The anniversary of the United Nations occurred in the latter part of October and was observed in the All Nations area.²¹²

This area also had scenes from Venice with gondola rides on the Grand Canal past the Doges Palace and the Lion of St. Marks copied and transported directly from its previous location along the real Grand Canal.²¹³

The Mayfair Castle was located in the All Nations area.²¹⁴

The highlight of the All Nations Area was the Old World Square described in a separate section (See **Old World Square** section.)

²⁰⁵ Brochure, *SANTA FAIR U. S. A.*

²⁰⁶ Author’s discussion with Mrs. Evelyn Cissna, May 2, 2002.

²⁰⁷ *SANTAFAIR, Federal Way, U.S.A.*, p. 4.

²⁰⁸ *SANTAFAIR, Federal Way, U.S.A.*, p. 15.

²⁰⁹ *SANTAFAIR, Federal Way, U.S.A.*, p. 4.

²¹⁰ *SANTAFAIR, Federal Way, U.S.A.*, p. 6.

²¹¹ *SANTAFAIR, Federal Way, U.S.A.*, p. 8.

²¹² *SANTAFAIR, Federal Way, U.S.A.*, p. 11.

²¹³ *SANTAFAIR, Federal Way, U.S.A.*, p. 16.

²¹⁴ *SANTAFAIR, Federal Way, U.S.A.*, p. 16.

Magic City Theater – Santafair Activity

The Magic City Theater was the home of the ice review and well presented stage attractions.²¹⁵

City Fair – Santafair Activity

The City Fair in Santafair included rides, exhibits, features and games that made an ideal setting for the observance of special weeks and holidays throughout the year. For example, Auto Show Week in May each year featured the annual finals of the Friday Safe driving contest in which the Auto Skooter [sic] rides added a comic touch with the cars performing like the were on an ice sheeted street.²¹⁶

Space Fair – Santafair Activity

The Space Fair area demonstrated the rapid expanse of the exploration of space that was occurring in the 1960s. Space rides included the spectacular Stratoboggan where passengers rode their own Space Capsules amid the world’s famous mountain peaks and experienced a thrilling climax dive beneath an actual waterfall. Other exhibits, features and rides were selected to provide patrons with the various experiences and information in connection with the Space Age that the country was entering. The space-related attractions were designed to interest people of all ages. This area was located in the “Space Colony Building,” one of the largest all-plastic buildings in the world at that time and the biggest building used for this purpose enclosing almost one-half million cubic feet of post-free area. The adjoining space wing building was a steel structure.²¹⁷ This area also featured exhibits of the advances in flying and in early December of each year observed the anniversary of powered flight. This week was observed at Santafair as “Kitty Hawk Week”²¹⁸

The highlight of this exhibit was a U. S. Air force Lockheed T33 Shooting Star jet fighter donated by the Air Force. This was moved to the exhibit area On October 28, 1962.²¹⁹

Special Events – Santafair Activities

Federal Shopping Way was always holding special events which could generally be called Santafair activities, although they might be held anywhere on the grounds.

A typical example would be a two-day Lion’s Club Pancake Jamboree held in June, 1962. A crowd of more than 2,500 attended the Aunt Jemima Pancake Jamboree. Aunt Jemima was there “in person” to supervise the cooking of her world-famous pancakes and to provide special entertainment. Proceeds from the event that was held in the Dakota Barn in Santafair were given to Boy’s Club and other service organizations. A special

²¹⁵ *SANTAFAIR, Federal Way, U.S.A.*, p. 6.

²¹⁶ *SANTAFAIR, Federal Way, U.S.A.*, p. 11.

²¹⁷ *SANTAFAIR, Federal Way, U.S.A.*, p. 12.

²¹⁸ *SANTAFAIR, Federal Way, U.S.A.*, p. 11.

²¹⁹ “Lockheed Jet Delivered To Santafair,” *Federal Way News*, 31 October 1962, p. 1.

feature of this event was a series of pancake races won by Joann Kure who won a trip to Disneyland and a merchandise certificate.²²⁰ A surprise guest was popular Brakeman Bill of KTNT-TV who had had Aunt Jemima on his television program several times. Also performing were the “Techniques” a young Federal Way group. Dave Clark, well-known KVI disk jockey did a “live” broadcast from the scene on Saturday afternoon.²²¹

Another example was the IGA “Meatball Special.” This consisted of motor driven soapbox derby type cars. It was sponsored by IGA in 1963 and advertised as the first annual Santafair 500 race. Several preliminary five-lap races and a six-lap final held in one of the parking lots near Santafair. Jack Rivers local TV personality acted as the race starter. The IGA ‘Meatball Special’ won the event.²²²

Many national bandleaders of all types of music often performed for dances and shows at Santafair. For example, Tex Williams, famed recording and Hollywood star, and his musical group appeared in January, 1965. About 400 persons attended the two shows with proceeds going toward the construction of a new chiropractic center.²²³

Trade shows and national travel convention groups often used the site for their activities. An example is the August, 1960 visit by more than 200 travel trailers from 29 states. The Northwest unit of the Wally Byam Caravan Club sponsored the visit. The trailers parked at Federal Shopping Way East, which installed hundreds of feet of water lines and electrical equipment. The visitors commented on the park like atmosphere of what was then the undeveloped Federal Shopping Way East and the close proximity of the stores and amusements at Federal Shopping Way West across the street.²²⁴

Santa Arrives – Santafair Activity

Every year a major attraction at Federal Shopping Way was the arrival of Santa on a Saturday in early December. In 1962 he arrived escorted by a caravan of antique cars. He was then escorted inside where he talked with the children and many prizes and foods were offered to all attending.²²⁵ In other years he arrived by helicopter or some other exotic means.

News of Washington Newsletter – Santafair Activity

Santafair published its own quarterly Newsletter for a short period of time in the mid-1960s. Based on the only existing copy available, Spring, 1965, this was a two-sided heavy paper mailer containing what appeared to be news articles but like much of the material produced by Federal Shopping Way, were advertisements for activities of Santafair. The newsletter was called N.O.W., News of Washington. It was published in Guild Hall, part of Old World Square. The Spring 1965 issue had articles on the low cost of Santafair birthday parties, psychologist contends there are values in the unexpected,

²²⁰ I think a pancake race involves the runners flipping pancakes in a pan as they run. (?)

²²¹ “2500 Attend FW Pancake Jamboree,” *Federal Way News*, 27 June 1962, pp. 1, 13.

²²² “IGA ‘Meatball Special’ Wins First 500,” *Federal Way News*, 5 June 1963, p. 1.

²²³ “MUSIC MAKERS,” *Federal Way News*, 27 January 1965, Sec. 2, p. 11.

²²⁴ “More Than 200 Travel Trailers From 29 States At F. W. Rally,” *Federal Way News-Advertiser*, 24 August 1960, p. 5.

²²⁵ “Old Fashioned Christmas Planned Throughout Federal Shopping Way,” *Federal Way News*, 2 December 1959, p.2.

mother's work around the house is worth \$165 per week, driving 25 to 50 miles to visit Santafair is well worth it, the world's largest weatherproof amusement park is in the northwest (this is of course Santafair), all ages enjoy the universal appeal of Santafair, a collection of 15 small pictures depicting activities at Santafair and a listing of the hours and a list of phone numbers for Santafair.²²⁶

Railroad

A narrow gauge railroad was built to circle the grounds of Federal Shopping Way. The railroad was opened for business on May 10, 1963. May 10 was selected, as this was the anniversary of the May 10, 1869, golden spike ceremony at Promontory, Utah, completing the first transcontinental railroad across the United States. Governor Albert Rossellini drove the Federal Way "golden spike". The main depot was located at Flags West Village. The official name of the railroad was the Hudson's Bay, Muckleshoot and Eastern.²²⁷

This railroad and its track system is a good example of how Cissna really did try to have exceptional attractions at the shopping mall. The railroad ran around the outside border of the grounds of Federal Shopping Way West offering rides to those interested. The train ride could either be considered as an amusement ride or as one being used for actual transportation from one part of the mall to another. The railroad had several stops connecting the Greyhound Bus Depot, the New Mexico Building, the northeast corner of the mall, Flags West Village, Heritage Village, Sylvan City (the southeast corner of the mall), and the Old World Square East Central Depot. The plan was to eventually run to the east side of highway 99 to make a connecting route between Federal Shopping Way West and Federal Shopping Way East. This was to be done by having the train run on the planned pedestrian overpass.²²⁸

The railroad included engine and tender replicas of the famous 'Iron Horse', four coaches designed from a Currier & Ives print of a passenger train of the 19th century and 10,099 feet of iron rail (making about a mile of track²²⁹), 1,000 tie bars, and 1,998 bolts. Excluding the simulated gold spike there were 14,920 regular spikes, 3,650 cross ties, and 365 cubic yards of ballast. The train incorporated the latest safety devices such as air brakes on each of the four coaches as well as on the engine and tender. Each main wheel had two additional safety wheel devices to assure rail contact at all times when the train went around curves. The maximum grade at any point was four per cent.²³⁰ Mrs. Cissna indicated that the railroad was purchased from Walt Disney as it was too small to be used for Disneyland.²³¹

²²⁶ *News of Washington*, published by Santafair, Spring, 1965, pp. 1, 2, in the files of the Historical Society of Federal Way. In the corner is the comment CELEBRITIES SPECIAL EDITION, so this may have been a one time only publication and I am wrong that it was published quarterly for several issues.

²²⁷ "I [Have] BEEN WORKING ON THE RAILROAD," *Federal Way News-Advertiser*, 8 May 1963, p. 1.

²²⁸ Lowell J. Beaver, "Historic Memories", nd, p. 221A, in the files of the Historical Society of Federal Way. This appears to be part of a larger publication but only this one page is available.

²²⁹ 10,099 feet/2 rails/5,280 feet/mile = 0.96 mile.

²³⁰ Beaver, p. 221A

²³¹ Author's discussion with Mrs. Evelyn Cissna, May 2, 2002.

Aerial pictures of the site with the track and train in place do not make clear the safety features used at the several road crossings in and out of the mall. No record has been found, however, of any car-train accident at the crossings.

Frank Spane, owner of Frank and Guys Meat Market, present for all the growth and collapse of Federal Shopping Way, reminisced in 1986 about the railroad with fond memories.

[It] was a nice attraction for the shopping center. It drew people here. To me, those were more fun days. But a lot of people hated it, because the whistle was always blowing and you couldn't get across the tracks sometimes.²³²

Old World Square

Old World Square was one of the first major sections to be planned. The initial planning phase of Old World Square began as early as 1956.²³³ It was not until 1964, however, that Old World Square became a reality. On April 23, 1964, the Old World Square was opened as part of the Santafair complex.²³⁴ Mrs. Washington, Mrs. LeRoy Clauson of Bremerton, who had just returned from competing in the Mrs. America contest in St. Petersburg, Florida, dedicated the square.²³⁵

A central feature of Old World Square was a duplicate of Shakespeare's Study, designed by Heinz Ulbricht, creator of Chaucer Square in the Old English Inn area in Victoria. April 23, 1964, was the 400th anniversary of the birthday of William Shakespeare. The study was an authentic reproduction of the Stratford-on-Avon architectural design, even to the wormholes in the timbers that are characteristic of the architecture of the Elizabethan Period.²³⁶

Old World Square consisted of small shops and a clock tower. The Old World Square was designed as a composite reproduction of a European village square with architecture and examples of various periods and traditions of the countries of Europe. At its center was the Singing Fountain of the Four Children.²³⁷

Heinz Ulbricht was the feisty German designer who was instrumental in the development of Old World Square. He got caught up in Cissna's dream in the early 1960s. Cissna's half-million-dollar-vision was to bring tidbits of Old Europe to Federal Way and place them into a Disneyland-like atmosphere. Ulbricht later went on to help put the town of Leavenworth on the map by designing 95 percent of its quaint European buildings constructed since 1965.²³⁸

In September 1980, Ulbricht revisited the square and talked about its origin and the original plan. He indicated that the three story building that housed the Federal Way Rubber Stamp and Trophy Company was an exact replica of the first Edwards Lloyd's

²³² Karen Blair, "Up for sale: Crazy quilt of local history," *Federal Way News*, 25 April 1986, p. A-2.

²³³ *Federal Way Historical Tour Guide* (Federal Way: Historical Society of Federal Way, 1992), item 1.

²³⁴ Ann Hagen, "Ulbricht still has dreams for Old World Square vision," *Federal Way News*, 1 October 1980, p. A-5.

²³⁵ "Mrs. Washington Dedicates Square," *Federal Way News Advertiser*, 29 April 1964, p. 1.

²³⁶ "Mrs. Washington Dedicates Square," p. 1.

²³⁷ *SANTAFAIR, Federal Way, U.S.A.*, p. 16.

²³⁸ Hagen, "Ulbricht still has dreams for Old World Square vision, p. A-5.

Coffee House that later became Lloyds of London. The building, representative of those in the 1700s, had always been one of his favorites. He stated, “The windows are all custom made and they open to the inside . . . the 100 plus windows in the square cost \$300 each to build. It was a fortune even then. But, we didn’t spare the expense.”²³⁹

There were double-deck buses from England, cultural centers for children; and miniature trains encircling the entire shopping center to transport customers from one end to the other of what was to be the first covered shopping mall.²⁴⁰

The yellow building with the three-sided clock tower imbedded in a copper face steeple, was once the location of carnival rides for youngsters. A bell from Belgium chimed the hour and the three-sided clock that cost in the neighborhood of \$15,000 was all remote controlled. This building was known as city hall and was an exact replica of the hall in Ulbricht’s hometown of Freiberg Germany.

All the structures within the square were copies of important places scattered throughout Europe. There were partial replicas of buildings from France, Germany, Spain, Holland and Belgium. Ulbricht did much of the construction himself. He had a small workshop that adjoined the square for the duration of the two-year construction period. He felt a great sense of pride in the moldings that had been hand hewn, the small rooms with their heavy dark borders and the unique touches that flowed from his memories of Europe.²⁴¹

A cement fountain covered with cherubs was shipped in from France for the plaza.²⁴² This fountain, which once bubbled in the middle of the square, came from Paris, France. Ulbricht said, “J. R. shipped it over to work with it. It was such a spectacular thing with its lights and music that was all wired in.”²⁴³

The building users discovered that installation of air conditioning required tunneling through six feet of concrete ceiling. Elaine Cahill who fought with Cissna over many of the construction problems chuckled that “the place is probably earthquake-proof. Its old, and Old World Square needs to be remodeled, but its sturdy.”²⁴⁴

Excitement Brought to the Area

Tom Spane grew up in Federal Way. He recalls the initial glitter that Federal Shopping Way brought to the area.

A small train carried visitors around the mall then. The Flying A gas station was across the street from Frank and Guy’s. And a playground version of a rocket, the epitome of high-tech, was offered for all kids to climb.

I loved that rocket. We would ride our bikes from home, go play on the rocket, then ride to the library in the back of the shopping center. We’d spend our afternoons there.²⁴⁵

²³⁹ Hagen, “Ulbricht still has dreams for Old World Square vision, p. A-5.

²⁴⁰ Hagen, “Ulbricht still has dreams for Old World Square vision, p. A-5.

²⁴¹ Hagen, “Ulbricht still has dreams for Old World Square vision, p. A-5.

²⁴² Steiger, p. 5.

²⁴³ Hagen, “Ulbricht still has dreams for Old World Square vision, p. A-5.

²⁴⁴ Steiger, p. 5.

²⁴⁵ Steiger, p. 2.

Many various shows and activities were held on the parking lot space over the years. An example is an annual show of the latest models of mobile homes where up to 30 dealers would present their products.²⁴⁶

Federal Shopping Way East²⁴⁷

From the beginning, Federal Shopping Way was planned to be in operation on both the west and east sides of Highway 99. The Company in 1961 acquired 160 additional acres between the Freeway intersection (I-5, scheduled to open the following year) and its properties on the west side of Highway 99. This comprised the equivalent of 60 square blocks of potential new business area. The management was proud to point out that this was three times the area of the Century 21 World's Fair grounds in Seattle. By 1961, ten buildings were in place and being used on the east side of Highway 99. The ten buildings in operation on the east side of Highway 99 included the Saskatchewan-Alberta-Manitoba buildings (the Canadian group). New tenants who moved in during 1961 included an automatic cleaning and Laundromat business, floor covering and draperies, a new four-chair barbershop, as well as expanded quarters for the Intercity Publishing Co., and Molenda TV. The two latter businesses were formerly housed in Federal Shopping Way west.²⁴⁸

In 1965 plans for a proposed \$35,000,000 shopping and recreational development were announced for Federal Shopping Way East. The area on the east side of Pacific Highway South between South 312th Street and South 320th Street would be greatly improved and additions made. The move all the way to South 320th would expand the present in-use area from South 316th. Robert D. Riley, leasing manager for Federal Old Line announced that the first phases of construction would start in early 1966. Riley said that a number of leases were already signed for businesses and recreation. He said these included a "multidepartment store, recreation complex, and theater. Actually it will be far more than a theater."²⁴⁹

²⁴⁶ "Latest Models of Mobile Homes to be Featured at Huge Showing," *Federal Way News*, 6 April 1960, page number not available.

