

FINAL ENVIRONMENTAL IMPACT STATEMENT
AND FINAL SECTION 4(f) AND 6(f) EVALUATIONS
SR 520 BRIDGE REPLACEMENT AND HOV PROGRAM

NOVEMBER 2010

SR 520, I-5 to Medina: Bridge Replacement and HOV Project

Environmental Evaluation of Section 6(f) Replacement Sites

Public Review Draft

**SR 520, I-5 to Medina: Bridge
Replacement and HOV Project
Final Environmental Impact Statement
and Final Section 4(f) and 6(f) Evaluations**

**Environmental Evaluation of
Section 6(f) Replacement Sites**



Prepared for

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Acronyms and Abbreviations

ALEA	Aquatic Lands Enhancement Account
BMPs	best management practices
CFR	Code of Federal Regulations
City	the City of Seattle
DNR	Washington Department of Natural Resources
Ecology	Washington Department of Ecology
EDR	Environmental Data Resources, Inc.
EIS	environmental impact statement
ESA	Endangered Species Act
FHWA	Federal Highway Administration
HOV	high-occupancy vehicle
HPI	Historic Property Inventory
IC	Industrial Commercial
LWCF	Land and Water Conservation Fund
LWCFA	Land and Water Conservation Fund Act
MOA	memorandum of agreement
NEPA	National Environmental Policy Act
NPS	National Park Service
NHPA	National Historic Preservation Act
NRHP	National Register of Historic Places
RACp	regulatory agency coordination process
RCO	Washington State Recreation and Conservation Office
ROD	record of decision
SDEIS	Supplemental Draft Environmental Impact Statement
SEPA	State Environmental Policy Act
SHPO	State Historic Preservation Office
SR	State Route
TWG	technical working group
UST	underground storage tank
UW	University of Washington
WSDOT	Washington State Department of Transportation



Chapter 1 Introduction

What is the purpose of this document?

The Washington State Department of Transportation (WSDOT) is proposing to reconstruct State Route (SR) 520 between Interstate 5 in Seattle and Evergreen Point Road in Medina. As identified in the Supplemental Draft Environmental Impact Statement for the SR 520, I-5 to Medina: Bridge Replacement and HOV Project (the project; WSDOT 2010), this work will require that WSDOT acquire for right-of-way recreational property purchased by the City of Seattle and the University of Washington with funding from the Land and Water Conservation Fund (LWCF). Under the Preferred Alternative, WSDOT requires approximately 4.77 acres. Land acquired with LWCF funding must be replaced with property of reasonably equivalent usefulness, monetary value, and location. In compliance with the National Environmental Policy Act (NEPA) and other applicable regulations, this document identifies replacement property for the Section 6(f) lands converted by the project and evaluates the potential environmental effects of developing the replacement property for park use. This document demonstrates that the parks where Section 6(f) conversions would occur would still be viable recreation facilities, retaining the functions they served before the conversion. Environmental effects on the converted property are described in the Final Environmental Impact Statement for the SR 520, I-5 to Medina: Bridge Replacement and HOV Project.

What is Section 6(f)?

In 1965 Congress passed the Land and Water Conservation Fund Act (LWCFA), Title 16, U.S. Code, Section 4601. The act established the LWCF, a program that provides grants to help pay for the acquisition and development cost of outdoor recreation sites and facilities.

Section 6(f) is the portion of the LWCFA that requires evaluation of any project that would convert properties that were acquired or developed with LWCFA grant assistance. A conversion occurs when the use of a Section 6(f) site is changed for longer than 6 consecutive months to something other than what was funded, regardless of whether the change is temporary or permanent. Changes in use of Section 6(f) sites lasting less than 6 months are not considered to be conversions,



although they would be evaluated under NEPA as recreation impacts.

Conversions can occur in three different ways:

1. when use of an *entire* Section 6(f) resource site would be changed for longer than 6 months;
2. when use of a *portion* of a Section 6(f) resource would be changed for longer than 6 months (known as a partial conversion); or
3. when a project would occur on the same property where the Section 6(f) resource is located, and would not directly affect the Section 6(f) resource, but would affect access to or other reasonable use of the Section 6(f) resource on the site for more than 6 months.

