

SR 99: ALASKAN WAY VIADUCT & SEAWALL REPLACEMENT PROGRAM

Section 106 Technical Report Historic Resources S. Holgate Street to S. King Street Viaduct Replacement Project

TABLE OF CONTENTS

Chapter 1 Summary.....	1
1.1 Project Description	1
1.2 Affected Environment	1
1.3 Operational Effects and Mitigation.....	2
1.4 Construction Effects and Mitigation	3
Chapter 2 Methodology	5
2.1 Project Development	5
2.2 Area of Potential Effects	5
2.3 Data Collection	5
Chapter 3 Affected Environment.....	9
3.1 Historic Resources.....	9
3.2 Pioneer Square's Early Development.....	10
3.3 Growth, Depression, and World War II: 1921–1945	11
3.4 Post-World War II: 1946–2000	12
Chapter 4 Operational Effects, Mitigation, and Benefits	15
4.1 Operational Effects	15
4.2 Operational Mitigation.....	15
4.3 Benefits.....	15
Chapter 5 Construction Effects and Mitigation.....	17
5.1 Construction Effects.....	17
5.1.1 Traffic Stage 1 (17 months)	18
5.1.2 Traffic Stage 2 (6 months)	18
5.1.3 Traffic Stage 3 (8 months)	18
5.1.4 Traffic Stage 4 (7 months)	19
5.1.5 Traffic Stage 5 (6 months)	19
5.2 Construction Mitigation	19
Chapter 6 Indirect and Cumulative Effects	21
6.1 Indirect Effects.....	21
6.2 Cumulative Effects.....	21
Chapter 7 References.....	23

LIST OF EXHIBITS

Exhibit 2-1	Historic Resources	6
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ATTACHMENTS

Attachment A	Historic Property Inventory
Attachment B	Historic Property Inventory Forms

ACRONYMS

ACHP	Advisory Council on Historic Preservation
APE	Area of Potential Effects
BMP	Best Management Practice
City	City of Seattle
CFR	Code of Federal Regulations
DAHP	(Washington) Department of Archaeology and Historic Preservation
EIS	Environmental Impact Statement
FHWA	Federal Highway Administration
HAER	Historic American Engineering Record
NRHP	National Register of Historic Places (National Register)
Project	SR 99: S. Holgate Street to S. King Street Viaduct Replacement Project
SMC	Seattle Municipal Code
SR	State Route
USC	United States Code
WOSCA	Washington-Oregon Shippers Cooperative Association
WSDOT	Washington State Department of Transportation

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Chapter 1 SUMMARY

This report evaluates the historic resources in the vicinity of the proposed SR 99: S. Holgate Street to S. King Street Viaduct Replacement Project (the Project) and discusses the Project's potential adverse effects on historic properties, as defined by Section 106 of the National Historic Preservation Act of 1966, as amended (16 USC 470). It also recommends measures to mitigate possible adverse effects.

Adverse effects are anticipated for two historic properties within the APE: the Alaskan Way Viaduct and the Bemis Building. These effects and the recommended mitigation are described in the paragraphs below and in Chapters 4 and 5.

1.1 Project Description

The Project involves removing approximately one mile of the State Route (SR) 99 mainline from S. Walker Street (just south of S. Holgate Street) to the vicinity of S. King Street. This section would be replaced with an improved three-lane roadway, both northbound and southbound. The improved thoroughfare would transition from the existing at-grade roadway via retained fill ramps to an elevated structure to meet the existing viaduct in the vicinity of S. King Street. The existing access ramps at First Avenue S. would be maintained. A new northbound off-ramp and southbound on-ramp would be built to and from Alaskan Way S. south of S. King Street.

Grade-separated access for freight and general purpose traffic traveling between the BNSF Seattle International Gateway (SIG) Railyard, SR 519 connections, and the Port of Seattle container terminals along Seattle's waterfront would also be provided. These east-west movements would occur via a U-shaped undercrossing extending from the intersection of S. Atlantic Street/Colorado Avenue S. to the intersection of S. Atlantic Street and E. Marginal Way S.

Construction is expected to begin in mid-2009 and be completed in fall 2013.

1.2 Affected Environment

The Area of Potential Effects or APE (shown on Exhibit 2-1) is largely southwest of the local Pioneer Square Preservation District and the Pioneer Square-Skid Road National Register Historic District, in an area that is largely occupied by railyards, road right-of-way, and parking lots. The APE includes the southwest edge of both the Pioneer Square local and National Register historic districts.

The APE includes the Project's construction area and a one-block buffer to the south (S. Stacy Street), north (S. Jackson Street), and east (Occidental Avenue S.), with Elliott Bay on the west. The boundary encloses the identified construction staging areas and areas immediately adjacent to construction zones that may experience indirect effects. The Washington State Department of Archaeology and Historic Preservation (DAHP) approved the APE on January 29, 2008.

The APE contains two buildings listed in the National Register of Historic Places (NRHP), six industrial buildings that have been identified as eligible for listing in the NRHP, and the Alaskan Way Viaduct itself, also determined eligible for listing in the NRHP. All of the buildings in the APE that were built in 1962 or earlier are listed in Attachment A, with their historical status indicated. Historic Property Inventory Forms are included in Attachment B.