²⁴⁷ In this paper if Federal Shopping Way East is not specified the area under discussion is Federal Shopping Way West.

²⁴⁸ "Federal Shopping Way – A Story of Progress," page number not available.

²⁴⁹ "Complete Plans On Development Promised 'Soon'," either the *Seattle Times* or the *Seattle Post-Intelligencer*, 17 November 1965, page number not known. Unfortunately the newspaper cannot be determined from the clipping available, but from the format and information on the reverse it appears to be one of the Seattle papers.

Bowling Alley at Federal Shopping Way East

The only really successful operation at Federal Way East was the bowling alley that opened in the late 1950s.²⁵⁰ The original bowling alley was called Federal Way Lanes, but was renamed Santafair Lanes even though it was on the east side of Highway 99 and not connected physically with Santafair on the west side of Highway 99. In March 1962 John Vertrees, Dan Sloan and Glen Miller assumed ownership of the popular establishment and made the name change and renovated and modernized the establishment.²⁵¹ The exact closing date of this facility is not known.²⁵²

Recre-plex Complex²⁵³

It was announced that the first segment of the planned expansion to be started in Federal Shopping Way East would be Recre-plex²⁵⁴, which would include enlarging the existing bowling alley. Apartment houses and office buildings were also planned. John Graham and Company, one of the major architectural and engineering firms in the west, developed the master plan. Riley said that a department store was definitely assured for this side of Pacific Highway.²⁵⁵

A site-plan advertisement for Recre-plex shows the planned complex to have four buildings.

Building A - Federal Way Athletic Club - Offices, lounge, banquet hall, restaurant, cards and billiard rooms, exercise rooms, cocktail lounge, dance hall and game rooms.

Building B - Bowling alley, forty apartments, and Crown Circle Theatre.

Building C - Double Film Theatre - 1,000 seat theatre and the Vu Theater with 300 seats.

Building D – Olympic Palace – Ice skating rink, roller skating rink, swimming pool, spectator sports events, convention and exhibit areas.²⁵⁶

Mrs. Cissna indicates the movie theater was originally planned to have six or eight screens but it was cut back to two.²⁵⁷ This is another example of Cissna being way ahead of his time as now most theaters are complexes with six screens.

²⁵⁰ The exact date can probably be found in editions of the *Federal Way News* from this general time period.

²⁵¹ “New Owners At Santafair Lanes,” *Federal Way News*, 21 March 1962, page number not available.

²⁵² The exact date can probably be found in editions of the *Federal Way News* from this general time period.

²⁵³ Recre-plex was the spelling normally used but sometimes it was spelled Recre-Plex.

²⁵⁴ See the later section, **Illegal Sale of Securities for Recre-plex**, for details of Recre-plex and how its financing led to the collapse of the project as well as Federal Shopping Way.

²⁵⁵ “Complete Plans On Development Promised ‘Soon’,” page number not known.

²⁵⁶ *SITE PLAN RECRE-PLEX*, undated, in the files of the Historical Society of Federal Way. This appears to be a page from an advertisement promoting Recre-plex, possibly part of the material used to raise money.

²⁵⁷ Author’s discussion with Mrs. Evelyn Cissna, May 2, 2002.

Federal Old Line Insurance Company's Thirtieth Anniversary

Remember that it was Cissna's Federal Old Line Insurance Company that had originally been the sponsor and base for Federal Shopping Way. Going into 1966 the Federal Old Line Insurance Company appeared to be meeting all its goals and Cissna inaugurated a thirtieth anniversary celebration. The first six months of 1966 showed progress that resulted in the establishment of new goals and objectives for the insurance company. A study predicted that the insurance company would pass a billion dollars in total assets by 1975 and the target for 1976 was set at \$1.4 billion.²⁵⁸

As part of this thirty-year anniversary Federal Old Line's growth in assets for the 30 years was published as follows:

Year	Assets (\$)						
1937	2,572	1945	724,459	1953	3,465,732	1961	6,792,901
1938	6,591	1946	999,853	1954	3,773,634	1962	7,250,389
1939	22,291	1947	1,351,240	1955	4,393,168	1963	7,666,441
1940	48,872	1948	1,657,721	1956	4,683,467	1964	7,249,979
1941	87,907	1949	1,699,187	1957	5,082,222	1965	7,714,236
1942	222,112	1950	2,007,716	1958	5,842,010		
1943	299,423	1951	2,386,637	1959	6,210,231		
1944	460,397	1952	2,967,492	1960	6,313,705		

Source: "FEDERAL OLD LINE GROWTH OF ASSETS," *Tacoma News Tribune*, 24 November 1966, p. B-3.²⁵⁹

As part of the thirty-year celebration, Federal Old Line boasted that it had never had a contended case with any policyholder, beneficiary, or applicant. Cissna felt this was a record that no other insurance company could match. He admitted, however, that Federal Old Line had had an almost continuous series of differences with the Washington State Insurance Commissioner on what legislation and what operational policies would be in the best interests of policyholders. Cissna felt that the press often reported the differences inaccurately. He gave as examples, statements to the contrary notwithstanding, that Federal Old Line had never invested one dollar in Federal Shopping Way, Inc.; the Supreme Court had never ordered that the State Insurance Commission take charge of the company and rehabilitate it; the company has slightly over eight per cent invested in real estate rather than over 65 percent erroneously reported. Cissna also insisted that Federal Old Line had never had occasion to report one dollar of investment loss in its history.²⁶⁰ It is obvious from these comments that the purpose of this thirtieth anniversary entire page advertisement in the *Tacoma News Tribune* was the beginning of a serious response to legal problems with the State Insurance Commissioner.

²⁵⁸ "1976 Target: \$1.4 Billion," *The Tacoma News Tribune*, 24 November 1966, p. B-3. See "SUCCESS IN 1966-67 footnote for comments on this page of the newspaper.

²⁵⁹ See "SUCCESS IN 1966-67" footnote for comments on this page of the newspaper.

²⁶⁰ "HOW ABOUT LAW SUIT?" *Tacoma News Tribune*, 24 November 1966, p. B-3. See "SUCCESS IN 1966-67 footnote for comments on this page of the newspaper.

Cissna's General Community Involvement

Cissna was involved with many community activities other than those relating just to the shopping mall. All five of his five children went through the area's school system.²⁶¹ Cissna was a community activist in many ways as he helped to organize a Lions club and he was active in Woodmont Christian Church where he taught Sunday school for adults. Cissna claimed that he did not grow rich through the shopping center but that he was well off through property investments and insurance company endeavors.²⁶²

Cissna was always involved with charitable activities in the area. For example, in April 1963, he helped lead the drive organized by businessmen of the area to raise money to help finance the Cancer Society.²⁶³

Mrs. Juve Robertson, who along with her husband Ben, had many business dealings with Cissna stated, "I can only judge by how he treated us and he's always been very courteous. His wife was an absolute doll." Mrs. Robertson remembered how hard Cissna worked at church, taking notes during sermons so often that it even made the minister nervous. "He was very well-read and knew the Bible inside and out."²⁶⁴

Cissna was an active member of many community organizations such as the Federal Way Lions Club. For example in June of 1962, Cissna received the 100 per cent District Governor award from Lions International.²⁶⁵

Cissna was also involved with the Boy Scouts of America. He was instrumental in forming Post No. 240 of Federal Way. He also served as the Explorer Chairman for the Mt. Rainier Council. He also was the force that brought the first regional meeting of the Boy Scouts of America to Tacoma in October, 1960. He was a featured speaker at this regional meeting.²⁶⁶

Cissna evidently made a few enemies along the way. Ben Robertson remembered belonging to the Evergreen Businessmen's Club that met in a building near Pacific Highway South and South 336th Street. Cissna insisted the group move its meetings to the shopping center but they refused. "He found out when we were having elections, they stacked the votes. He became an officer and moved the group to the shopping center."²⁶⁷

For the 18 years that Cissna was in control of Federal Shopping Way he lived in a secluded home known as 'the castle' just north of Redondo Beach.²⁶⁸ Mrs. Cissna did not feel this home was secluded as she,

[entertained] 1,500 people a year Our home was open for Lions, Garden Club and every business in the center we had over to dinner.

²⁶¹ Author's discussion with Mrs. Evelyn Cissna, May 2, 2002.

²⁶² Hagen, "Cissna: Lawyer leaves an entangled legacy," p. A-6.

²⁶³ "Federal Way Business Men Launch Cancer Campaign," *Federal Way New-Advertisers*, 24 April 1963, p. 1.

²⁶⁴ Hagen, "Cissna: Lawyer leaves an entangled legacy," p. A-6.

²⁶⁵ "New Officers," *Federal Way News-Advertiser*, 20 June 1962, p. 9.

²⁶⁶ "F. W. Scouts Featured at Regional Meeting," *Des Moines – Federal Way Tribune*, 2 November 1960, page number not available. It is not known if there is a archive of the *Des Moines – Federal Way Tribune* available.

²⁶⁷ Hagen, "Cissna: Lawyer leaves an entangled legacy," p. A-6.

²⁶⁸ Hagen, "Cissna: Lawyer leaves an entangled legacy," p. A-6.

The Christmas parties for merchants of center, Federal Old Line Insurance, school officials, scouts, Lions, Camp Fire, etc. were extensive. Not one week during the year went by without folks using that house. I had 25 rooms to clean and care for, plus three and a half acres of yard to care for. We worked harder than any of our guests.²⁶⁹

Beginning of Financial Losses

It apparently never occurred to Cissna or his investors that Federal Way might not be ready to financially support the grand vision of Federal Shopping Way. In the late 1950s and early 1960s, Federal Way was still just an undeveloped area and not a real suburb. The rapid growth and development of the area that occurred in the 1970s was still in the future. (Mrs. Cissna feels that the rapid growth of the 1970s was because of the ground work Mr. Cissna did in the 1950s and 1960s.)²⁷⁰

A fifth anniversary pamphlet for stockholders distributed in 1960 notes the incorporation of Santafair, and waxed poetic about the mall's future – “the greater the service and benefits to customers, merchants and the general public the greater the prospects of higher-than-average rewards become.”²⁷¹

Court Records

Beginning in the early 1960s, J. R. Cissna, Federal Old Line Insurance, Federal Shopping Way and the many other subsidiary companies and their officers and the investors, were involved with an ongoing series of court battles lasting more than 20 years. The discussion that follows concerning these court actions is based on newspaper accounts and some personal correspondence by those involved. Many of the official court records are available in the files of the Historical Society of Federal Way. Because of the legal terminology used in these and the difficulty of relating the material to the discussion, the actual court records have not been used in this paper. It should also be noted that Mrs. Evelyn Cissna feels the newspaper accounts give a bias against J. R. Cissna's activities and since this paper is based largely on newspaper accounts, Mrs. Cissna feels it is also biased against her husband.²⁷² Some of her comments concerning the financial and legal issues are included in the remainder of this paper. A two part, two hour video is available in which Mrs. Cissna was given free reign to present her viewpoint.²⁷³ A typed transcript of the two hour video is available in the files of the Historical Society of Federal Way.

²⁶⁹ Author's discussion with Mrs. Evelyn Cissna, May 2, 2002.

²⁷⁰ Author's discussion with Mrs. Evelyn Cissna, May 2, 2002.

²⁷¹ Steiger, p. 5 and 5th Anniversary Report, Federal Shopping Way Inc.

²⁷² Author's discussion with Mrs. Evelyn Cissna, September 21, 2001 and author's discussion with Mrs. Evelyn Cissna, May 2, 2002. Bob Boroughs, former treasurer of Federal Old Line Insurance, has indicated to Mrs. Cissna he would like to present his viewpoint on the legal and financial issues, but the author has not made this contact yet.

²⁷³ “Crime and Corruption, A Personal Story, Parts 1 and 2,” from the TV series *A Visit with a Person of High Strangeness*, Guest Evelyn Cissna, Interviewer Lillian Mustler, PO Box 3779, Lacey WA 98509, Director Justin B. Wright, Producer TCTV, Olympia WA, for public access TV, copyright 2000 by High Strangeness Productions.

First Major Problem With the Securities and Exchange Commission

In March 1961, the Securities and Exchange Commission (SEC) charged Federal Shopping Way, Inc., with violation of the anti-fraud provisions of the Securities Act. The SEC filed in Federal Court in Tacoma, asking that Cissna, the corporation and other defendants be enjoined from “continuous violations” in the offering and sale of corporation securities.²⁷⁴

J. R. Cissna issued an immediate denial. Cissna said a letter had informed all stockholders and a full report of the corporation’s activities is contained in the fifth annual report of the corporation. Cissna further stated,

We believe that action arose from pressures that are not evident, that it was competitively inspired. . . . We thought long ago that each of the (government) questions had either been answered satisfactorily or proved to be false. We believe the proceeding is not an attempt to be fair and forthright. We deny any wrongdoing.²⁷⁵

Cissna always claimed in future SEC and court actions that competitors were using the courts to reduce his ability to compete in the fair open market.

In its complaint the SEC contended that the defendants and their associates formed about 30 affiliated or cooperative corporations to buy and resell property to Federal Shopping Way, Inc. The complaint said one of the purposes of this manipulation was to avoid state restrictions on how much in loans could be obtained from Federal Old Line Life Insurance Co., another one of the defendants. Markups in resale of properties to the corporation amount to more than \$2,000,000 the complaint stated.²⁷⁶

Cissna, speaking for Federal Old Line and Federal Shopping Way, stated that the so-called “marked-up” values were transactions based on authoritative appraisals that are far below the present true value and selling price of comparable real estate in Federal Way.²⁷⁷

The complaint further contended that the defendants obtained money by omitting or failing to disclose material facts on the corporation and aspects of its financial and business condition. Besides Cissna, Federal Shopping Way and Federal Old Line Insurance, other defendants named were Federal Association, Inc.; Shopping Center Management Co.; A. W. Montgomery Construction Co., Inc.; Riley Finance Corp. (formerly Riley Federal Old Line Corp.); Consultation and Management Services, Inc.; Intercity Publishing Co., Inc. Federal Way Transit Co., Inc. and the following individuals: Robert J. Burroughs, Glen Fairbanks, Richard Gronning, H. O. Stone, A. J. Wenzler, E. C. Woepse, William O. Causin. Howard C. Fairbairn and R. C. Mounsey, Sr. Stone was president of Federal Shopping Way, Inc. and Wenzler was the secretary-

²⁷⁴ “Local Firms Deny SEC Stock Charges,” *Federal Way News*, 15 March 1961, page number not available.

²⁷⁵ “Local Firms Deny SEC Stock Charges,” page number not available.

²⁷⁶ “Local Firms Deny SEC Stock Charges,” page number not available.

²⁷⁷ “Local Firms Deny SEC Stock Charges,” page number not available.

treasurer. The complaint said that the other named individuals are officers of the other corporations in the alleged violations.²⁷⁸

In March of 1961, the controversies with the SEC and the arguments in Federal Court, particularly in connection with Federal Old Line's dividends of 8 per cent per year to its stockholders, resulted in Federal Old Line changing some of its policies. Following this action the board raised the dividend to 10 per cent. Federal Shopping Way also paid 5 per cent on its debenture bonds in the early 1960s.²⁷⁹

By this time however the shopping center had begun to lose money for Federal Old Line investors, and Cissna had drawn the attention of the state insurance commission, which had become convinced that something was awry. Public attention shifted from the still-operating Federal Shopping Way to Cissna himself in the mid-1960s. Cissna insisted he was selling real estate for a combination amusement center/theater/athletic club he planned to erect on the east side of Pacific Highway South. The insurance commission countered that, with land parcels being sold that were the size of postage stamps, Cissna was hawking securities.²⁸⁰

Illegal Sale of Securities for Recre-plex

The methods used to finance the development of the 20-acre site known as Recre-plex resulted in court action which caused both Federal Old Line Insurance and Federal Shopping Way to become completely financially unstable and go into bankruptcy. The vision of the shopping center right from the start included a convention center, motels, a golf driving range and an amusement park. Cissna, who now controlled both the insurance company and the shopping mall, helped organize investors in the early 1960s for a recreational complex to be called Recre-plex. Recre-plex was to be built as part of Federal Shopping Way's expansion onto the east side of Highway 99 (see previous sections on **Federal Shopping Way East** and **Recre-plex**). The 20-acre tract to be developed as Recre-plex, however, never quite made it.

By 1965 Recre-plex was involved in the same legal tangle that was starting to engulf the other activities controlled by Cissna. The insurance commission again charged Federal Old Line Insurance with a host of violations concerning the investment methods used for this property.²⁸¹

In 1967 the Federal Securities and Exchange Commission went to court for an injunction to halt the Recre-plex land sales charging that the sale of the 20 acre tract in lots as small as 0.0025 of an acre parcel constituted the sale of securities not real estate.²⁸² The civil action charged Federal Shopping Way, Inc., with fraud in receiving more than \$1.7 million from investors in the previous three years. Defendants in the suit were the corporation, whose principal offices were at Federal Shopping Way, and J. R. Cissna, its board chairman and chief executive officer. The SEC asked that a temporary restraining

²⁷⁸ "Local Firms Deny SEC Stock Charges," page number not available.