Section 6(f) requires approval of proposed conversions by the National Park Service (NPS). For projects in Washington State, there is a multi-step process in which project proponents identify Section 6(f) property(s) that would be converted to non-park uses, then forward the information to the Washington State Recreation and Conservation Office (RCO), which is the state agency that administers the LWCF and prepares the application and draft recommendation to the Washington State Recreation and Conservation Funding Board. The Recreation and Conservation Funding Board makes the recommendation to NPS on the approval of conversions. The NPS and the RCO must ensure that all practical alternatives to converting Section 6(f) properties have been evaluated. Where no practical alternative exists to a conversion, the act requires that replacement property be acquired for those lands to be converted, and the agencies are charged with ensuring that proposed replacement lands would be of reasonably equivalent usefulness, monetary value, and location to those being converted.

The overall viability and recreational usefulness of replacement lands is partly dependent on the timetable to develop the replacement parks. While replacement of sites is usually expected to occur within three years of the date of conversion approval, full development of the sites may be delayed beyond 3 years if the RCO and the NPS agree.

Why does Section 6(f) apply to the SR 520, I-5 to Medina: Bridge Replacement and HOV Project?

In order to construct and operate this project, WSDOT proposes to partially convert a Section 6(f) property along the project corridor. The



Section 6(f) property is a recreational trail complex that includes two named trails and two parks along Montlake Cut and Lake Union. These are Ship Canal Waterside Trail and the Arboretum Waterfront Trail and portions of East Montlake Park and Washington Park Arboretum. This property is described in detail in Chapter 2.

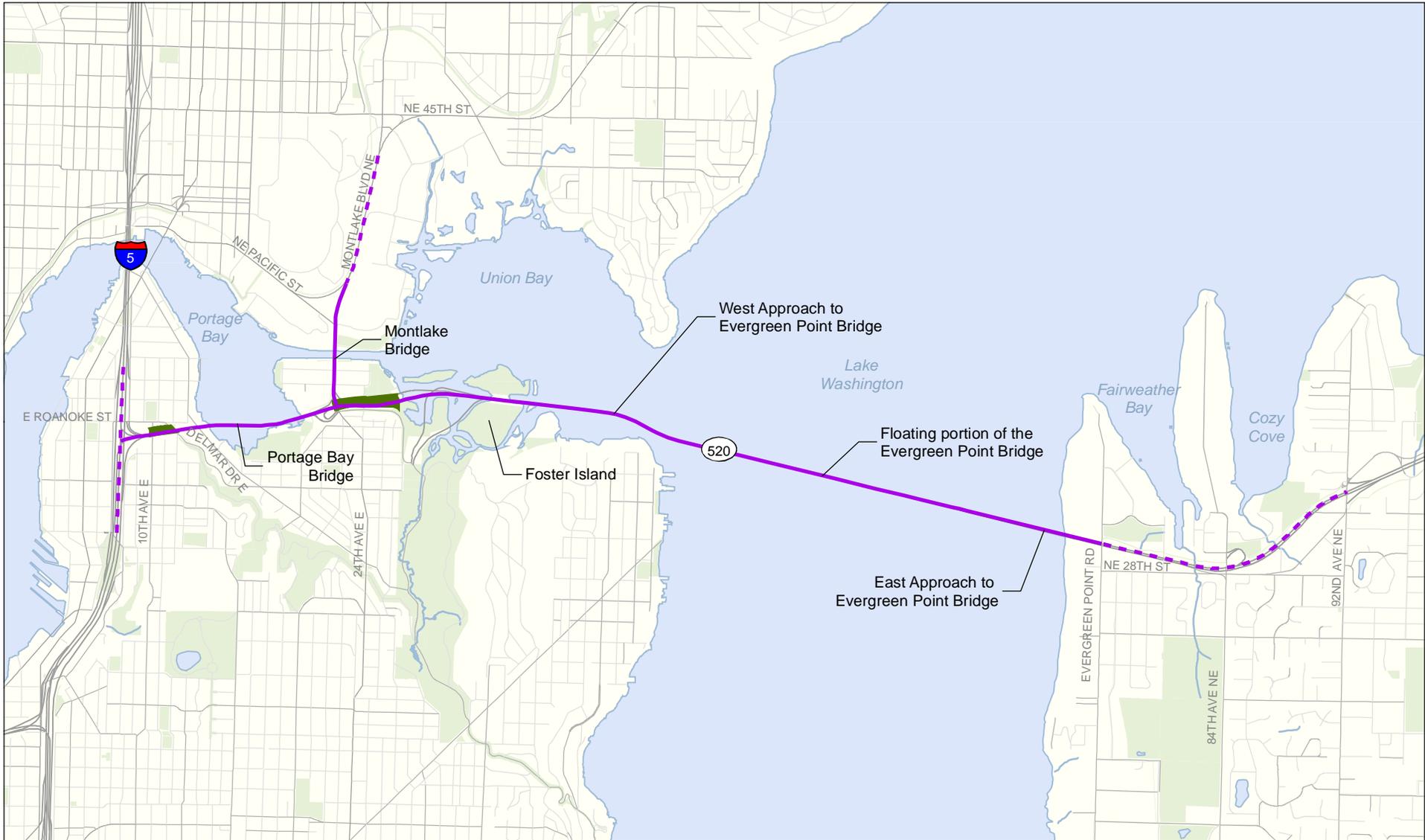
The project is part of the SR 520 Bridge Replacement and HOV Program, which is intended to improve mobility for people and goods within the SR 520 corridor from Seattle to Redmond in a safe, reliable, and cost-effective way, while avoiding, minimizing, and/or mitigating adverse effects on affected neighborhoods and the environment.