1.3 Operational Effects and Mitigation

Operational effects are permanent effects that would exist after the new facility is open and in use. Throughout the project design process, efforts were made to eliminate adverse effects on historic resources. The design team used information on historic resources to influence specific decisions in order to avoid adverse effects where possible. Where adverse effects appeared to be unavoidable, efforts were made to minimize them.

The single permanent adverse operational effect of this Project on historic resources would be the demolition of a portion of the viaduct structure; this demolition would potentially affect the viaduct's eligibility for the NRHP. Although Bemis Building tenants may experience increased traffic congestion in the vicinity, construction of a new two-part roadway on Colorado Avenue S. would maintain north- and southbound access to the Bemis Building loading dock. Furthermore, traffic analyses indicate that increased traffic would operate within acceptable levels of service and would not be considered an adverse effect to the Bemis Building.

The section on operational effects and mitigation (Chapter 4) discusses approaches to reduce the Project's direct and indirect effects on historic resources. Development of mitigation measures will be coordinated among the Washington State Department of Transportation (WSDOT), the Federal Highway Administration (FHWA), DAHP, the Advisory Council on Historic Preservation (ACHP), affected tribes, and the City of Seattle, as appropriate. A Memorandum of Agreement is being developed among these parties to ensure that any adverse effects to historic resources, as defined by Section 106, are mitigated.

Potential mitigation measures for operational effects include designing building access to minimize effects that could affect the significance, use, or economic viability of historic properties. Documentation of the viaduct, through a narrative history and photographs meeting Historic American Engineering Record (HAER) standards, is currently underway.

1.4 Construction Effects and Mitigation

Construction effects are temporary effects that would occur only during the period of construction of the Project.

The single indirect adverse effect from construction activities on the Project would be to the Bemis Building, whose tenants would experience noise and dust during construction, with interruptions or modifications to building access at times during the construction period. Construction would prevent use of their primary loading dock at some periods. Because this would potentially affect the economic viability of the building, it is considered an adverse effect. This effect would be mitigated by improvements to an alternative loading dock facing the south parking lot, which would allow business operations to continue. Construction would also reduce on-street short-term parking near the Bemis Building.

Tenants of the Washington-Oregon Shippers Cooperative Association (WOSCA) Freight House would also potentially experience noise and dust during construction, with reduced parking and limited building access at times during the construction period. These access and parking limitations may cause short-term economic effects. However, construction effects are not anticipated to be an adverse effect, as they would not be severe enough or of long enough duration to have an effect on the building's economic viability or historic integrity.

Mitigating measures for construction effects include using Best Management Practices (BMPs) to control noise and air pollution; providing detours and alternative parking; scheduling construction to minimize effects; and ensuring continued access to businesses, loading docks, and residences.

Construction activity would be located south and west of the Pioneer Square local and National Register historic districts and is sufficiently far away that it is not expected to cause adverse effects on the districts. Tenants and residents in buildings on the southwest edge of the districts may experience short-term noise, traffic congestion, and parking disruption, but not to an extent that would be considered an adverse effect or that would affect the historic integrity of their buildings.

Chapter 5 discusses potential construction effects in more detail and suggests potential measures to be used during construction to mitigate the expected effects on historic resources. As with the operational mitigation, the specific measures will be coordinated among WSDOT, FHWA, DAHP, ACHP, affected tribes, and the City of Seattle. A Memorandum of Agreement is being developed among these parties to ensure that any adverse effects to historic resources, as defined by Section 106, are mitigated.

Chapter 2 METHODOLOGY

This chapter describes the process used to investigate, assess, and describe the potential effects on historic resources that could occur with the Project. This report is based on existing information about historic properties identified for the Alaskan Way Viaduct and Seawall Replacement Project 2004 Draft Environmental Impact Statement (EIS) and the 2006 Supplemental Draft EIS (WSDOT et al. 2004, 2006). All potential historic resources in the project area were evaluated previously for these documents.

2.1 Project Development

In 2003, historic district boundaries were verified, and all properties eligible for or listed in the NRHP as well as City of Seattle-designated landmarks in the project area were identified. This information was used during project development to avoid or minimize effects on historic resources wherever possible.

2.2 Area of Potential Effects

The APE (shown on Exhibit 2-1) includes the Project's construction area and a one-block buffer to the south (S. Stacy Street), north (S. Jackson Street), and east (Occidental Avenue S.), with Elliott Bay on the west. The boundary encloses the identified construction staging areas and areas immediately adjacent to construction zones that may experience indirect effects. The DAHP concurred with the APE on January 29, 2008.

2.3 Data Collection

Information on the developmental history of the project area and on the individual buildings has been collected. The information includes:

- Properties listed in the NRHP and on the list of City of Seattle landmarks.
- Information regarding properties that have previously been reviewed for NRHP eligibility or City of Seattle landmark designation.
- Data from previous surveys of the area.
- Information found in previous environmental reports regarding potential historic resources in the project area.
- Developmental history found in standard works of history, university theses, and similar sources.