²⁷⁹ "Federal Shopping Way – A Story of Progress," page number not available.

²⁸⁰ Steiger, p. 5.

²⁸¹ Rodgers, p. A-2.

²⁸² Rodgers, p. A-2.

order be granted pending a final judgment and that the firm be placed in immediate receivership.²⁸³

The SEC alleged that from June 1964 to September 1967, Federal Shopping Way and Cissna had “sold to hundreds of investors over \$2 million in investment contracts and interest in profit-sharing agreements relating to the 20 acre recreation complex called Recre-plex.” Recre-plex was planned to have an Olympic-size swimming pool, convention and banquet halls, two theaters, a restaurant and cocktail lounge, sports center, ice skating rink, roller skating rink and private athletic club facilities.²⁸⁴

The SEC charged that,

Not a single building has been constructed and defendant Federal Shopping Way, Inc., has diverted and misapplied investors funds to other purposes including payment of expenses and obligations of Federal Shopping Way, Inc. which it would otherwise be unable to pay.

Federal Shopping Way used a “device scheme and artifice to Defraud” in obtaining the Recre-Plex [*sic*] investments. . . .

Contracts included a 1/1800th fractional interest in the 20-acre tract and were sold at prices ranging from \$500 to \$785 per unit by sales crews trained by Cissna.²⁸⁵

The SEC pointed out deep financial problems of Federal Shopping Way as they further charged that the annual deficit of \$539,081 had been paid almost entirely by funds derived from the Recre-plex securities. It added that the Federal Shopping Way had current liabilities of \$1,719,678 and had an accumulated deficit of \$5,920,735 from operations up to January 31, 1967. The SEC said the firm had operating expenses of \$800,230 from February 1, 1966, to January 31, 1967, and a gross income excluding the Recre-plex contract sales of only \$261,149. It further stated that the firm owed interest on outstanding bonds since January 1964, and an unspecified amount of state excise taxes, which had not been paid. Federal Shopping Way was also four to five years delinquent in payment of real estate taxes on the Recre-plex tract and other property at the shopping center.²⁸⁶

The SEC also charged that Cissna personally conducted a training school for salesmen where he outlined verbal sales presentations to be used. The SEC said the sales presentations did not agree with the printed contract, which was written in confusing language.²⁸⁷

At this time there still existed an incomplete wall, a hole in the ground, and an abandoned bowling center which were the dismal remains of the once highly touted recreation development known as Recre-plex. The issue was given to the Federal courts

²⁸³ “Federal Shopping Way Faces Fraud Charges,” *Federal Way News*, 20 September 1967, p. 1.

²⁸⁴ “Federal Shopping Way Faces Fraud Charges,” p. 1.

²⁸⁵ “Federal Shopping Way Faces Fraud Charges,” p. 1.

²⁸⁶ “Federal Shopping Way Faces Fraud Charges,” p. 1.

²⁸⁷ “Federal Shopping Way Faces Fraud Charges,” p. 1.

that issued a permanent injunction in 1969 prohibiting the further sale by Cissna of investment contracts for the purpose of developing the recreation complex.²⁸⁸

United States District Judge William D. Murray of Butte, Montana, issued the order. Judge Murray had heard testimony in the fall of 1968 concerning a complaint brought by the Securities and Exchange Commission. In his order, Judge Murray said the evidence established that the defendants, Federal Shopping Way, Inc., and John R. Cissna, its board chairman and chief executive officer, “have engaged in a course of conduct in the offer and sale of securities in the form of ‘Recre-plex’ units which has constituted a gross fraud and deceit upon investors, . . .” The judge added, “The evidence also established that the defendant, unless enjoined, will continue to engage in such acts and practice in further violation of the statute.”²⁸⁹

The SEC earlier obtained a temporary injunction prohibiting the sale of the Recre-plex securities. The Federal agency contended that Federal Shopping Way raised about \$2.7 million from investors on representation the money would be used for construction of a major recreation center. Major new construction never occurred,²⁹⁰ as the bowling facility was actually just remodeled from a previous facility.

Insurance Commission Take Over

The Federal Securities and Exchange Commission continued to look down on Cissna’s continued expansion with questionable funding methods. They declared that he had a definite conflict of interest, heading up both the mall group and the insurance company.²⁹¹

Cissna had spawned about 80 different small companies that functioned only to prove the legitimacy of the Federal Old Line Insurance Company according to Dave Freeman a former Cissna employee, who later helped former investors try to get their money back. Freeman stated, “It showed outsiders the insurance company had 80 different companies doing business with them.” Cissna claimed he organized 40 companies and they were all necessary.²⁹² Elaine Cahill, a Brigadoon Elementary School teacher, who was trying to get back her \$10,000 investment plus her parents’ \$60,000 investment stated, “Early on, it wasn’t such a bad idea. He had too many grandiose ideas and played one corporation against the other. According to the papers, he overextended himself and robbed Peter to pay Paul.”²⁹³

As early as 1966, the state insurance commissioner attempted to take over Federal Old Line but was delayed in doing so for three years due to Cissna’s numerous counter-suits and appeals. Cissna alleged, in an anti-trust suit, that the intended bankruptcy of both Federal Old line and Federal Shopping Way were unnecessary and that competing insurance companies were conspiring to eliminate Federal Old Line from doing business. The Federal Old Line case resulted in broader powers for the insurance commissioner, according to Virgil McQueen, the deputy commissioner who came to supervise the

²⁸⁸ “U. S. Judge Enjoins “Recre-plex”, *Federal Way News*, 13 August 1969, p. 1.

²⁸⁹ “U. S. Judge Enjoins “Recre-plex”, p. 1.

²⁹⁰ “U. S. Judge Enjoins “Recre-plex”, p. 1.

²⁹¹ Hagen, “Cissna: Lawyer leaves an entangled legacy,” p. A-6.

²⁹² Hagen, “Cissna: Lawyer leaves an entangled legacy,” p. A-6.

²⁹³ Hagen, “Cissna: Lawyer leaves an entangled legacy,” p. A-6.

“rehabilitation” of the company. “The legislative changes to go in and take control of a failing company resulted from the fact that, in 1966, we had so much trouble gaining control of Federal Old Line.”²⁹⁴

Attorney Brink, assisting the insurance commissioner, stated that Cissna’s charges that the commissioner mishandled the rehabilitation of Federal Old Line and conspired with other domestic insurance firms to hasten the demise of Federal Old Line were unfounded. “The so-called ‘conspiracy’ fades into simple hogwash when you look at the size of the company. They weren’t putting a dent into anything.”²⁹⁵

Bankruptcy for Federal Shopping Way

In 1967, Federal Shopping Way was placed in a state of bankruptcy by its investors.²⁹⁶ Land assets were taken over to pay off debts, and attorney’s fees incurred additional debts.²⁹⁷ Cissna claimed, “The lawyers representing the other side have made millions off the litigation. The assets [of the shopping center] are dwindling because of it.”²⁹⁸

Cissna filed counter suits against four major insurance companies charging them with collusion in trying to force Federal Old Line out of business.²⁹⁹

Federal Shopping Way was placed in receivership in 1968. Federal Old Line insurance Company, the parent company of Federal Shopping Way, was placed in the hands of the state insurance commissioner. Legislation was passed requiring other insurance companies operating in the state to come to the aid of the policyholders of the defunct Federal Old Line Insurance Company.³⁰⁰

It took many years and many court cases to finally settle all the bankruptcy proceedings and suits and counter suits that were instigated. The following sections discuss some of this, but no attempt is made to discuss all the complicated aspects of the legal issues involved.

Bankruptcy for Federal Old Line Insurance

Federal Old Line Insurance, the insurance company, which had invested in Federal Shopping Way, went bankrupt in 1968.³⁰¹

Fraud Charges

Things did not get easier for Cissna as he faced a 1967 injunction against sale of property for his Recre-plex amusement center. The insurance commission would gain control of the Federal Old Line Insurance Company in 1968, although \$1.7 million in assets were

²⁹⁴ Rodgers, p. A-2.

²⁹⁵ Rodgers, p. A-2.

²⁹⁶ “Sowing a city’s seeds,” *Federal Way News*, 28 February 1990, p. A-3.

²⁹⁷ Hagen, “Cissna: Lawyer leaves an entangled legacy,” p. A-6.

²⁹⁸ Hagen, “Cissna: Lawyer leaves an entangled legacy,” p. A-6.

²⁹⁹ Hagen, “Cissna: Lawyer leaves an entangled legacy,” p. A-6.

³⁰⁰ Darlene Himmelspach and Jim Shahan, “Cissna files: Suit challenges bankruptcy sale,” *Federal Way News*, 25 February 1976, Sec. 1, p. 1.

³⁰¹ Fournier Newspapers’ county bureau, “Suit filed to invalidate shopping center bankruptcy,” *Auburn Globe News*, 26 February 1976, page number not known.

by then tied up in bankruptcy proceedings. The Securities and Exchange Commission hauled Cissna and four other mall executives to court for fraud, a charge they eventually beat. But Cissna lost the bigger battle as his Santafair amusement park was put into a receivership when dozens of companies under Cissna's leadership were forced into bankruptcy.³⁰²

By the time the insurance commissioner gained control of Federal Old Line, the firm's total gross assets were about \$7,144,000 Brink noted. "But the lion's share of that was in Federal Shopping Way property, which by the time the commissioner got control in 1968, were tied up in bankruptcy proceedings. We couldn't realize those assets."³⁰³

Richard Whitbeck, the representative for a group of investors who were seeking to recover their losses due to the foreclosure on the former Recre-plex land, contended that Cissna's anti-trust charges "definitely have merit." Whitbeck says the commissioner should have found a firm to reinsure Federal Old Line's policies, instead of moving quickly to form the Washington Life and Disability Insurance Guarantee Association. Brink countered by stating that the association was the only means by which about 10,000 Federal Old Line policyholders could have been paid a total of \$7 million in claims after the Federal Old Line bankruptcy. "They would have been left high and dry" Brink replied³⁰⁴

The trial charging Cissna with fraud began in Federal Court in Seattle on October 21, 1970. The charges filed against J. R. Cissna, Charles H. Anderson, Richard Gronning, Franklin Schulz and Robert Riley consisted of twenty counts of fraud in the sale of securities, eight counts of mail fraud and one count of conspiracy. The indictment accused them of collecting \$2.4 million from 1,300 investors for the recreational complex, Recre-plex.³⁰⁵

Two Seattle housewives, Mrs. Edward Helgeson and Mrs. Gino Banchig, testified on October 21, 1970 in Federal Court that they became sadly disillusioned with Federal Shopping Way and related enterprises when returns on their investments were negligible. Mrs. Helgeson testified that the return to her and her husband on a \$1,000 investment in the recreational project was \$15. Mrs. Manchig testified a similar investment returned her and her husband \$10. Both women testified that nothing ever was said about back taxes or mortgages on the property. Both testified that, to their knowledge, they never received deeds to the part of the property in which they had invested. Both said they understood that they were to receive a return on the money from the rental of buildings to be erected on the complex site but that none had been built. Mrs. Helgeson said that when she inquired about lack of progress she always was told, "pretty soon things are going to get better."³⁰⁶

Cissna acted as his own attorney. Examined by Cissna, Mrs. Helgeson conceded that she and her husband felt, "we were well informed" through literature sent out by Federal Shopping Way. She said stockholder meetings were called and that she did attend. She

³⁰² Steiger, pp. 5, 13.

³⁰³ Rodgers, p. A-2.

³⁰⁴ Rodgers, p. A-2.

³⁰⁵ "Federal Shopping Way disillusionment told at trial," *Seattle Times*, 21 October 1970, page number not known.

³⁰⁶ "Federal Shopping Way disillusionment told at trial," page number not known.

said she did not recall that Schulz, with whom she and her husband dealt, ever told her that owners could call meetings and make decisions regarding the property.³⁰⁷

Mrs. Banchig said that investments in Federal Shopping Way at first had seemed promising but the money put into the complex never produced the results anticipated. She conceded she still had an interest in the real estate in the project but still would like to see a return on her money.³⁰⁸

On November 14, 1970, a federal judge acquitted the five Federal Shopping Way officers of 29 counts of fraud and conspiracy. The verdict climaxed a four-week trial in which the government reintroduced the argument that sales in the Recre-plex complex were sales of securities.³⁰⁹

U. S. District Judge Ray McNichols, visiting from Boise, said, "I do not believe the government has proved (its case) beyond a reasonable doubt. Therefore, I find all defendants innocent on all counts."³¹⁰

The defendants contended they were simply real estate transactions and not subject to Securities Exchange Commission regulations. The government case, handled by Assistant U. S. Attorney Norm Sepenuk from the Portland Office; Jack Bookey of the Seattle Office of the SEC and Assistant U. S. Attorney Luke Morgan of the Seattle Office charged that salesmen did not tell buyers that the money invested would not be used immediately to erect the promised recreational buildings, but would be used to meet obligations of the financially-troubled Federal Shopping Way West.³¹¹

The defendants said they did inform the buyers that money would be used to purchase land and "provide available cash capital," and that an SEC-obtained injunction halting sales of Recre-plex shares stopped the company from selling units that would have allowed construction of the planned buildings. The defendants also maintained that none of the money was diverted to their pockets, despite government charges that the \$2.4 million was "dissipated." Cissna, acting as an attorney on his own behalf said: "Dissipated? You can't find \$5 of that money that wasn't spent with stewardship . . . This was something of value from the standpoint of the investor . . . the renter . . . the community in general."³¹²

Frank Payne defended Schulz, Riley and Anderson with Miller Thomas defending himself and, of course, Cissna acting as his own attorney.³¹³

Judge McNichols, in summing up the testimony, said he "entertains grave doubt that sales constituted sales of securities." Citing testimony as to the area's potential (testimony indicated investors paid on a basis of about \$3 a square foot while a nearby bank paid \$7 a square foot for land), the judge said:

The government has relied on circumstantial evidence that tends to raise suspicions that the defendants used a high pressure sales scheme. Reasonable minds could say it was fraud. I entertain a

³⁰⁷ "Federal Shopping Way disillusionment told at trial," page number not known.

³⁰⁸ "Federal Shopping Way disillusionment told at trial," page number not known.

³⁰⁹ Walter A Evans, "5 [sic] Federal Shopping Way Officers Found Innocent," *Seattle Post-Intelligencer*, 14 November 1970, p. 3.

³¹⁰ Evans, p. 3.

³¹¹ Evans, p. 3.

³¹² Evans, p. 3.

³¹³ Evans, p. 3.

reasonable doubt.³¹⁴

It should be noted that the arguments used by both sides were the same as they had used originally back in 1967 when the SEC originally obtained an injunction to stop sales of Recre-plex units.

Civil Suit Against Cissna

In the 1970 case, Cissna and four other Federal Shopping Way mall executives had been charged with fraud. All were acquitted, but the United States District court in a civil case upheld the charges that the defendants made misrepresentations in the sale of the fractional shares.³¹⁵

Investors Fight for Assets³¹⁶

Investors who had invested from the start in the shopping center had chosen to battle for their assets in court rather than give up their investments. Each paid \$9,000 to a fund for litigation, salaries and a Seward Park home in Seattle for the use of their attorney. The group of investors called themselves the Owner's Protection Association. The attorney chosen to fight for the investors was J. R. Cissna. Cissna had obtained a retainer from the Owners Protection Association of \$120,000 plus a \$575 monthly attorney fee and \$400 monthly for food, office expenses, law books, lunch served in his office and tuition for his children's college education. He didn't dare have anything in his own name as the courts could attach it.³¹⁷ The investors would eventually fire Cissna after his efforts in court failed to bring any results.³¹⁸ The courts ousted him from his Seward Park home at 6030 Lakeshore Drive after disgruntled investors quit paying his bills.³¹⁹

Judges commented that Cissna had a "towering ego" and proved himself inept and unprepared in the courts. At this time he had five judgments against him for an estimated \$4 million. Anything Cissna owned of value was subject to confiscation.³²⁰

Richard Whitback was a former Alaska insurance commissioner who was hired in 1980 by Cissna to help form a new life insurance company to replace Federal Old Line and serve as an expert witness in an antitrust case opposing the major insurance companies. As Whitbeck explained it, to get an antitrust settlement in the suits he had filed, Cissna had to have an operating insurance company. Cissna planned to use the

³¹⁴ Evans, p. 3.

³¹⁵ Rodgers, p. A-2.

³¹⁶ The material used in this paper involving the investors' response to all the court actions is based on newspaper articles and some personal correspondence. There were several different investor organization newsletters published over the years, some under the control of J. R. Cissna. Many of these newsletters are available in the files of the Historical Society of Federal Way, thanks to material donated by Nellie Fleming, but because they show strong bias and because it is difficult to determine the actual context of the items under discussion they have not been used in this paper. Newsletters available date from 1978 to 1982. The primary Newsletter was OPAR for Owners Protection Association Report. This was published as a confidential report only for members of the association.