After evaluating alternatives and design options for the project in a 2006 Draft Environmental Impact Statement (Draft EIS) and a 2010 Supplemental Draft EIS (SDEIS) and considering public and agency comments on those documents, WSDOT chose a preferred alternative in April 2010. The Preferred Alternative for the project would widen the SR 520 corridor to six lanes from I-5 in Seattle to Evergreen Point Road in Medina (Exhibit 1). It would replace the vulnerable Evergreen Point and Portage Bay bridges and would complete the regional high-occupancy vehicle (HOV) lane systems across SR 520, as called for in regional and local transportation plans. The new SR 520 corridor would be six lanes wide, with two outer general-purpose lanes and one inside HOV lane in each direction. The SR 520 corridor between I-5 and the Montlake area would operate as a boulevard or parkway with median plantings and a posted speed limit of 45 miles per hour.

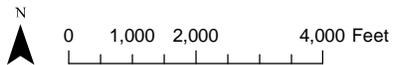
The project would include the following elements (listed from west to east):

- An enhanced bicycle/pedestrian crossing over I-5, adjacent to the East Roanoke Street bridge
- A reversible transit/HOV ramp between SR 520 and the I-5 express lanes, heading from the Eastside to downtown Seattle in the morning and from downtown Seattle to the Eastside in the evening
- New overcrossings and an integrated lid at 10th Avenue East and Delmar Drive East
- A six-lane Portage Bay Bridge with a westbound managed shoulder
- An improved urban interchange at Montlake Boulevard integrated with a lid configured for transit, pedestrian, and community connectivity





- Project Extent
- - - Limited Improvement (e.g. Re-paving and Re-striping Lanes)
- Stream
- Lid
- Park



Source: King County (2005) GIS Data (Streams and Streets), King County (2007) GIS Data (Water Bodies), CH2M HILL (2008) GIS Data (Parks). Horizontal datum for all layers is NAD83(91); vertical datum for layers is NAVD88.

Exhibit 1. Project Location

SR 520, I-5 to Medina: Bridge Replacement and HOV Project Environmental Evaluation of Section 6(f) Replacement Sites

- A new bascule bridge across the Montlake Cut and parallel to the existing Montlake Bridge that provides additional capacity for transit/HOVs, bicycles, and pedestrians
- Improved roadway clearance over Foster Island
- Improved regional trail connections
- A new west approach bridge configured to be compatible with high-capacity transit (including light rail) in the future
- A new 14-foot-wide bicycle/pedestrian path with scenic pull-outs along the north side of the new Evergreen Point Bridge, connecting regional trails across Lake Washington
- A new maintenance facility and maintenance dock located underneath the east approach of the Evergreen Point Bridge
- Re-striped lanes on the SR 520 mainline to match improvements made on the Eastside by the SR 520, Medina to SR 202 project
- Noise reduction features potentially including quieter pavement, sound-absorptive barriers, and noise walls, where agreed upon between WSDOT and the communities
- Basic and enhanced stormwater treatment facilities

The Preferred Alternative includes a new Montlake Boulevard bascule bridge constructed parallel to the existing historic Montlake Bridge. The new bridge is part of the design to add needed capacity on Montlake Boulevard, and to support traffic and HOV performance on Montlake Boulevard between SR 520 and the University of Washington. The Preferred Alternative design includes a new bascule bridge rather than widening the existing bridge in order to avoid and minimize effects across the project as the new bascule bridge has the least environmental effect in total. Widening the existing Montlake Bridge, which is listed in the National Register of Historic Places, would result in a use under Section 4(f) of the U.S. Department of Transportation Act of 1966. Since WSDOT has previously demonstrated that a project design could avoid the use of the existing bridge, the Preferred Alternative design includes an avoidance measure by locating a new bridge adjacent to the existing one.



Which grants were used for properties affected by the project?