³¹⁷ Hagen, "Cissna: Lawyer leaves an entangled legacy," p. A-6.

³¹⁸ Steiger, p. 13.

³¹⁹ Hagen, "Cissna: Lawyer leaves an entangled legacy," p. A-6.

³²⁰ Hagen, "Cissna: Lawyer leaves an entangled legacy," p. A-6.

Owners Protective Association as the core membership for the planned fraternal insurance company, to be called Castle Insurance. A fraternal insurance company must be formed by an association of people with a common interest. Cissna decided to use people's last names, an idea he apparently had tried unsuccessfully in Illinois.³²¹

Investor Alice Beyer said she never understood the plan, but contributed \$1,200 to "a surname society." A chronology of her family name was put together and mailed to other Beyers to get them to join. Cissna, decorated his office with posters tracing family names, clans statues of knights, swords, helmets, and a chain-mall suit of armor. He maintained that the history of names was psychologically important. One potential investor, Philip Livingston, a Boeing engineer, said about Cissna's letters that, "The letters were so confusing . . . when you would read them you wouldn't really understand them, except to think that maybe you should send him some more money." The state insurance commissioner rejected the firm's application and the proposed insurance company never issued any policy's.³²²

Whitbeck and Freeman backed out of their jobs with Cissna when they decided Cissna wasn't working for the good of the investors. They claimed Cissna would no longer hold board meetings. Richard Whitback said that Cissna owed him \$90,000 in back salary. Whitback went on to say,

Cissna lives in a fantasy world, with medieval thinking that permeates his ideas. Cissna is a creative thinker. If I could afford it, I'd like to lock him in a room just so he could think, then choose the ideas most suitable.³²³

The State Court of Appeals in February, 1980, upheld a King County Superior Court 1979 decision removing J. R. Cissna as the attorney for 800 defendants in a foreclosure suit brought by the state involving the Federal Old Line Insurance Company. Cissna was removed as counsel in the class action defense on the grounds of conflict of interest. He was the former president and chairman of the board for Federal Old Line. The court also ruled that Cissna was unable to "clearly communicate with class members." Cissna's co-counsel was also removed because the court decided they lacked the necessary background to represent the group.³²⁴

The suit, naming 800 defendants, was brought by State Insurance Commissioner Richard Marquardt as statutory receiver of Federal Old Line, in an effort to foreclose a mortgage held by the insurance company on three acres of commercial property in the shopping mall. The case involving Federal Old Line, Federal Shopping Way and ancillary litigation had been in United States District Court and appeals courts since 1967. Federal Shopping Way was placed in receivership in 1968 and was sold. Legislation was passed by the state of Washington requiring other insurance companies

³²¹ "CISSNA Cold War grows insipid, but Federal Way man fights on," *The Seattle Times*, 2 September 1982, p. C4.

³²² "CISSNA Cold War grows insipid, but Federal Way man fights on," p. C4.

³²³ Hagen, "Cissna: Lawyer leaves an entangled legacy," p. A-6.

³²⁴ "Cissna ouster upheld," *Federal Way News*, 6 February 1980, p. A-6.

to aid the policy holders of Federal Old Line, which was turned over to the insurance commissioner.³²⁵

Cissna refused to be disassociated from the Owner's Protective Association and forced them to take court action to remove him from representing them.³²⁶ It took the Owner's Protective Association until June 1983 to finally get control from Cissna. King County Superior Court judge Robert Dixon ruled that members of the Owner's Protective Association "legally and validly" removed Cissna as the group's general counsel in 1981. The OPA group was formed after the collapse of Federal Old Line and Federal Shopping Way in the 1960s by investors who wanted to salvage their investments. The group voted in 1981 to fire Cissna but a spokesman for the anti-Cissna faction claimed that he refused to step down and continued to represent himself as the group's lawyer. The group's remaining assets were the five acres west of the Old World Square. OPA's plans for the area were to install an antique mall, a restaurant, dental offices and labs, and construct two new buildings.³²⁷

A major issue at stake in the trial was to get control of the five acres. The property was owned by the Federated Washington Associated Co-owners (FWAC), a profit-making corporation formed by OPA members, but both the pro and anti-Cissna wings of the group incorporated as FWAC, according to Kirk Portmann, the attorney for the group's anti-Cissna faction.³²⁸

In addition to upholding the group's decision to fire Cissna, the judge granted a restraining order to prevent Cissna from using the group's name and ordered Cissna to account for money he received from OPA members in violation of a previous restraining order. The judge also ordered him to return the money except the amounts where Cissna could show that the contributors knew where the money was going.³²⁹

The group had also asked for the return of \$190,000 Cissna had been paid over the years, but the judge denied that request. The court said that, "Mr. Cissna earned that money." Dixon the judge credited Cissna with holding the organization together. The judge did order the return of a total of \$5,500, most of which was meant as a contingency fund for legal work that he said Cissna had "converted" for other purposes. Dixon further dismissed Cissna's counterclaims for legal fees he said the group owed him. The judge said the contracts were "vague and unconscionable" and they were clearly dependent on the success of the legal action. When Cissna represented the group in court, the judge said, "the results were often a disaster."³³⁰

Freeman said the last straw for the OPA group was when a \$90 to \$100 million antitrust suit Cissna filed on behalf of OPA members was thrown out of court as a "frivolous lawsuit" in 1981. The suit was against four major insurance companies that Cissna said had conspired to drive Federal Old Line Insurance out of business. According to Freeman, Cissna's promise that the suit would recoup some of the group's investment losses was the only thing that held them together.³³¹

³²⁵ "Cissna ouster upheld," p. A-6.

³²⁶ Hagen, "Cissna: Lawyer leaves an entangled legacy," p. A-6.

³²⁷ Tab Melton, "Dissident investors get control of Cissna group," *Federal Way News*, 10 June 1983, p. A-1.

³²⁸ Melton, p. A-1.

³²⁹ Melton, p. A-1.

³³⁰ Melton, p. A-1.

³³¹ Melton, p. A-1.

Freeman said that out of a total of at least 2,500 to 3,000 investors, about 750 are still active in OPA. About 150 of these lived in south King County.³³²

Cissna said he would cooperate with the decision but petition for a new trial. Freeman said he doubted that Cissna would comply, "He never does." The important thing, Freeman said, is that Cissna "is out of our business." Freeman was afraid the group would have to process more legal action to finally get clear title to the five-acre tract. The group would also try to get back title to three additional acres that had been sold at a bankruptcy sale in May.³³³

1972 Race for State Insurance Commissioner

Since Cissna believed the State Insurance Commissioner instigated most of his problems, he decided to run for this office himself in 1972 as the Republican candidate. Karl Herrman was the Democratic incumbent. A third candidate, also a Republican, was G. G. (Jim) Dunning an insurance man from Tacoma.³³⁴ It was revealed during the campaign that Dunning had served time in the state reformatory at Monroe for auto theft. He was convicted of another crime and also served time in the state prison at Walla Walla. This information did not become known until after he defeated Cissna in the primary and was on the November ballot opposite Herrman.³³⁵ Herman won the election easily.

SeaTac Mall Zoning

Even though Cissna had lost much of his control he was still trying to defend Federal Shopping Way and his presumed continuing business interest in it. In 1973, SeaTac Mall, along the south side of 320th, was being planned. It had received zoning permission in July to begin construction.³³⁶

On May 22, 1973 Cissna spoke out against the 71-acre SeaTac Mall at a public hearing. The hearing was on the rezone of the property rezoning that had been requested by Harry Newman Properties Inc. The request was to develop the proposed 650,000 square foot mall to be located south of South 320th, between Pacific Highway South and 23rd Avenue South. The property was then zoned for commercial business and single family residential. The applicants were seeking a business commercial and medium density multiple dwelling zoning under a planned unit development.³³⁷

Cissna, testifying before King County Zoning and Subdivision Examiner Bruce Laing, claimed to represent more than 200 of the original investors in the now defunct Federal Shopping Way. He said he was concerned with the more than 100 acres east of Pacific Highway South between South 312th and South 320th which was already zoned for business. Cissna told the examiner that 121 acres north of South 320th was owned by Federal Shopping Way and subject to the mortgages held by the parent Federal Old Line

³³² Melton, p. A-1.

³³³ Melton, p. A-1.

³³⁴ Lyle Burt, "Colorful contest takes shape for insurance commissioner," *The Seattle Times*, 20 August 1972, page number not known.

³³⁵ "Insurance commissioner," *The Seattle Times*, 25 October 1972, p. D-5.

³³⁶ "SeaTac Mall: Cissna going to court over rezone," *Federal Way News*, 1 August 1973, p. A-1.

³³⁷ Jim Shahan, "Hearing held on SeaTac Mall rezone; lone opposition voiced by J. R. Cissna," *Federal Way News*, 23 May 1973, Sec. 1, p. 1.

Company. The insurance company was then in receivership and was being managed by the State Insurance Commissioner Karl Herrmann. Cissna had run against Herrmann for this post the previous fall.³³⁸

Cissna produced exhibits for a proposed shopping center to be called “Golden Center”-Federal Shopping Way East. He also produced brochures on Santafair, and used excerpts from the recommendation of the Division of Land Use Management as a basis of his opposition. The presentation seemed to indicate that the Division of Land Use Management had recommended a two-year study of the platting and development of the land involved for the proposed SeaTac Mall.³³⁹

The SeaTac Mall proposal had the endorsement of the Federal Way Chamber of Commerce that cited the enthusiastic response to a presentation Newman Properties at made to a special presentation of the chamber. The board of the chamber was unanimous in an endorsement for the proposed SeaTac Mall. They said, “It would be in the best interest of the entire community.” The Federal Way Community Council also supported the rezone request with the assumption that, “strict attention will be given to traffic and drainage.” The council cited a 1971 survey that indicated a strong desire among residents for improved shopping facilities-especially for a major department store. The new center was planning on having two, possibly three major stores.³⁴⁰

Laing interrupted Cissna’s lengthy dissertation to note that Cissna was attempting to accomplish two things: “a.) oppose the rezoning; and b.) inform the applicant of an investment opportunity across the street for his present proposal.” Cissna responded that he hadn’t thought that it was that obvious. Cissna added that the “over zoning” would be economically bad for the area and that the investors in Federal Shopping Way would be hurt if two shopping centers were allowed. A hearing was scheduled for June 26, 1973 where Laing would give his ruling.³⁴¹

Cissna, on July 23, 1973, filed a writ of certiorari asking the courts to review the county’s decision to grant the rezone of the area for SeaTac Mall. Cissna wanted to initiate a possible class action suit in behalf of some 41 stockholders in the defunct Federal Shopping Way and Federal Old Line Insurance. Cissna claimed his group still owned the rights to any shopping mall for the area and planned to rebuild and modernize the existing one. Cissna claimed the county’s ordinance granting the rezoning for SeaTac Mall would have “an immediate and massively damaging effect on both the plaintiffs . . . and the general public.” In the request for a review he restated the argument which he brought before the county council in protesting the zoning in the first place, saying that any regional center in the Federal Way area should be located on Federal Old Line property, which is already zoned for business rather than on the SeaTac Mall site. Cissna also asked for review based on the grounds that the new zoning violated the county’s comprehensive land use plan for use of land in the Federal Way area.³⁴²

Derril Bastian, attorney for the county, and Harry Newman, owner’s representative for the 71-acre SeaTac Mall site, indicated that the writ would not act as a restraining order

³³⁸ Shahan, “Hearing held on SeaTac Mall rezone; lone opposition voiced by J. R. Cissna,” Sec. 1, p. 1.

³³⁹ Shahan, “Hearing held on SeaTac Mall rezone; lone opposition voiced by J. R. Cissna,” Sec. 1, p. 1.

³⁴⁰ Shahan, “Hearing held on SeaTac Mall rezone; lone opposition voiced by J. R. Cissna,” Sec. 1, pp. 1, 8.

³⁴¹ Shahan, “Hearing held on SeaTac Mall rezone; lone opposition voiced by J. R. Cissna,” Sec. 1, p. 8.

³⁴² “SeaTac Mall: Cissna going to court over rezone,” p. A-1.

and work could proceed. Cissna's argument was not supported by either the council or King County Zoning Examiner Bruce Laing, who pointed out that it seems economically unlikely that Federal Old Line could now develop a shopping center of the magnitude planned by the Newman Properties at SeaTac Mall.³⁴³

Cissna did not meet with much support in his claims that the former stockholders of his organization should be allowed to build a new mall. Both the County Council and the Zoning examiner were unmoved by his assertions that the new mall would render his plans unfeasible. Zoning Examiner Bruce Laing again pointed out that it seemed unlikely that Cissna and his investors could develop a shopping center of any magnitude.³⁴⁴

Claiming "apparent bias" on the part of the county that cost him the right to a fair hearing, Cissna in January 1974 asked for a new hearing for his case against the developers of SeaTac Mall. Cissna's case was heard in the court of Judge David Hunter who, after listening to a rehash of old information for two hours, denied the appeal for a new hearing.³⁴⁵

In court Cissna said he still felt,

a tremendous responsibility to protect those people [the investors]. Some of them were members of the judiciary, some were or are pastors and one was an area Boy Scout Leader for 20 years. It challenges the patriotism of even the best citizens when the government seizes the holdings of a company and prevents anyone from using those funds to even defend the company against such seizure.³⁴⁶

Cissna had repeatedly argued that the reason the county council was biased against him was that Darrel Bastian, representing the county had been affiliated with the zoning examiners office and the chief witness for granting the rezone had been Gary Kohler who works for the King County Land Use Management Department.³⁴⁷

Judge Hunter did not seem to understand the merit of this line of arguing for a new hearing. Judge Hunter dismissed both arguments stating,

I don't think it is the function of this court to decided zoning matters.
I don't think the council acted in an arbitrary or capricious manner
nor in bias. And I believe the plaintiffs had a fair hearing.³⁴⁸

Cissna did not give up on his claim that SeaTac Mall should not be built. He went on to state, "I had no intention of impeding the development of the Newman property but they are in the wrong location for best traffic access, drainage and they will have trouble with the danger of high tension wires over the area."³⁴⁹ Of course, SeaTac Mall was built in

³⁴³ "SeaTac Mall: Cissna going to court over rezone," p. A-1.

³⁴⁴ "Cissna to appeal shopping mall decision," *Federal Way News*, 5 December 1973.

³⁴⁵ "Judge denies Cissna's request for new hearing on SeaTac Mall," *Federal Way News*, 23 January 1974, p. 1.

³⁴⁶ "Judge denies Cissna's request for new hearing on SeaTac Mall," p. 1.

³⁴⁷ "Judge denies Cissna's request for new hearing on SeaTac Mall," p. 1.

³⁴⁸ "Judge denies Cissna's request for new hearing on SeaTac Mall," p. 1.

³⁴⁹ "Judge denies Cissna's request for new hearing on SeaTac Mall," p. 1.

this location and has been highly successful. The nearby high tension wires have never caused a problem.

New Owners in 1973

In June 1973 the Teratron Company an investment firm headquartered in Sacramento California, purchased 13.5 acres at the center west of Pacific Highway South and 3.5 acres east of the highway. The sale price was \$2.3 million. The purchase of this land broke up a six-year litigation logjam that put a moratorium on any improvements since the land had been placed in receivership on October 13, 1967. D. E. “Bud” Fourness, Teratron vice president and manager of the center indicated they planned an ambitious upgrade and expansion of the center. Initial plans were to clean up and redo the ‘sign jungle’ in front of the center, brighten the general appearance, and improve ingress and egress around the center. Major improvements to the center were to take place over a two-year period, depending on finances available.³⁵⁰

The first new addition was a 2,000 square foot building at the south end of the center to house Radio Shack. Northwest Radio Shack manager Harold Matthews stated that Federal Shopping Way had the best potential location in the Federal Way area. Another new tenant planned for the center was the Fogcutter Restaurant, a Seattle area chain. The Fogcutter was located in the building formerly occupied by Mr. V’s and the Red Wing.³⁵¹ Because of an energy crisis at that time, Fourness announced that all the lights owned by his company would be turned off at 10 P.M.³⁵²

The initial 1973 land purchase did not include Santafair or Old World Square land, as these properties were still involved with court action.

Merchant Association Formed in 1973 to Revitalize Shopping Center

In early November, 1973, the merchants having businesses in the mall met to plan a kickoff promotional plan for the development and revitalization of the center. The revitalized Merchants Association was headed by Harold Erickson, Erickson’s Shoes; Ike Almo, secretary, Federal Way Furniture; Ben Schwartz, Bert’s Men’s Wear; D. E. Bud Fourness, Teratron General Corporation vice president and manager of the center; John Nobel, president, Liz-Beth’s Apparel; Joe Hegenauer, manager of Payless House of Values; Ed Sanger, Holiday Foods; Mike Darrah, Treasurer, Kids Kobbler. The plan was to promote the revised center with saving values over the Thanksgiving and Christmas holidays.³⁵³ The Merchants Association had 40 members. Almo took over as president in 1974 and Joe Rhea, owner of Hansel and Gretel Clothing, took over the presidency for the year 1976.³⁵⁴

Harold Erickson, manager of Erickson’s Shoes, is a good example of merchants who had been in at the beginning of Federal Shopping Way but for various reasons finally left

³⁵⁰ Jim Shahan, “Federal Shopping Way: New owners plan to expand, remodel,” *Federal Way News*, 17 October 1973, Sec. 1, p. 1.

³⁵¹ Shahan, “Federal Shopping Way: New owners plan to expand, remodel,” Sec. 1, p. 1.

³⁵² Shahan, “Federal Shopping Way: New owners plan to expand, remodel,” Sec. 1, p. 1.

³⁵³ “Kicking off a new era,” *Federal Way News*, 7 November 1973, p. 1.

³⁵⁴ “A golden gift,” *Federal Way News*, 21 January 1976, Sec. 2, p. 13.

the shopping center in the mid 1970s. Erickson got out of the shoe business on December 17, 1976, at the age of 59 and went to work as a salesman for Colonial Life and Accident Insurance Company. He complained that there were now 14 other shoe stores in the Federal Way area. He stated, "The Place [Federal Way] is growing . . . the whole complex has changed. You can't hold animosity toward them [newcomers] . . . you can't go back." Erickson had originally opened his shoe store at Federal Shopping Way in 1959 in the same building used by Frank and Guy's Meats.³⁵⁵

Several longtime merchants of the original shopping center actually upgraded, expanded and moved their stores in the new revised shopping center. Bert's Men's Wear, an original pioneer at Federal Shopping Way, moved to a new location in front of the mall next to the health foods store in 1975. Bert Schwartz, the original owner, was still the owner and manager. Liz-Beth's Apparel moved into the space vacated by Bert's. Jeanne Dale Fabrics moved into the vacant 15,000 square foot building that formerly housed the Thriftway that had recently closed.³⁵⁶

The merchants also sponsored a contest for Miss Federal Way for a few years with about 10 contestants each year being sponsored and running for the title of Miss Federal Way.³⁵⁷

The merchants also sponsored a Slow Pitch softball team for a few years.³⁵⁸

Bud Fourness remained as the center manager until leaving in March 1976.³⁵⁹

One unusual store that opened in this time period was the Sun and Floral Shoppe owned and operated by David Steinbock. This store was located two doors south of the post office. The store featured a wide variety of indoor plants. The unusual aspect of the store was that it offered a number of services such as 'plant sitting' for those going out of town.³⁶⁰

Jeanne Dale Fabrics

Not all businesses suffered solely because of the problems with Federal Shopping Way. Some experienced normal problems caused when they tried to expand beyond their capabilities. Jeanne Dale Fabrics is an example of one of the mall's businesses that simply went out of business because of miscalculated operations and goals.

The old Thriftway store was empty until Jeanne Dale Fabrics moved in August 1975. Jeanne Dale had operated as a fabric store in Federal Way for many years. The new location provided 15,000 square feet of floor space. Jeanne Dale had opened in Federal Way in 1963 with 1,000 square feet of space. In 1969, the store moved to a 6,000 square foot area and by August 1975, they had grown to needing 15,000 square feet. In 1975 there were five Jeanne Dale Fabrics stores in Washington owned and operated by James F. Wachter. The store also offered classes in knitting, tatting, needlepoint, and sewing with knits for men's pants and jackets.³⁶¹

³⁵⁵ Jim Shahan, "Harold Erickson: A planeload of memories," *Federal Way News*, 19 December 1976, p. A-1.

³⁵⁶ "FSW merchants 'on the move'," *Federal Way News*, 2 July 1975, Sec. 1, p. 9.

³⁵⁷ "Dinner for a beauty," *Federal Way News*, 18 June 1975, Sec. 1, p. 6.

³⁵⁸ "Federal Shopping Way cleans up at tourney," *Federal Way News*, 21 May 1975, Sec 2, p. 5.

³⁵⁹ "Merchants say bye," *Federal Way News*, 14 March 1976, Sec. 1, p. 4.

³⁶⁰ "Indoor plant shop opens," *Federal Way News*, 19 February 1975, Sec. 3, p. 3.

³⁶¹ "Jeanne Dale has big new quarters," *Federal Way News*, 20 August 1975, Sec. 2, p. 9.

The store was forced to go out of business in August of 1977. “We gambled and we lost,” said owner James Wachter of the move into the vacated Thriftway Store. Loyal customers were concerned about losing “their” shop. Over the years the fabric store, had weathered many changes in the Federal Shopping Way. Originally known as “Exquisite Fabrics” located in a shop north of Hansel and Gretel, it was absorbed by the Aptex Corporation, a wholesale fabrics business owned by the Wachters following Exquisite’s bankruptcy. The intention was to use the outlet as a closeout for warehouse fabrics. “But, in order to stay in business it became necessary to reorder,” said Wachter who was in charge of the retail division known as Pacific Stores Corp. “Eventually we evolved to fashionable, better quality fabrics.” A later move put them in the location later used by Brak’s Home Decorating Center. Wachter said of the 6,000 square foot store,

This was the ideal location for what we were trying to do. We had high visibility and an atmosphere where goods could be displayed in a coordinated manner.

We had a nice shop and were making a profit but we felt that unless we expanded our line, somebody else would move in and take over.³⁶²

The store therefore moved to the large vacated Thriftway store with about twice as much space. This allowed Jeanne Dale to expand and attempt to compete directly with “promotional” or bargain fabric stores in the area. Wachter stated,

The increase in volume didn’t pay off. We were breaking even, but we weren’t making a profit. It simply wasn’t a good investment. We weren’t working in our element. The good merchandise was getting lost in all the bargains and customers and personnel were complaining that the store was just too big.³⁶³

Wachter did not renew the lease when it expired in September 1977.³⁶⁴

Receivership Again In 1974

Having new owners did not reduce the legal problems or claims of fraud with the newly organized shopping center. The new owners, the partnership formed by Teratron Company with Trever Roberts as a general manager, filed suit in late 1974 charging their financial backer, International Investors Trust (IIT), with fraud and usury. IIT, a Boston based Mortgage Company, held a \$1,850,000 note on the shopping center. The suit, filed in King County Superior Court, charged that IIT fraudulently altered the note after the borrowers signed it. It further contended that the interest rates charged after the alteration of the note are usurious under Washington law. Five persons including Bud Fourness, an officer of Teratron and manager of the shopping center had signed the note. According to Fourness, the original note called for a 12 percent ceiling on interest and further stated that laws of the state of Washington would prevail. The suit contends that the interest

³⁶² “Jeanne Dale Fabrics gambled and lost,” *Federal Way News*, 17 August 1977, p. B-10.

³⁶³ “Jeanne Dale Fabrics gambled and lost,” p. B-10.

³⁶⁴ “Jeanne Dale Fabrics gambled and lost,” p. B-10.

ceiling was removed and that the note was altered to make the laws of Massachusetts prevail. Massachusetts had a 20 percent interest maximum as opposed to 12 percent in Washington. Fourness told a meeting of Federal Shopping Way merchants that he had refused to pay more than 12 percent and his payments at that rate have been returned by IIT. IIT had been charging 16.5 percent.³⁶⁵

IIT filed a counter suit charging that the owners were behind in interest payments by \$126,570 and behind in real property taxes by \$65,187.³⁶⁶

H. Martin Smith Jr. was appointed receiver of Federal Shopping Way in 1974. This action was rescinded pending court appeals.³⁶⁷

The issue dragged on in litigation for two years. A lower court ruled in favor of IIT, ruling that the mortgage company was entitled to foreclose. That decision was appealed and also dragged on in court. On June 7, 1976, Superior Court Judge Jerome Johnson reinstated Smith as receiver to manage the Federal Shopping Way properties. Bert Grandberg, attorney for the owners, said he would go to court again to ask that the receivership be removed. The owners posted more than \$6,000,000 in performance bonds to ensure their rights.³⁶⁸

1974 State Senate Race

In 1974, Cissna ran as the Republican candidate for the Washington State Senate from the 37th district. The Democratic candidate was George Fleming.³⁶⁹ It should be noted that this is not the Federal Way area but since Cissna was then living in Seattle he had to run for the district representing that area. For the campaign Cissna gave his address as 820 Cherry, Apartment 301, Seattle, Washington 98104. Fleming was the incumbent at 36. Cissna who was then 66 said his legal and administrative accounting experience would make him a plus in the legislature.³⁷⁰

Fleming was so confident that he only actively campaigned the last month before the November election. Having already served four terms Fleming felt that Cissna did not offer a challenge. Cissna's chief campaign issue was inflation and especially what he felt was the governments' role in the problem. Cissna said, "The government ought to be a model of efficiency for the rest of society. . . . for example, there should be an increase in the gas tax and utility rates because they are the most efficient ways of collecting taxes."³⁷¹

³⁶⁵ "Fraud, usury [sic] charged; Federal Shopping Way owners file suit over high interest rates," *Federal Way News*, 27 November 1974, p. A-1.

³⁶⁶ "Fraud, usury [sic] charged; Federal Shopping Way owners file suit over high interest rates," p. A-1.

³⁶⁷ "Receiver named in legal hassle," *Federal Way News*, 13 June 1976.

³⁶⁸ "Receiver named in legal hassle,"

³⁶⁹ "Heavy again to face Bayley for prosecutor," *The Seattle Times*, 3 August 1974, p. A-4 and "Candidates on King County ballots," *The Seattle Times*, 3 November 1974, p. A-23.

³⁷⁰ "Red-hot Races Brewing in 36th, 37th Districts," *Seattle Post-Intelligence*, 23 October 1974, p. A-6.

³⁷¹ Stephen H. Dunphy, "36th District has lively race; it's quiet in 37th," *The Seattle Times*, 23 October 1974, p. H-2.

One mimeographed advertisement for Cissna read as follows:

IMPORTANT

Dear Garfield Area Resident:

We have to have someone in the Senate that is a lawyer like Jack Cissna. Let's face it – our boy Fleming may be a good “personnel person” for the AT&T Corp. [where Fleming was employed] but he has too many strikes on him to keep up with those smoothies in the Senate.

Blacks, Whites, and all Minorities know Cissna – he's no “softy” even though a Church Man. He fights the “Mr. Bigs” and those who are not honest and fair “hate his guts”. He has what it takes to do a job for us right here in the Garfield Area!! Your Friend in Garfield.
Signed Lewis Miller.³⁷²

Fleming easily won the election.

End of Federal Shopping Way East

In 1973, 20 acres of the Federal Shopping Way east of Highway 99 was sold to Andy Cratsenberg through a bankruptcy sale.³⁷³ The income producing property of Federal Shopping Way was sold to businessman Trevor Roberts through another bankruptcy sale.³⁷⁴

In April 1975 the way was cleared for the sale of the 93 acres of Federal Shopping Way East property east of Pacific Highway that had been in receivership. The property was to be purchased and developed by the Bankers Mortgage Company of Washington headquartered in Federal Way. Andrew Cratsenberg was the president of this organization. The announced price was \$2,275,000 with an additional approximate \$100,000 for sewer and road assessments. The property lines involved were, in general between South 312th Street and South 320th Street between Pacific Highway South and 28th Avenue South. The 93 acres included most of the still undeveloped area on the east side of the highway. Seventeen acres on the south end were not to be involved in the sale and would be developed by Ernst and Pay ‘N Save.³⁷⁵

The sale of the property had been delayed while all parties involved in a bankruptcy suit filed suits with Federal District Judge Sidney Volinn who signed the court order clearing the way for the sale of the property previously owned by the now defunct Federal Shopping Way Corporation. J. R. Cissna had opposed the sale of the property claiming it was actually worth more than \$2,275,000.³⁷⁶ [See the section **Cissna Files Lawsuit Over Sale of Federal Shopping Way East** for Cissna's legal response to this sale.]

³⁷² Mimeographed notice on yellow paper for the 1974 State Senate race in the 37th District. In the files of the Historical Society of Federal Way.

³⁷³ Steiger, p. 13.

³⁷⁴ Steiger, p. 13.

³⁷⁵ “Road cleared for sale of shopping center land,” *Federal Way News*, 23 April 1975.

³⁷⁶ “Road cleared for sale of shopping center land,”

Cratsenberg said his company would proceed with plans for a large shopping center across the street from the new SeaTac Mall then under construction. He indicated he had been negotiating with several large tenants to occupy space in the new shopping center.³⁷⁷

The 97-acre parcel purchased by Cratsenberg and Banker's Mortgage Company was subsequently divided with 14 acres sold to Evergreen Federal Way Trust of California for a reported \$620,000. Owner/developer Dennis Bass planned to build a convenience shopping center on this land. The remaining acreage was chartered by Cratsenberg, including a 25-acre shopping mall to be called Center Plaza that would front South 320th Street. Cratsenberg estimated the cost of this development to be \$7 million.³⁷⁸

Cissna Files Lawsuit Over Sale of Federal Shopping Way East

In February, 1976, a class action suit was filed in Federal District Court requesting that the trustee sale of the 23-block tract, which had been Federal Shopping Way East, be ruled to be not conducted in a proper manner. The complaint alleged that the sale garnished only about one-tenth of the land's value when it was sold for \$2.2 million following bankruptcy procedures. The suit was filed by Cissna in his position of former executive of Federal Shopping Way and Federal Old Line Insurance Company. The suit claimed that the buyers "made a windfall" on the purchase. Plaintiffs in the suit included Gilbert Schmidt, et al, creditors and bondholders in Federal Shopping Way, E. G. Anderson, et al, policy holders in Federal Old Line Insurance Company, Joseph Broeker, et al, of Recre-plex and Harriet Berg, et al, of Santafair.³⁷⁹

The suit named State Insurance Commissioner Karl Herrmann, whose office had held Federal Old Line in receivership, Thomas McQuiad, an appointee of Hermann's and the group that purchased the nearly 100 acre tract as codefendants.³⁸⁰ Cissna further alleged that the purchaser of the land, Cratsenberg, had been enriched in potential worth by the amount of \$22.5 million since purchasing the property.³⁸¹

The plaintiffs, to support their fractional sale value claim, used a recently completed report by State Auditor Robert Graham. The report concluded Jerry McAfee purchased an island off the coast of British Columbia for himself through a friend who was listed as the buyer of record. The island was owned by Federal Old Line Insurance [until the 1967 bankruptcy and 1968 receivership of Federal Shopping Way West and the Federal Old Line Insurance Company.] The island was purchased in 1971 for \$25,000 and sold three years later for three times that amount. The state auditor concluded that most of the profit should be given to policyholders of the bankrupt insurance company.³⁸²

The suit further charged Herrmann with "misadministration" of the receivership of the property lying between Interstate 5 and Pacific Highway South and South 312th Street and South 320th Street [Federal Shopping Way East.] If the court does not set the sale of the tract aside, the suit alleged, the losses to the thousands of stockholders in the four

³⁷⁷ "Road cleared for sale of shopping center land,"

³⁷⁸ Himmelpach and Shahan, Sec. 1, p. 1.

³⁷⁹ Himmelpach and Shahan, Sec. 1, p. 1.

³⁸⁰ Himmelpach and Shahan, Sec. 1, p. 1.

³⁸¹ Himmelpach and Shahan, Sec. 3, p. 12.

³⁸² Himmelpach and Shahan, Sec. 1, p. 1.

companies should be indemnified. Judge Walter McGovern, who had been assigned the case, indicated the case would not appear on the court calendar prior to 1976.³⁸³

Cratsenberg responded to the latest lawsuit by saying, the lawsuits concerning the 97-acre tract have been tried in the state courts, including the State Supreme Court, and have also been tried in the Federal Courts, including the Federal District Court of Appeals. He said he felt that the new lawsuit filed by Cissna had no merit. "All the transactions alleged in the Cissna lawsuit were done under Federal Court Order," Cratsenberg said. Cratsenberg said he would continue grading a portion of the property for a commercial shopping center and a network of roads. He said the court had not indicated he should stop.³⁸⁴

Recre-plex Investors Win Settlement

After being in litigation since 1967 the investor's in 1979 finally received some payment for their investment in the 20 acres Recre-plex facility on the east side of Highway 99. (See the previous sections on **Recre-plex Complex** and **Illegal Sale of Securities for Recre-plex**.) More than 1,000 investors were awarded about 75 cents on the dollar by an oral judgement by Judge Donald Voorhees. The investors who joined in the civil suit were to receive about \$1.3 million. In addition almost half a million dollars was to go for attorney's fees.³⁸⁵

The payments would be made from the sale of the land to Andrew Cratsenberg (see the previous section on **End of Federal Shopping Way East**.) The sale to Cratsenberg was tied up in the courts until this settlement was declared in federal court on September 18, 1979. The final sales records were made official on October 12, 1979. Joseph McKinnon, an attorney for the investor's in the once proposed recreation complex across from Federal Shopping Way, said the settlement will give those who joined in the suit about 71.5 cents gross and a net return of 50 cents on the dollar. If investors in Recre-plex did not join in the suit but filed claims of bankruptcy they would only receive about 25 cents on the dollar. According to McKinnon,

\$2.4 million in Recre-plex shares were sold to 1,400 investors.³⁸⁶ \$1.8 million of that is in the lawsuit. Recre-plex investors are coming out better than anyone except the insurance holders in the overall securities case against Cissna, two other directors and Federal Old Line that led to Federal Shopping Way being placed in receivership and the parent firm Federal Old Line. The policy holders came up almost whole. They were insured by North Coast Life.³⁸⁷

The settlement had been approved in three judicial steps. The first step was approval by King County Superior Court judge T. Patrick Corbett, who was acting as the state

³⁸³ Himmelspach and Shahan, Sec. 1, p. 1.