Two grants were awarded for the Ship Canal Waterside Trail and the Arboretum Waterfront Trail. The first grant of \$45,000 from the LWCF was awarded in 1966 by the Governor's Inter-Agency Committee on Outdoor Recreation (now known as the RCO) to the City of Seattle and the University of Washington (UW). These grantee agencies were co-sponsors for construction of a boardwalk and water access facilities along Lake Washington in the Arboretum and East Montlake Park (the Arboretum Waterfront Trail). The second grant of \$75,000 was awarded in 1985 to the City of Seattle through the Aquatic Lands Enhancement Account (ALEA) by the Washington Department of Natural Resources (DNR). This grant was for reconstruction of the boardwalk segment of the Arboretum Waterfront Trail and installation of interpretive signs, along with construction of a new trail (the Ship Canal Waterside Trail) from the Arboretum Waterfront Trail through East Montlake Park to the Montlake Bridge.

Recreation property purchased or developed with state ALEA grants has requirements similar to those of Section 6(f). Conversion of ALEA-funded recreation facilities to other functions requires replacement with lands of equivalent market value and recreational function within the same political jurisdiction as the converted property. The ALEA program is now administered by the RCO, rather than the DNR, and both the ALEA and Section 6(f) requirements are being addressed simultaneously through this project's Section 6(f) process.

Since the two grants for the Arboretum Waterfront Trail were issued through separate programs and were intended to meet different funding goals, the grantees need to find replacement property that will satisfy both grant programs' requirements. This means that the replacement property must be located on a navigable waterway and must meet recreational needs for both the City of Seattle and the UW. Both grantees agreed to move forward to address the conversions under both funding sources simultaneously on the assumption that the replacement property will satisfy each entity's needs as well as both funding program requirements.



How has the Section 6(f) process been conducted for the project so far?

Analysis of the impacts of the SR 520 Bridge Replacement and HOV Program, including Section 6(f) analysis, began in 2000 with the initiation of the National Environmental Policy Act/State Environmental Policy Act (NEPA/SEPA) environmental review process. Beginning in 2001, WSDOT coordinated with the agencies with jurisdiction over parks and recreation facilities to evaluate expected project impacts and likely mitigation measures. These agencies included the City of Seattle, the UW, the NPS, and the RCO, along with communities east of Lake Washington. Since there are no Section 6(f) impacts associated with this project east of Lake Washington, the Eastside communities have not been involved in the ongoing coordination on Section 6(f) issues. In 2006, WSDOT published a Draft EIS for the SR 520 Bridge Replacement and HOV Project, which included preliminary identification of Section 6(f) properties.

In 2007, WSDOT initiated the regulatory agency coordination process (RACp) to facilitate agency coordination and the environmental analysis being conducted for the project. A series of smaller technical working groups (TWGs) was developed from the RACp to meet separately and address specific issues. The Parks TWG was one of these groups, and it was first convened in November 2008 to address effects on parks and recreation resources and help determine appropriate mitigation for those effects. Members of the Parks TWG include representatives of the FHWA, the UW, the City of Seattle Parks and Recreation Department, the RCO, and the NPS. One of the Parks TWG's first actions was to provide a high-level review of how the project related to the regulatory framework, including Section 6(f) of the LWCFR. Since that time, the Parks TWG has been the primary forum where WSDOT has coordinated the Section 6(f) process and issues.

The UW and the City have a special role in the Parks TWG. As the recipients of the grants for the Section 6(f) property impacted by the project, they must be satisfied that the conversion is necessary, and they must approve the proposed replacement options. The UW and the City, along with the other agencies represented on the Parks TWG, have agreed that construction and operation of the project would require a conversion of Section 6(f) resource to non-recreational use through permanent right-of-way acquisition, permanent easements, or closure



of portions of the property for more than 6 months during project construction.

The SDEIS issued for the SR 520, I-5 to Medina: Bridge Replacement and HOV Project in January 2010 addressed the effects on all recreational resources in the project’s study area, including the Section 6(f) site proposed for conversion. Public comment on the SDEIS document was requested and received between January 22, 2010, and April 14, 2010, and those comments will be addressed and taken into account in developing the Final Environmental Impact Statement (Final EIS) for the project. The comments received on the Draft EIS and SDEIS are taken into account in this Environmental Evaluation report but not addressed individually.