³⁸⁴ Himmelspach and Shahan, Sec. 3, p. 12.

³⁸⁵ Darlene Himmelspach, "Recre-plex investors win settlement," *Federal Way News*, 14 November 1979, p. A-1.

³⁸⁶ Himmelspach, p. A-1.

³⁸⁷ Himmelspach, p. A-1.

receivership judge. The second step was approval by the state bankruptcy judge, judge Sidney Volinn. Final approval came from Judge Voorhees.³⁸⁸

As previously discussed the 20 acres site had already been developed by Cratsenberg. The land had held the Federal Way Elks for many years. Cratsenberg said he would spend half a million dollars to remodel the Elks facility and the rest of what had come to be called Dana Plaza. Dana Plaza also held the Pizza Inn, UniRoyal Tire, Winchell's Doughnuts and 17 smaller tenants. The remodeled facility would include a 36,000 square foot commercial office complex.³⁸⁹

North Coast Limited Life Insurance

Sandra Bates, an attorney for Washington Life Insurance Disabilities Guarantee Association, said that as of November 1979, \$7 million had been paid to claimants and beneficiaries of Federal Old Line by North Coast Life since that company assumed the policies when Federal Old Line became bankrupt.³⁹⁰

The association was established because there were a number of insolvencies among insurance companies. Bates stated that,

Federal Old Line was the first insolvent company to come under the act. The association should recover about \$2 million from the sale of mortgages and bonds held by Federal Old Line at Federal Shopping Way.³⁹¹

Support for Cissna

Even with his troubles in court Cissna had support from the community as a letter to the editor of the local paper shows.

Dear Editor:

I can happily say that neither I now [*sic*] any relative nor any close friend has lost a penny on the troubles of Federal Shopping Way or its parent Federal Old Line; however I can also say that the feeding of lawyers, money people, bankruptcy functionaries, and all related brethren at the trough in this matter is unconscionable.

Lawyers both outside the area and in have privately expressed shock. Dividing up the financial assets of an ill-fated corporation is all too often the practice among those who can get themselves involved. But this one is thought by many to be one of the worst cases of its kind.

There apparently has at no time been an honest attempt by decision-makers to return to the investors any part of the real worth of the land involved after honest obligations have been paid.

Worse, many of the investors earnestly thought they were helping their community to begin to reach its potential as much as for private gain.

³⁸⁸ Himmelpach, p. A-1.

³⁸⁹ Himmelpach, p. A-1.

³⁹⁰ Himmelpach, p. A-1.

³⁹¹ Himmelpach, p. A-1.

Those who were here in the fifties unanimously agree that the small Federal Way business community needed all the help it could get. Being distinctly on the wrong side of the tracks and being everybody else's suburb did not exactly turn on the banking people. The investors picked the wrong leader to follow but some of them ask, what other leader was sticking his head up right then?

One need not assume the haloed role of devil's advocate to say that Federal Way got its first slippery hold on its way to a misty and far-off goal with the advent of Federal Old Line. That this now discredited body, its numerous personnel and widespread support groups and projects gave the first real lift to both spirits and real estate prices is the considered hindsight of many who should know.

Polly Baker³⁹²

The comment that investors felt that moneyed interests had illegally cheated the investors by using court actions to take their money from them was a common defense used by many investors and by Cissna himself. Also many investors stated their real reason for investing in Federal Shopping Way was to help the community not just to make a profit on their investment,

Cissna's Response to Loss of Control

Through all the court battles and investor complaints Cissna was still confident of victory and thought he would regain control of the shopping mall and property. He filed suits and counter suits against his attackers, convinced he would win for the few investors who still supported him. He called himself an "avenging angel" before the press and said scornfully that his opponents didn't know the first thing about development. As late as 1982, he still insisted that a tower should and would be built at the southwest corner of what was by then called the Federal Way Shopping Center.³⁹³

Many people responded to Cissna's fighting attitude under fire with support. They lauded his intelligence, his deep religious beliefs and his activism. They complimented his wife, Evelyn, who throughout all the controversy actively helped and supported her husband's effort to stay afloat.³⁹⁴

The paperwork and legal actions involved with the collapse of Federal Shopping Way became very complex and numerous. The records of the legal actions are available in the files of the Historical Society of Federal Way if further details are wanted.

Cissna Jailed

In January, 1982, Cissna was jailed for three days for contempt when he refused to produce records belonging to the Owner's Protection Association and the Cooperating Owners Board. This was part of the ongoing battle Cissna had been fighting with these

³⁹² Polly Baker, Letter to the Editor, "Federal Old Line helped Fed Way [sic]," *Federal Way News*, 10 March 1976.

³⁹³ Steiger, p. 13.

³⁹⁴ Steiger, p. 13.

two groups concerning his representation of them. The owners in several suits claimed that Cissna improperly, inadequately and negligently advised them. The owners said Cissna no longer represented them but Cissna said he did, so he would keep the records.³⁹⁵

Cissna Evicted from Home

In August 1982 the belongings of J. R. Cissna and his wife were placed on the curbside near the Seward Park Seattle brick home which overlooked Lake Washington. They had lived there for nearly four years. Cissna at the time was 74. It took several King County Court rulings to finally lead to the eviction. The rulings stated that Cissna and his wife had no legal right to live at 6030 Lakeshore Drive South. The house was actually owned by a general partnership of 23 people who invested \$120,000 in the home and claimed ownership. In a flurry of legal exchanges Cissna and the investors, represented by Richard Whitbeck, had fought over ownership of the attractive two story home.³⁹⁶

The eviction ruling issued by King County Superior Court Judge Frank Eberharter on the \$225,000 was enforced by three King County deputy sheriffs. When the Owner's Protection Association (OPA) had fired Cissna as its attorney in 1981, the OPA began asking Cissna to move out of the house, stated Dan Balint, who represented the original buyers of the house, OPA. "I gave him every chance to move out without this public humiliation," Balint said. "His problem is he just doesn't know when to quit."³⁹⁷

Cissna said the home was given to him to satisfy a portion of a large debt owed by several groups that he had provided with legal assistance. He stated that "We claim clear and free title to the house." But in a "finding of fact" issued August 13, 1982 Superior court judge Frank Eberharter said Cissna leased the home rent-free in return for legal assistance he provided two groups, the Owner's Protective Association and the Cooperating Owners Board. Since the attorney/client relationship Cissna held with these groups was terminated, Cissna must pay \$1,050 per month rent until he vacates the premises, Eberharter ruled. The judge also held that Cissna owed attorney fees and moving expenses incurred during the eviction proceedings.³⁹⁸

Cissna replied he would seek double damages for what he views as unlawful eviction. At the heart of the controversy was a dispute over who held legal authority over the myriad of groups trying to recover their investments lost in the bankruptcy proceeding of Federal Old Line Insurance Company and Federal Shopping Way. Cissna had represented many of these groups for over a decade.³⁹⁹

Cissna claimed the Seward Park house was given him by OPA in return for \$365,000 worth of legal services he had already performed as far back as 1978. As security, Cissna said he deeded over to the association two valuable pieces of property – a residence called Cissna Park in Illinois and the tennis courts adjoining a Redondo waterfront house known as "the castle" where Cissna lived for 18 years. They had already lost the castle

³⁹⁵ Scott Maier, "Lawyer, 74, is evicted in Seward Park home feud," *Seattle Post-Intelligencer*, 26 August 1982, p. C-1.

³⁹⁶ Maier, p. C-1.

³⁹⁷ Ann Strosnider, "FW Shopping Center dispute results in eviction of attorney," *Federal Way News*, 27 August 1982, p. A-1.

³⁹⁸ Maier, p. C-1.

³⁹⁹ Maier, p. C-1.

and several Canadian islands they had owned in earlier court proceedings. Balint said the two properties were worthless to the OPA because Cissna had \$4 million worth of judgments against him at the time he deeded them over.⁴⁰⁰

Cissna stated the following about OPA: “Now they’ve got our properties and our house and have thrown us in the street.”⁴⁰¹ Cissna indicated he was not sure where he and his wife would reside until the matter was settled. He said, “We have lots of relatives and friends.”⁴⁰² Evelyn Cissna is described by Strosnider as being bitter and saying she was not sure where she and her husband would live. Mrs. Cissna is quoted as paraphrasing Shakespeare by saying, “Justice in America has fled to brutish beasts and men have lost their reason.”⁴⁰³

Cissna claimed that he still had the backing of a splinter OPA group called the Authorized Board of Co-owners (ABC) which he said will hire an outside attorney to fight for the return of his house. Richard Whitbeck, the spokesman for the original investors in the home said the two story brick home would go on sale immediately.⁴⁰⁴

The Official End of Federal Shopping Way

In June 1977, the Merchant’s Association decided to change the name from Federal Shopping Way to the Federal Way Shopping Center.⁴⁰⁵ At the request of Doug Deforest, manager of the reorganized shopping center, the King County Superior Court on June 2, 1977, processed a legal name change from Federal Shopping Way to Federal Way Shopping Center.⁴⁰⁶

The giant red, white and blue sign with neon lights and a big red arrow marking Federal Shopping Way was installed back in 1955. It was torn down on May 8, 1978. Most of the merchants believed the sign no longer reflected the shopping center name as the shopping center was now generally referred to as the Federal Way Shopping Center not Federal Shopping Way.⁴⁰⁷ According to Muriel Haegele, manager of the Merchants Association, the change in name was made because “everyone in the community used Federal Way Shopping Center, so we decided to use it.”⁴⁰⁸ Kelly Gunderson, owner of Café Patisserie, the restaurant directly beneath the location of the sign, said, “The old sign looked ridiculous. The merchants here all agreed. We’re trying to renovate, to improve our image. I’ve wanted to get rid of that sign since I began business here three months ago.”⁴⁰⁹

Originally this had been the only sign that marked Federal Way other than the name on Federal Way High School. The sign itself had given the area name recognition.

⁴⁰⁰ Strosnider, p. A-1.

⁴⁰¹ Strosnider, p. A-1.

⁴⁰² Maier, p. C-1.

⁴⁰³ Strosnider, p. A-1.

⁴⁰⁴ Strosnider, p. A-1.

⁴⁰⁵ Crawford, p. 1.

⁴⁰⁶ “Name changed,” *Federal Way News*, 6 July 1977, p. B-10.

⁴⁰⁷ Mark Hendricks, “Federal Shopping Way, A sign no longer of the times,” *Auburn Globe News, Federal Way Edition*, 10 May 1978, p. 1.

⁴⁰⁸ Crawford, p. 1.

⁴⁰⁹ Hendricks, p. 1.

A new sign for the renamed shopping center, saying FEDERAL WAY SHOPPING CENTER, was not put up until November 1980. Unfortunately the letters 'F', 'R', and 'ER' on one side were blown off prior to installation but the sign was put up anyway with the letters being replaced later.⁴¹⁰

Advertising Under the Name Federal Way Shopping Center

To help advertise the revised shopping center under the name that was generally in use by late 1977, the Federal Way Shopping Center, an eight-page newspaper was published under the name *Federal Shopping Way Center News*.⁴¹¹ On April 12, 1978 the *Federal Way Shopping Center News* began publication. This was paid for by the Federal Way Shopping Center merchants and was intended to publicize the revitalized shopping mall under its new name of the Federal Way Shopping Center. The plan was to publish the eight-page publication as an insert advertising supplement to be inserted once a week in the *Federal Way News* and the *Des Moines News*. In addition to advertising it would provide news of the mall's activities.⁴¹²

This publication was published only for a short time and it is not known exactly how many issues were published. Several of the issues are in the files of the Historical Society of Federal Way with the last issue available being that of October 11, 1978.

The revitalized Merchant's Association tried to revise some of the excitement of the old Federal Shopping Way by holding weekend activities such as an annual Forest Festival and an annual Oktober [sic] Fest.⁴¹³ The first edition stated,

The center bustles with shoppers, and the merchants themselves are personable and friendly. They know about Federal Way, its people problems and promises. They live here, work here, send their children to school here. They belong to the Federal Way Chamber of Commerce. Some sit on the Federal Way Community Council. Together, they give employment to 350 workers.

The Federal Way Shopping Center, also known by its old name, Federal Shopping Way, is older than Northgate, and the first open small shopping center to be built in the Puget Sound area. The center is located on 17 acres [The area covered by Santafair was still in the courts and was not included in this total.] west of Pacific Highway South, north of 320th and south of 312th streets. The New Mexico Building, where Frank n' Guys Meats, Café Patisserie and Dr. H. Zegula, D.D.S. are located was built back in 1948. [This was referring to the original Marckx Building that had been remodeled many times under Cissna and did not resemble the original building.]

⁴¹⁰ "Easy Does it," *Federal Way News*, 12 November 1980, p. D-1.

⁴¹¹ "FW Center NEWS begins press run," *Federal Way Shopping Center, The Center News*, 12 April 1978, p. 1.

⁴¹² "FW Center NEWS begins press run," *The Center News*, an eight page supplement, *The Federal Way News*, 12 April 1978, p. 1.

⁴¹³ Fran Woodard, "Oktober [sic] Fest is here," *Federal Way Shopping Center, The Center News*, 11 October 1978, p. 1.

Among the center's 60-some businesses are 32 retail stores including a barbershop, beauty shop, dance studio, restaurants, dentist, chiropractor, a jeweler, a craft store and several specialty clothing shops. There are laundromats, cleaning establishments, hobby and paint stores, an auto supply, health store, a tax service, a post office, shoe repair and a flower shop.

Coming soon are All Schwinn, a bicycle shop, and a Goodwill retail outlet.⁴¹⁴

Ownership Dispute of Santafair

In 1967, the entire Federal Shopping Way property had been taken away from Cissna and the investors and put into receivership. In 1976, a federal judge returned the Santafair property to the investors who were still being guided by Cissna.⁴¹⁵ The Ninth Circuit Court of appeals reaffirmed the transfer of Santafair back to its original investors in 1977 even though they owed \$600,000 in back taxes. The investors, who now called themselves the Federated Washington Associated Co-Owners, would finally pay all the taxes and regain clear title to Santafair after ten years of court battles.⁴¹⁶

In 1978 Cissna having regained control of the deteriorating Santafair land and buildings, planned to remodel the Florida Building and revitalize Santafair. The plan was to remodel the Florida Building into a complex called the Seven Castles of Santafair. The court had decreed nothing could be done for six months after Cissna had regained control, January 26, 1978 but he planned to move ahead immediately after the six months expired on July 26, 1978. The first of the Seven Castles was to be called the New Campbell Castle and would house a 350 seat dinner-theater, a 16,000 square foot enclosed Kiddie Land (Ferris Wheel, Merry-Go-Round, Train, etc.) and two 86-person motion picture theaters. The Seal Pools and Cathay Area were to be restored in the immediate west area, as would be the original walls acquired from the Castle of Aix from Southern France.⁴¹⁷

A dinner theater was announced for the space directly under the Federal Way Skate Center that would be similar to the Cirque in Seattle. Earl Campbell had leased the space in February, 1978. Originally Campbell had intended to convert the premises into a ballroom style dance hall but decided the atmosphere would be more suitable to a dinner theater. He announced he would place the dance hall upstairs in the space occupied by the roller skating rink. He claimed he had already arranged to lease the skating rink property. The two-floor facility would be called Campbell's Castle partly because the interior decoration would reflect a castle-like atmosphere. Complications with approval by the county Department of Buildings and Land Development such as their requiring a

⁴¹⁴ "FW Center NEWS begins press run," p. 1.

⁴¹⁵ Blair, "Up for sale: Crazy quilt of local history," p. A-2.

⁴¹⁶ Steiger, p. 13.

⁴¹⁷ "First scheduled Santafair-S.W.8 conversion to SEVEN CASTLES OF SANTAFAIR," pp. 5, 6, in the files of the Historical Society of Federal Way. Only pages 5 and 6 are available from this source. It is not known what the source of this material is. From the contents, the date of publication is between January 26, 1978 and July 26, 1978.

\$250,000 sprinkler system and the ongoing legal battles involving the site prevented this plan from realizing its potential.⁴¹⁸

In 1979, after becoming disenchanted with Cissna's leadership, the investors successfully had Cissna removed from the organization by court order. Their troubles were not over, however. The investors nearly lost the property in a 1980 tax sale after it was discovered that the receivership had not paid any taxes. A few of the owners scraped together the \$600,000 needed to clear the tax bill and get control of the 5.5 acres and five buildings remaining from the Santafair portion of the Federal Shopping Way grounds.⁴¹⁹ [Some information refers to this area as 3 acres and some as 5.5 areas. There are reasons for this but I have not tried to sort it out here.]

Attempts to Sell the Disputed Santafair

In 1980 a number of investors formed Federated Washington Co-Owners Incorporated to simplify dealings with the property once the title was clear. The corporation did not gain clear title in April 1986. They then began working out a system of share ownership in anticipation of selling the property. Elaine Cahill, spokesman for the group, said the corporation thought about developing the property themselves but believed with all the legal complications of the past they should not get involved again, but try to sell for whatever they could obtain and be clear of the site. The price for sale set at this time was \$3 million but there were no takers. The site had been informally on the market since 1981, but no one had been interested.⁴²⁰

Several of the buildings, such as the Frank Barton Soccer Center, still had tenants who had tried to improve their facilities. Cahill said that it was believed the concrete structure of the Florida Building was still sound, but the building was out of date concerning the fire code. In addition vandals had broken most of the windows of the Florida Building. Police used to be called on a regular basis when the managers would find people living in the empty building's maze of rooms. Much of the roller skating rink's wooden floor had been sold to help the owners meet expenses. Downstairs, where an ice-skating rink once reigned in frozen splendor, only rubble remained. A one-time manager had begun to rip down the facades around the edges, without gaining permission. Pieces of the Japanese pagoda were still on the floor in the musty and gloomy expanse of the interior of the building. Upstairs, rain leaked through the roof warped the fine old tables that had been moved to the site from the Olympic Hotel in Seattle. Fungus growth caused bulges in the mildewed carpet. Cahill said she "had been approached by people who wanted to use this as a haunted house."⁴²¹

Cameroon said she was sorry that Santafair failed.

The whole piece could have developed so many memories and a home base for people. It was the hub of Federal Way. Now we don't have one. I miss it.⁴²²

⁴¹⁸ "Dinner theater may open here," *Federal Way News*, 7 May 1978, p. A-1.

⁴¹⁹ Blair, "Up for sale: Crazy quilt of local history," p. A-2.

⁴²⁰ Blair, "Up for sale: Crazy quilt of local history," pp. A-1, A-2.

⁴²¹ Blair, "Up for sale: Crazy quilt of local history," p. A-2.

⁴²² Blair, "Up for sale: Crazy quilt of local history," p. A-2.

End of Old World Square - Confusion Over Attempt to Clear Land

Even though Old World Square had been part of Santafair originally, by 1980 it was not part of the Santafair land owned by the Cissna group but it was part of the overall land owned by the Federal Way Shopping Center.

In 1980 the reorganized Federal Way Shopping Center management started proceedings to have the buildings of Old World Square destroyed because they were out of date and in poor repair and were far below current King County building and fire codes. The buildings in question lined the north side of the square and included the Bavarian Sausage House and the Federal Way Rubber Stamp and Trophy Company. Two Christian groups used two other picturesque buildings for office space. A demolition permit was taken out on April 30.⁴²³

Trevor Roberts, a California businessman who was a partner in the new Federal Way Shopping Center, maintained that the buildings were not economical to repair. He stated that,

People don't realize how decrepit they really are. That Old World look doesn't fit in with what the more streamlined style the center is trying to achieve. If anybody wants to move them, they can have the buildings. If they want them, we'll give them to them for nothing.⁴²⁴

Heinz Ulbricht, the buildings' designer, indicated the buildings would be extremely difficult to move since they had been built without adjoining walls.⁴²⁵ When Ulbricht revisited the site in 1980 he said he was surprised to hear of plans to tear it down. Ulbricht thought that there was still hope for saving what he thought should be kept as "a unique section . . . The setting is perfect for a German-style restaurant that could operate from the city hall building. Soft lighting, superior food and tuxedo-dressed waiters would enhance the European touch. People love it and they're willing to pay for it." Ulbricht had operated just such a restaurant in Leavenworth for three years. "Maybe they can only afford it three times a year, but in a metropolitan area, that's enough." Ulbricht thought that the European buildings touch a soft part in most American's hearts because their own ancestors probably came from there. "They can't afford to go back and see Europe themselves, so they can look here and see how grandmother used to live. It gives them a feeling of heritage and continuity."⁴²⁶

Tom Hesselbrock, Federal Way Shopping Center manager, said,

There is evidence of dry rot, leaky roofs, as well as inadequate wiring and plumbing facilities. A close inspection of these buildings, even by the uninitiated, reveals that the original construction was done in a haphazard manner, with cheap and undersized materials.⁴²⁷

⁴²³ Ann Hagen, "Citizens unite to save Old World Square," *Federal Way News*, 1 October 1980, p. A-1.

⁴²⁴ Hagen, Citizens unite, p. A-1.

⁴²⁵ Hagen, Citizens unite, p. A-1.

⁴²⁶ Hagen, Ulbricht still has dreams, p. A-5.

⁴²⁷ Hagen, Citizens unite, p. A-1.

The Bavarian Sausage House and the Federal Way Rubber Stamp Company were evicted from the square but allowed to move to other areas of the shopping center.⁴²⁸

End of Old World Square - Concerned Citizens

A small group of concerned Federal Way citizens organized a committee and began gathering documents, submitting letters to King County authorities and prepared a research paper in order to try to preserve the Old World Square buildings. Tom Trigg, the committee's chairman, worked in conjunction with the Federal Way Historical Society⁴²⁹ to save the buildings. Trigg wrote a letter to the King County Council that requested the Old World Square be recognized as "unique". Trigg, who owned the Trigg Insurance Company with office space in a building adjoining those in question, said "it probably won't protect the buildings legally, but it might prevent them from being torn down temporarily." Trigg hoped to present the preservation plan to the County Landmarks Board when it met in January, 1981. He said, "it must be considered as an important part of the community, as well as affect the interests of prosperity, civic pride and general welfare. We've done enough research already. There's no doubt that it's unique and it's been here a long time." Trigg had assembled a scrapbook, which showed items back to the square's earlier beginnings.⁴³⁰

Several area groups joined the fight to save the square. The Federal Way Chamber of Commerce voted at its September 15, 1980 meeting, to encourage the retention of the Old World Square buildings if at all feasible. Bill Davis, the Federal Way Chamber of Commerce manager, stated "We don't have much that pertains to our historical backgrounds. This pertains to the original growth of Federal Way and it could be considered an attraction."⁴³¹

Marge Guthrie, the Centerstage Board president, said that all they need is some space to give a fund drive a focal point. She said they could rent the liquor store if it were no longer rented, or possibly the old city hall, if its sale were possible. "We've got a force that could get the square together and the area would be perfect for a performing arts center and an art gallery." Sharon Munsey, artistic director, said that she realized that the dream meant that a lot of money would have to come from somewhere for the project's culmination, but the community might get behind it. "Who knows; we may not have to be a city to get an arts center."⁴³²

In December 1980 a number of landowners with property adjoining the Old World Square filed a suit with the King County Superior Court with the intent of giving the European buildings a new lease on life. The group was known as the SW Eight. The suit was intended to restrain the shopping center management from destroying any of the Old World Square buildings until it could be determined how injurious that move would be to the property of the SW Eight. The SW Eight owned eight acres in the southwest corner of

⁴²⁸ Hagen, Citizens unite, p. A-1.

⁴²⁹ The Federal Way Historical Society was the organization that preceded the present Historical Society of Federal Way.

⁴³⁰ Hagen, Citizens unite, p. A-1.

⁴³¹ Hagen, Citizens unite, p. A-1.

⁴³² Hagen, Citizens unite, p. A-1.

the Federal Way Shopping Center, including the massive structure with the spiraling clock tower known as the Nevada Building. The Nevada Building adjoined both halves of the Old World Square facing possible demolition. Dave Freeman, executive director for the SW Eight said his group feared that the demolition of part or all of the Old World Square would destroy the entrance to its property as well as take away from its attractiveness. “The key thing is they have 30,000 square feet and we have 40,000 square feet [the Nevada Building] that would be directly affected.

The suit declared that the buildings were well constructed and were only in need of repair and remodeling as a result of mismanagement by the previous owner. SW Eight Owners contended that the reason behind the suggested demolition of Old World Square was not to allow for the enlargement of the liquor store, but instead the destruction of the access to the front of the Nevada Building. Freeman said, “It seems to us [the SW Eight] that Trevor Roberts (owner of the shopping center) wants to buy the property [occupied by the Nevada Building] at bargain prices and if the entrance is damaged enough, it will be difficult for us to sell.” Roberts, a California businessmen who ran the Federal Way Shopping Center under the corporate name of Federal Way Limited, said that, “whatever, we’re doing has nothing at all to do with their access. We’re not talking here about building a gigantic building. If they think so they are misinformed.”⁴³³

End of Old World Square - Vandalism

Frustrated by sluggish court proceedings which resulted in the inability of store managers to effectively use disputed areas of the shopping center, a store manager led half a dozen men on a rampage at the Old World Square in 1980. They scarred imported carved pillars, smashed the \$300 windows and ripped up rooftops.⁴³⁴

On Saturday December 13, 1980, chain saws and sledgehammers took their toll on the European buildings in Old World Square. The battle to preserve them was lost. Half a dozen men, led by Federal Shopping Center (the new name for Federal Shopping Way) manager Tom Hesselbrock, tore off bricks, scarred carved timbers, smashed windows and ripped off roofing. “It’s clear from what’s been done here that it was strictly an act of vandalism,” said Tom Trigg, a recently evicted Old World Square tenant who was chairing the committee to save Old World Square. “I’m just sick about it,” he said. KING-TV caught the men in action and aired it on the early news. Hesselbrock hid his face from the camera and refused to comment on camera.⁴³⁵

Edith Phillips, president of the Poverty Bay Historical Society, said she was really upset over the destruction. She stated, “Being an old-timer, I resent it. I don’t like to see things destroyed.” Though she said she isn’t a teetotaler, Ms. Phillips said she thinks “it is pretty bad when the loading dock for the expanded liquor store comes before buildings that are special.”⁴³⁶

Jake Thomas, King County Historic Preservation officer, said it was obviously a tactic and he was surprised at the childish way it was handled. “It is sad that this is the way they

⁴³³ Ann Hagen, “Suit filed to save Old World Square,” *Federal Way News*, 3 December 1980, p. 1.

⁴³⁴ Steiger, p. 13.

⁴³⁵ Ann Hagen, “Square comes tumbling down despite protests,” *Federal Way News*, 17 December 1980, p. 1.

⁴³⁶ Hagen, “Square comes tumbling down despite protests,” p. 1.

(shopping center management) respond to a community effort to save a historic monument. It's reminiscent of a 12-year-old," he added. Thomas said it wasn't an uncommon maneuver and he'd seen the same thing happen in several other cases. An application for community landmark status had been made to the Landmark Board, that was expected to be acted on in January, but it was of course too late then.⁴³⁷

Caroline Mata, co-owner of the Antique Artisan and tenant in the Old World Square, said she was one of several who received a threatening letter the previous weekend from Hasselbrock that suggested she would be held personally responsible if she or her husband, Ramon, interfered in any way with the destruction. Mrs. Mata said that neither she nor her husband had done anything to cause such a letter. "This thing has escalated into a personal vendetta," said the shop owner.⁴³⁸

Trigg said that there still was hope to save the remaining buildings of Old World Square, however the matter would hinge on whether the SW Eight could get a restraining order to legally restrict further damage. J.R. Cissna, SW Eight's attorney, said that so far he had not filed for the restraining order but SW Eight was involved with litigation concerning the possible sale of their property to recover county taxes estimated at nearly \$400,000 and that would take precedence over filing a restraining order.⁴³⁹

End of Old World Square - Final Destruction

The Federal Way Shopping Center management wasted no time in finishing the destruction before any restraining order could be issued. They contacted R. W. Rhine Inc. of Tacoma to demolish the remaining structures that had been partially defaced the previous weekend. The contractors came out on Tuesday, December 16, 1980, to size up the job; on Wednesday, December 17, they drove in with heavy equipment including a truck and a 30-foot trailer and crane. The project was completed in two days. The torn-down elements were taken to a landfill site. Practically none of the structures were salvaged or saved. "There was not much in that building that could be saved since it was all nailed together," said Rhine. "The time it would take to take it apart doesn't make it feasible," he said.⁴⁴⁰ Obviously Rhine was getting paid to get rid of the structure and neither he nor Hesselbrock cared about historical preservation.

People who watched the demolition were asked if it appeared anything of value was salvaged. The fountain base originally brought over from France was leveled; carved emblems that typified European trades were removed; one worker was seen hauling away the hand-carved timbers.⁴⁴¹

A disheartened Tom Trigg, who had volunteered endless hours toward saving the buildings, watched from his insurance agency across the square. He said he now realizes the destruction of Old World Square was planned to coincide with court proceeding that were then in process. A number of property owners, with eight acres adjoining the Old World Square were then forced to sell their land in a county bankruptcy sale unless they could come up with nearly \$400,000 in back taxes. "It's a psychological attempt by the

⁴³⁷ Hagen, "Square comes tumbling down despite protests," p. 1.

⁴³⁸ Hagen, "Square comes tumbling down despite protests," p. 1.

⁴³⁹ Hagen, "Square comes tumbling down despite protests," p. 1.

⁴⁴⁰ Ann Hagen, "Old World Square comes tumbling down," *Federal Way News*, 19 December 1980, p. A-4.

⁴⁴¹ Hagen, "Old World Square comes tumbling down," p. A-4.

shopping center to force it into a tax sale by putting pressure on their attorney, J. R. Cissna, with all these different problems,” said Trigg.⁴⁴²

Former tenant Wayne Christopherson, who watched the demolition from a nearby window, said the committee to save the buildings felt pretty defeated. “Hesselbrock (shopping center manager) has foisted something on the Federal Way Community,” he said. “One of Federal Way’s only landmarks is gone to make way for the dollar bill,” Christopherson lamented.⁴⁴³

The then current owners of Old World Square had purchased it in a similar way for \$55,000 at a sheriff’s sale, according to former tenant Richard Meyer.⁴⁴⁴

After the hullabaloo of 1980, the remains of Old World Square were left pretty much in ruins until 1986. The cracked clock was stuck in the tower at 10 minutes to 5. Transients urinated in out-of-the-way corners. Grass sprouted up between the mossy cobblestones. Rough gravel outlined the base of a forgotten fountain that once marked the center of the square. Most of the structures were boarded up with unsightly plywood.⁴⁴⁵ This was the last gasp of Federal Shopping Way that had started in the mid 1950s and died a dozen years later, but still had deteriorating remains in the late 1980s.

The remaining 5.5 acres with assorted buildings that comprised the Old World Square and Santafair areas was up for sale in 1986 for \$3 million, but there were no takers. Until that time, the ownership of the Santafair properties was held up in court in a complicated legal mess that no one seemed able to sort out.⁴⁴⁶

The signature of a King County Superior Court judge finally settled the title during April 1986. Federated Washington Associated Co-Owners won a five-year battle for the undisputed title of the 5.5 acres. Some of the original owners had raised enough money to buy the property back during the tax sales. After the tax sale, these owners had formed the Federated Washington Associated Co-Owners to simplify dealing with the property once the title was clear. It had started these proceedings in 1981 but only in April 1986 was the issue finalized. The judge’s decision finally gave clear title to the owner’s corporation. . Elaine Cahill, spokeswoman for the owners, said having clear title means the corporation could either refinance the property and develop it, or sell it. If a corporation had not been formed each of the original property owners would have been required to have signed off individually, another time consuming effort. Cahill said a point system would be developed to award original owners shares in the corporation.⁴⁴⁷

J. R. Cissna’s Final Days

J. R. Cissna fought for his various causes right up to the time of his death. He worked from an office in suite 514 in Seattle’s Melborne Tower at Third and Pike. His only “staff” was his wife, Evelyn, who acted as his receptionist and did much of the routine

⁴⁴² Hagen, “Old World Square comes tumbling down,” p. A-4.

⁴⁴³ Hagen, “Old World Square comes tumbling down,” p. A-4.

⁴⁴⁴ Hagen, “Old World Square comes tumbling down,” p. A-4.

⁴⁴⁵ Blair, “Up for sale: Crazy quilt of local history,” p. A-1.

⁴⁴⁶ Blair, “Up for sale: Crazy quilt of local history,” p. A-2.