The Draft Section 4(f)/6(f) Evaluation and associated Draft Parks Mitigation Technical Memorandum (issued with the SDEIS in January 2010) both discuss the extensive coordination process that occurred to identify Section 6(f) conversion requirements and the needed replacement lands. Please see those documents for detailed information on the early Section 6(f) process, which generally included the following:

- Use of a resource-by-resource analysis to identify potentially affected Section 6(f) resources
- Identification of agency process requirements
- Development of an agreement on criteria to be used in selecting potential replacement sites as shown in Exhibit 2

Exhibit 2. Section 6(f) Replacement Property Criteria

Replacement Property	Criteria
Value	Replacement property must be equal to or greater in value, based on the fair market value of the land plus improvements.
Search Parameters	Vacant parcels or parcels with structures that would be demolished or could be used for recreational purposes. Parcels in Seattle with Lake Washington, Union Bay, Portage Bay, or Lake Union waterfront or with waterfront access. Parcels adjacent to the Washington Park Arboretum. Parcels adjacent to the UW. Parcels adjacent to City of Seattle parks in the University District, Roanoke, Laurelhurst, Montlake, North Capitol Hill, and Madison Park neighborhoods. Parcels adjacent to other Seattle parks.



- Search for replacement sites
- Selection of suitable sites for additional consideration and review

Using the criteria noted in Exhibit 2, WSDOT real estate staff conducted a broad-ranging search for suitable replacement properties, spanning from Renton to Kenmore, Carkeek Park through the Lake Washington Ship Canal to Lake Union, and south to West Seattle and the south end of Lake Washington.

WSDOT did not know when it began searching for replacement sites how large of an area would be needed. WSDOT confirmed with the RCO that the total replacement property needed could be achieved by providing one site or multiple sites. This allowed for a broader search, including smaller properties that could be considered as a group instead of a single large continuous parcel. During the initial screening process, WSDOT identified 86 potential parcels that met the broad search parameters. Nine other potential sites were added later. In many cases, several parcels were combined to form one site for consideration. The search comprised parcels owned by both individuals and public agencies, but not sites currently used for recreation. WSDOT's real estate group also provided a planning-level look at the costs of potential properties.

The potential properties were further screened, and the majority were eliminated because they would not be suitable park properties and/or because the property was not likely to be available for purchase. At the end of this screening process, the Parks TWG agreed that four sites were potentially suitable as a replacement park. WSDOT then initiated reconnaissance-level real estate appraisals of these sites to determine whether they would satisfy the LWCFA criteria for value. At the same time, WSDOT began work on this Environmental Evaluation to identify the potential effects of developing the replacement sites for recreational use. This process led to the selection of the site that best meets all the criteria, is available, and is developable as a park. The following section discusses the purpose of the Environmental Evaluation and the next steps in completion of the Section 6(f) conversion process.



How will this Environmental Evaluation be used and how will the Section 6(f) process be completed?

This document describes the findings of WSDOT's environmental analysis of the Section 6(f) replacement site. It also summarizes and expands on findings from the SDEIS regarding how the existing Section 6(f) site would function after the partial conversion. This Environmental Evaluation provides information on the effects of using the replacement site for recreation at a level of detail consistent with the NPS and the RCO requirements for environmental evaluation.

Section 6(f) includes a public comment process for the Environmental Evaluation (see *LWCF State Assistance Program, Federal Financial Manual Volume 69* (NPS 2008; effective 10/1/2008), Chapter 4, Section 6.b (2)). Since the selection of the replacement property is at the sole discretion of the grantee agencies – the UW and the City – comments will be considered with respect only to the environmental evaluation of the replacement site and the remaining Section 6(f) property and not on alternative sites or the process used in determining the acceptability of sites.

After public comments are received and considered, responses to the comments will be developed and the final findings regarding the Section 6(f) conversion and replacement property will be used to prepare a final Section 6(f) Environmental Evaluation document. That document will be forwarded to the grantee agencies (UW and the City) for final approval. After the grantee agencies have approved the final document, its findings will be incorporated into the Final EIS for the SR 520, I-5 to Medina project. WSDOT will seek to finalize agreements with the City and the UW regarding how and when the replacement property will be purchased and how much funding will be provided by WSDOT for development of the new park land. The ongoing appraisal process will document value for the converted and replacement properties. Initial values have been established with a reconnaissance-level appraisal and this will be followed by a detailed appraisal.