⁴⁴⁷ “Shopping center title conflict concludes,” *Federal Way News*, 23 April 1986, p. 1.

office work.⁴⁴⁸ (Mrs. Cissna says she managed an apartment building at the time and was only in Melborne Tower part of the time.)⁴⁴⁹ Cissna was essentially broke during the final few years of his life.⁴⁵⁰

John Raymond Cissna died on February 25, 1986 of a heart attack. He was 77. A memorial service was held at Findlay Street Christian Church in Seattle on Sunday March 2, 1986.⁴⁵¹

New Owner in 1990

During the years from 1976 to 1990 the space previously occupied by Federal Shopping Way had been owned by the California based Federal Way Limited. In April 1990 a Bellevue businessman, Peter Jouflas, bought the retail part of the Federal Way Shopping Center. He considered also buying the remains of the historic Old World Square. Jouflas owned eight other small shopping centers in the Seattle area. Rick Gardener, president of Western States Realty and Development, indicated his company would manage the facility for Jouflas.⁴⁵²

When Jouflas bought the complex in 1990 for an estimated \$13 million, he inherited a host of problems. City officials and business owners were quick to say, however, that Jouflas was not to blame for the center's deterioration. Craig Smith, owner of the Reel Thing, called the center "a ghost town." Old World Square was a collection of semi-condemned structures, marking time until they were finally demolished completely. Potholes were all over the parking lot. The asphalt walkways rippled and buckled, some caused by tree roots and some by long years of inattention.⁴⁵³

Gardener indicated the plan was to keep the center largely as it was. He stated, "For the time being, we don't intend to change anything, except to try to fill it up." The center at that time had 38 retail and other business tenants, including a branch campus of Highline Community College. The center had space for 43 tenants. Gardener indicated Jouflas would look into purchasing the back portion of the shopping center that had previously been Old World Square. Gardener stated that, "We're concerned with making it a better, more viable shopping center."⁴⁵⁴

The tenants were not sure what was going to happen. "We have a new place to send the rent check," said Tom Spane of Frank and Guy's Meat Market, one of the early tenants of Federal Shopping Way. Spane went on to say, "keeping it full – that will always help," meaning the entire center being occupied would help his business. Jeri Gore owner of the Federal Way Hobby and Craft shop for six years said she had seen the traffic flow in the center drop noticeably in recent years. She blamed the lack of upkeep by the previous owner and the unattractiveness of the remaining buildings. She said "I'm hoping the new owner bought it with the idea in mind of putting some money back into the place, some face-lifting is needed."⁴⁵⁵

⁴⁴⁸ Hagen, "Cissna: Lawyer leaves an entangled legacy," p. A-4.

⁴⁴⁹ Author's discussion with Mrs. Evelyn Cissna, May 2, 2002.

⁴⁵⁰ Rodgers, p. A-2.

⁴⁵¹ "Obituaries – John R. Cissna," p. B-11.

⁴⁵² "Historic Center gets new owners," *Federal Way News*, 6 May 1990, p. A-1.

⁴⁵³ Sean Robinson, "Cagey owner charts careful course," *Federal Way News*, 7 April 1993, p. A-3.

⁴⁵⁴ "Historic Center gets new owners," pp. A-1, A-4.

⁴⁵⁵ "Historic Center gets new owners," p. A-4.

From the time Jouflas purchased the mall through early 1993, tenants left and were not replaced and the buildings fell into disrepair. City Council member Mary Gates said the center is “a prime candidate for redevelopment.” The city was developing a downtown plan and was not happy with the condition and appearance of Jouflas’s property.⁴⁵⁶

On September 30 1993 the R.W. Rhine Demolition Contractors raze one of the remaining buildings in front of Old World Square. At this point Jouflas was still promising to keep the clock tower and some of the other few remaining portions of Old World Square.⁴⁵⁷

Pavilions Centre [sic] Planned

In November, 1993, Peter Jouflas turned in an environmental plan to the City of Federal Way. This was the first step in redeveloping his 25.66-acre shopping center property. City leaders encouraged redevelopment of the property. City Manager Brent McFall called the shopping center property “a prime candidate for redevelopment,” and Deputy Mayor Joel Marks was happy to hear that Jouflas was moving ahead with his plans. Councilman Ray Tomlinson said the Pavilions Centre project would be good for the city. The plan called for all present tenants to move and everything between South 312th and South 316th streets to be demolished. The initial plan mentioned only a bookstore and a grocery store as potentially being signed up. Tenants were not sure if they were going to be invited to stay in newly built stores or if they would be evicted. Most believed the new rents would be too high to stay anyway.⁴⁵⁸

When PayLess moved out of the center in 1992, another anchor tenant was lost. A fire gutted Federal Way Furniture, Happy Maid Cleaners and Radio Shack in December 1992, causing an estimated \$1 million damage. Various businesses were moving out in early 1993. For example, Village Import Auto Parts moved to Auburn in March 1993.⁴⁵⁹

Jouflas finally decided, or maybe that was his plan all along, that there was no way to develop the old buildings. In late 1994 Jouflas decided to evict the tenants and demolish the buildings. The remaining merchants were given notices in December of 1994 to vacate. Some had been in the renovated shopping mall for more than 20 years. Jouflas invoked a long-standing demolition clause that he had inserted in all of the leases. He also received city approval of his site plan to build a new center. All of the tenants had to be out by May 1995.⁴⁶⁰

Marilyn Cerbone of Cerbone’s Produce said she would open her new store on January 1, 1995 at 2016 S 320th Street, in Center Plaza. She said,

We have to move. It’s not a choice of wanting to move. It’s sad to me, because this is my life, but I’m looking forward to finding new customers and having my old customers follow me.⁴⁶¹

⁴⁵⁶ Robinson, “Cagey owner charts careful course,” p. A-1.

⁴⁵⁷ “Demolition day,” *Federal Way News*, 2 October 1993, p. A5.

⁴⁵⁸ Sean Robinson, “Developer submits shopping center plan,” *Federal Way News*, 20 November 1993, pp. A-1, A-11

⁴⁵⁹ Robinson, “Cagey owner charts careful course,” p. A-3.

⁴⁶⁰ Sean Robinson, “Merchants prepare to pack up their gear,” *Federal Way News*, 17 December 1994, p. A-1.

⁴⁶¹ Robinson, “Merchants prepare to pack up their gear,” p. A-1.

It was the same story for Frank and Guy's Market (See earlier section on **Frank and Guy's Market**), the Reel Thing, and State Farm Insurance who were all forced to find new locations on short notice. Some shops such as the Bavarian Sausage House decided to close for good. Johnny's Seafoods also decided to consider closing for good. Tenants said that Joufflas rarely communicated with them and didn't return phone calls.⁴⁶²

Kathy McClung, land use administrator for the city of Federal Way, indicated that approval of Joufflas's site plan for his new mall, Pavilions Centre, had been granted on November 1, 1994. It had taken Joufflas and the city nearly a year to work out the details. The city issued Joufflas a new demolition permit the same day that approval was granted for the site. Joufflas submitted an application for an infrastructure utilities permit on December 9, 1994. A use permit seeking variances to the city's sign code was submitted on December 14, 1994.⁴⁶³

Attempts by some of the merchants who wanted to stay on the site met with no success. Tom Polluck, manager of the Reel Thing, said, "There's nothing [offered]. There seems to be very much of an unwillingness to have any of us who have been faithful tenants to move in or even have an opportunity to move in to whatever he's planning." Tom Spane of Frank and Guy's said he didn't even know he was supposed to leave until his next-door neighbors at the Fuji Garden Restaurant showed him their notice-to-vacate letters the week after Thanksgiving. Spane said, "We never received any notification. Thirty-one years here, and no notice. I guess they didn't want to waste a letter and a stamp."⁴⁶⁴

Clock Tower Removed From Old World Square

In July 1994, two thieves stripped the copper from the clock tower of Old World Square in broad daylight. The clock tower had been a landmark in the Federal Way area for many years. The thieves told a police dispatcher that they were recycling the copper from the tower as part of the remodeling that was being done at the mall.⁴⁶⁵ To prepare for new construction, the last remaining portion of Old World Square, the clock tower was taken down on January 10, 1995.⁴⁶⁶ The Historical Society of Federal Way has the clock tower in storage and plans to re-erect it when a suitable site can be found.

Construction of Pavilions Centre

Construction of the latest major renovation of the site began in mid 1995 with the start of construction of stores such as the major grocery store, QFC, and the large book store Barnes and Noble.⁴⁶⁷ The new mall, now called Pavilions Centre, opened in 1996.

⁴⁶² Robinson, "Merchants prepare to pack up their gear," pp. A-1, A-3.

⁴⁶³ Robinson, "Merchants prepare to pack up their gear," p. A-3.

⁴⁶⁴ Robinson, "Merchants prepare to pack up their gear," p. A-3.

⁴⁶⁵ Sean Robinson, "Who copped the clock copper?" *Federal Way News*, 25 August 1994, pp. A-1, A-2.

⁴⁶⁶ Lori Corso, "Center's clock tower plucked from decades-long perch," *Federal Way News*, 17 January 1995, pp. A-1, A-2.

⁴⁶⁷ "Pavilions Centre [sic] replaces Federal Way Shopping Center," *Federal Way News*, 30 December 1995, p. A-1.

Conclusions and Comments By Those Who Knew Cissna

Cissna's opponents multiplied over the years.

[They] will tell you the man has always had dreams. Some are so brilliant and far-sighted, they can only be attributed to genius. Others are so far-fetched they seem built on pillars of sand.⁴⁶⁸

Dreams and genius coupled, with an ability to manipulate people with intellectual persuasion, or cow them with intimidation, may have led to his downfall. Richard Whitbeck, former Cissna employee who later headed a group of shopping center investors said,

Cissna created a sense of awe because of his position as an attorney. He represented "society." He used his profession as a whip. If someone raised a question, he'd turn on them and browbeat them into submission.⁴⁶⁹

Cissna responded by saying that he was never more than the people's pawn and never did anything that wasn't expressly recommended by his investors.⁴⁷⁰

Longtime tenants said they weren't always sure of Cissna. Joe Hegenauer, former manager of the center's PayLess store said Cissna had "delusions of grandeur."⁴⁷¹

Former investors, who felt they were left holding an expensive bag, said Cissna operated too close to the law's cutting edge, and often drifted into the gray area between right and wrong. Cissna communicated regularly with investors, but explained things in such a way that many said were impossible to understand. "We'd attend regular meetings and come away wondering what he was talking about," said Jean Mattash an Operations Protective Association member. "He was so evasive." Whitback said that Cissna wanted to make decisions himself rather than involve board members. Whitback quoted one of Cissna's favorite expressions and stated that it frequently backfired, "If you don't have the facts, use law. If you don't have law, use personality."⁴⁷²

In spite of the wrangling and wrath of the early years and the bankruptcy proceedings of later years, the Federal Shopping Way evokes good memories. In the early days of Federal Shopping Way almost anything seemed possible as J. R. Cissna showed Federal Way residents the community's potential, but inadvertently he also showed them its limitations. For his effort he is sometimes lauded and sometimes blamed. Cissna did not create a miniature Disneyland here although he had this in mind, as did others around the country. He did not turn Federal Way into a garden spot on the highway and as many investors found out, he did not make anyone rich. He did establish the area's first shopping center and was ahead of his time with associated recreational activities and

⁴⁶⁸ Hagen, "Cissna: Lawyer leaves an entangled legacy," p. A-6.

⁴⁶⁹ Hagen, "Cissna: Lawyer leaves an entangled legacy," p. A-6.

⁴⁷⁰ Hagen, "Cissna: Lawyer leaves an entangled legacy," p. A-6.

⁴⁷¹ Robinson, "Cagey owner charts careful course," p. A-3.

⁴⁷² Hagen, "Cissna: Lawyer leaves an entangled legacy," p. A-6.

therefore deserves much credit. From its opening in 1955 until SeaTac Mall opened 20 years later, the stores he had built were the business and entertainment center of Federal Way.

“He was a great planner and far ahead of his time,” said Ila May March, in 1989, then a member of the Historical Society of Federal Way. “But everything he imagined was above what any of us could imagine.”⁴⁷³

Even Elaine Cahill, one of his dissatisfied investors in the Federated Washington Associated Co-Owners, was conciliatory,

I can’t say I didn’t like Mr. Cissna. We were dubious about his abilities, but I don’t feel he was an out-and-out crook. I think he felt he was a savior of the people.”⁴⁷⁴

Nellie Fleming said,

People were drawn to Cissna because he was warm, outgoing and could be absolutely charming. I think he did more for the development of Federal Way than anyone. He had faith in it and he kept it going.”⁴⁷⁵

Long time Federal Way businessman Joe Martinson gave a mixed review to Cissna’s activities.

He made property values rise considerably by building that center here; a lot of people who owned nearby property profited from that. His downfall was in going ahead too fast; he entered into land contracts that necessitated regular income, and he didn’t have the income to meet expenses.

He was pretty persuasive. He could sell anybody anything except [when dealing] with authorities. I think he made his mistake when he defied constituted authorities.”⁴⁷⁶

Bob Stead, a lawyer, and former district court judge said of Cissna,

Here’s a man who had some grand ideas; if it weren’t for him, the logical development in the south end would have been at Midway. This whole area was built around Cissna’s plan, but he got himself leveraged out too far and the house of cards fell in.”⁴⁷⁷

⁴⁷³ Steiger, p. 4.

⁴⁷⁴ Steiger, p. 13.

⁴⁷⁵ Hagen, “Cissna: Lawyer leaves an entangled legacy,” p. A-6.

⁴⁷⁶ Strosnider, p. A-1.

⁴⁷⁷ Strosnider, p. A-1.

Many Federal Way old-timers, especially those who did not invest with Cissna, believe that he was a strong leader and was appreciated in the community for his drive, creativity and leadership.⁴⁷⁸

Peter Joufflas, who bought the site in 1990 and developed it as Pavilions Centre said,

I think (Cissna) was way before his time . . . I have seen some of his plans, and I don't think he was nuts. I think he was on the right track. We're seeing developments of his type now.⁴⁷⁹

There is no doubt however one feels about Cissna, that he foresaw the incredible growth of Federal Way. Rightly or wrongly he was denied the full realization of his dream. One of Cissna's last comments about the growth and development of the Federal Way area was, "It's going very well, but it's too bad that it didn't go as planned."⁴⁸⁰

Current Status of Site

Cissna called his creation Federal Shopping Way and packed it with amusements befitting a suburban Disneyland. He bought historical cabins and erected them. He built a tramway that skirted the entire complex. He conjured up a European-style village complete with rustic shops and called it Old World Square.

None of the buildings or landscape of the original Federal Shopping Way still exists in the present shopping mall. All buildings and landscaping are new. The latest major renovation is called Pavilions Centre. The only continuing business from the early days of Federal Shopping Way and located in the mall area, although its location has varied slightly over the years, is the Washington State Liquor Store. The Historical Society of Federal Way has the clock tower in storage. They plan to place it on exhibit sometime in the future.

The Historical Society of Federal Way, in cooperation with the city of Federal Way, is installing a historical marker at the site. It will record the importance of Federal Shopping Way and John Raymond Cissna to the development of the Federal Way area.

Suggestions for Further Work on this Paper

This paper may be considered as Phase One of the study of Federal Shopping Way. I (or others) still have material to add. A large amount of new material and verbal communication supplied by Mrs. Evelyn Cissna is also available for inclusion. Material will also be extracted and used from the two hour video, "Crime and Corruption."⁴⁸¹ There are lots of pictures available that could be added to the body of the paper or included as an appendix. This will be done as Phase Two.

⁴⁷⁸ Hagen, "Cissna: Lawyer leaves an entangled legacy," p. A-6.

⁴⁷⁹ Robinson, "Cagey owner charts careful course," p. A-3.

⁴⁸⁰ Tab Melton, "Some of Cissna's dreams came true," *Federal Way News*, 10 Jun 1983, p. A-3.

⁴⁸¹ "Crime and Corruption, A Personal Story, Parts 1 and 2," from the TV series *A Visit with a Person of High Strangeness*, Guest Evelyn Cissna, Interviewer Lillian Mustler, PO Box 3779, Lacey WA 98509, Director Justin B. Wright, Producer TCTV, Olympia WA, for public access TV, copyright 2000 by High Strangness Productions.

Appendix 1 - Summary of Federal Shopping Way

Based on the material of this paper a general summary of the key events concerning Federal Shopping Way is provided as follows.

1. 1937 - John Raymond Cissna formed Federal Old Line Life Insurance Company.
2. 1954 - Cissna announced plans to purchase land and move the headquarters of Federal Old Line Insurance to Federal Way and develop adjoining land as an open space mall.
3. 1955 - Federal Shopping Way opened.
4. 1955 - Old Line Historic Park opened.
5. 1956 - Initial parts of Santafair amusement rides open, but huge expansion of Santafair did not occur until 1961.
6. Federal Shopping Way reached its zenith in the early 1960s with about 100 stores in operation, Historic Park was open with historic buildings, and Santafair provided amusements and entertainment.
7. 1964 - Old World Square was dedicated. It provided a European atmosphere.
8. Early to mid 1960s – Plans were made to expand mall to the east side of Highway 99 to be called Federal Shopping Way East.
9. 1967- Method of financing Recre-plex in Federal Shopping Way East led to SEC involvement and court action stopping further investments.
10. 1967 - Federal Shopping Way was declared bankrupt.
11. 1968 - Federal Old Line Insurance was declared bankrupt
12. 1968 - Federal Shopping Way was placed in receivership and Federal Old Line Insurance was placed in the hands of the State Insurance Commissioner.
13. 1977 - The Merchant's Association changed the name from Federal Shopping Way to the Federal Way Shopping Center.
14. 1978 - The Roller Gardens, which had opened in 1955, closed. This was the last of the original activities to stay in operation and meant the end of Federal Shopping Way, as it had been known through the years.
15. 1986 - J. R. Cissna died.
16. Old World Square deteriorated until it finally disappeared completely with the removal of the clock tower in 1995.

Nothing of Federal Shopping Way exists on the site of Pavilions Centre today.