This Environmental Evaluation document will ultimately support the NPS and the RCO decision-making processes regarding the request to approve the Section 6(f) conversion. These processes are discussed in detail in Chapter 2. The final version of this document will also be included in the grantee agencies' application to the RCO and NPS, in



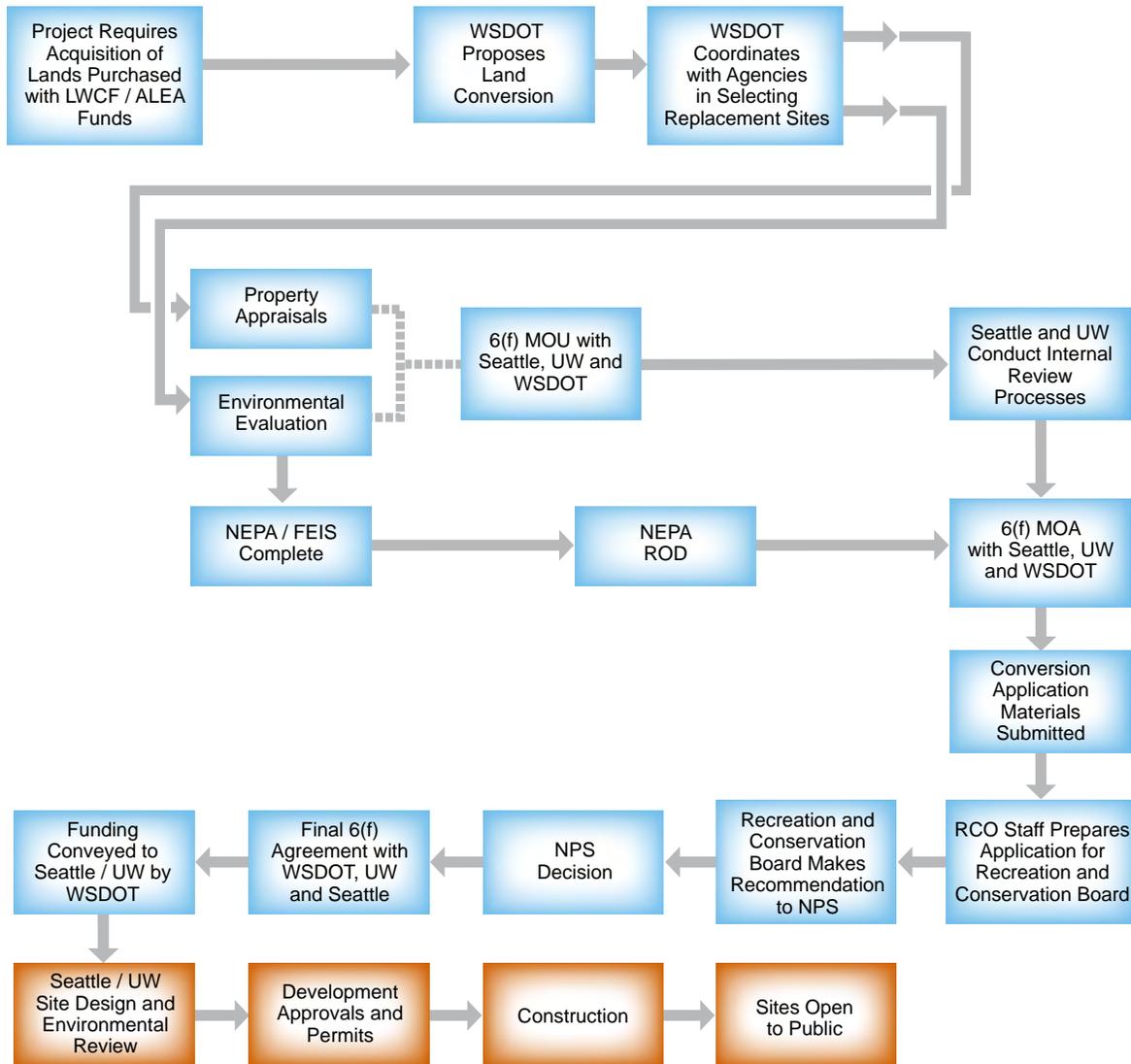
which they will request approval of the conversion of Section 6(f) property and replacement with the site described in this document. The application will be submitted after FHWA issues its NEPA record of decision (ROD) for the SR 520, I-5 to Medina: Bridge Replacement and HOV Project. After issuance of the ROD, WSDOT will provide funding for purchase and/or development of the site; however, WSDOT will not be responsible for designing, constructing, or managing the replacement site. As the recipients of the original grants, the City and the UW (the sponsoring agencies) will coordinate to design the final project and obtain permits from regulatory agencies to construct the site. Please see Exhibit 3 for an overview of the Section 6(f) coordination process for each agency including WSDOT, RCO, NPS, the City, and the UW.

The types of future approvals and permits that may be needed for construction of the Section 6(f) replacement site include:

- Additional SEPA analysis on specific park development proposals
- City of Seattle shoreline permits or exemptions
- City of Seattle grading permit
- City of Seattle conditional use permit
- City of Seattle street use permit
- Army Corps of Engineers 404 Nationwide Permit
- Washington Department of Ecology 401 water quality certification
- Washington Department of Fish and Wildlife Hydraulic Project Approval
- Additional Endangered Species Act (ESA) consultation

As part of the overall ESA consultation on WSDOT's SR 520, I-5 to Medina: Bridge Replacement and HOV Project, NOAA Fisheries/National Marine Fisheries Service and the U.S. Fish and Wildlife Service (the Services) are evaluating the proposed Section 6(f) replacement site based on the conceptual design information discussed in this document. The Services have indicated that there are no terrestrial species or critical habitat listed under ESA present at the site; however, there are aquatic species and/or habitat of concern in adjacent waterbodies.





- WSDOT Involvement
- Seattle and UW Processes and/or Responsibilities



Exhibit 3. Flowchart of Overall 6(f) Steps for WSDOT, UW, and City of Seattle

SR 520, I-5 to Medina: Bridge Replacement and HOV Project Environmental Evaluation of Section 6(f) Replacement Sites

Since WSDOT is not undertaking design work for the replacement site, it is possible that future design decisions by the City and/or the UW may include in-water work resulting in potential effects on listed species and/or critical habitat. If that were to occur, the project sponsor at the time would be required to update or re-initiate ESA consultation.



Chapter 2 Affected Section 6(f) Property and Conversion

What steps did WSDOT take to avoid and minimize Section 6(f) conversions?

The LWCFEA requires that prior to conversion of Section 6(f) properties, the agency proposing the conversion must ensure that “all practical alternatives” to converting Section 6(f) properties have been evaluated. None of the alternatives that WSDOT evaluated in the 2006 Draft EIS and 2010 SDEIS would have completely avoided Section 6(f) conversions. This is also true of the Preferred Alternative that is evaluated in the Final EIS.

Planning to minimize harm to parks has been an integral part of the SR 520 project since its inception. The Section 6(f) property affected by the project is also protected by Section 4(f) of the Department of Transportation Act, which requires a thorough analysis of avoidance alternatives. Pages 121 through 145 of the Draft Section 4(f)/Section 6(f) Evaluation for the SR 520, I-5 to Medina project SDEIS describe this analysis. WSDOT considered new corridors, operational changes, design-specific avoidance measures, new travel modes, and the No Build Alternative itself. Although the No Build Alternative evaluated in the SDEIS would not affect any Section 6(f) properties, it did not meet the project purpose and need, and is only evaluated within the Final EIS as a baseline condition for comparison to the Preferred Alternative. The NPS has agreed that there are no practical alternatives to the conversion of Section 6(f) property (U.S. Department of Interior 2010).

As work on the Final EIS continues, WSDOT continues to refine the project design and to look for ways to minimize project effects on Section 6(f) resources. WSDOT also continues to work with the City – as one of the grantee agencies – as it ensures compliance with City Ordinance 118477, which requires use of appropriate public processes when intending to sell, transfer, or change public recreational lands and parks.



What is the Section 6(f) property that would be converted?

The SR 520, I-5 to Medina project would affect one Section 6(f) protected resource in the project area: a trail complex consisting of the Ship Canal Waterside Trail and the Arboretum Waterfront Trail. The project would also affect two parks associated with the trails: East Montlake Park and the Washington Park Arboretum. The parks themselves were not purchased or developed with LWCF (or ALEA) funds, but they provide access to and context for the Section 6(f) trails. A Section 6(f) boundary for the parks was established by NPS and RCO (Exhibit 4). This boundary is based on a map dated August 12, 2009, which was developed by the City of Seattle in consultation with the RCO, NPS, and the UW.

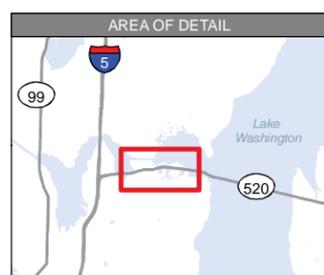
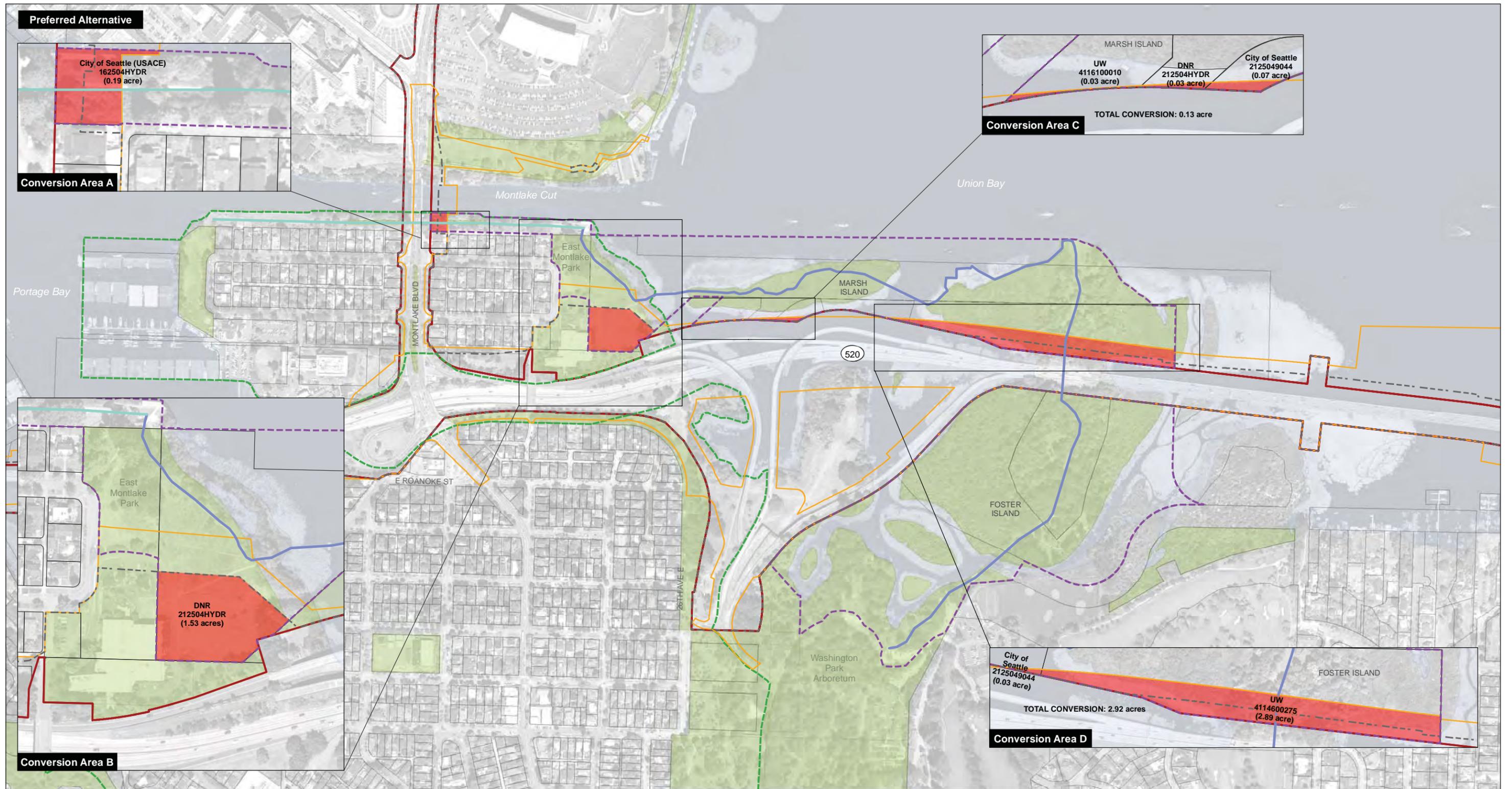
As discussed in Chapter 1, permanent or temporary changes to the use of a Section 6(f) resource that last more than 6 months are considered conversions. During construction, the project would close or otherwise affect portions of the Section 6(f) area for less than 6 months. Other possible effects on the Section 6(f) lands could include, but would not be limited to, noise, visual quality, and air quality effects from dust. Mitigation measures would be provided under NEPA for those short-term closures and other construction effects. However, since those closures and effects do not meet the threshold for Section 6(f) conversions, they are not discussed further in this evaluation. Short-term effects and mitigation for parks are discussed in Chapter 6 of the SDEIS and in the Draft Section 4(f)/Section 6(f) Evaluation (Attachment 6 of the SDEIS).

The project would convert 4.77 acres of Section 6(f) protected property to other uses. Exhibit 4 shows the land that would be converted. Effects on the Section 6(f) resource, including specific acreages and durations, are described below, and the temporary and long-term effects of the project on that resource are discussed in the remainder of the chapter.

Arboretum Waterfront Trail and the Washington Park Arboretum

In 1967 the Section 6(f) resource known as the Arboretum Waterfront Trail was established. The trail begins near the Graham Visitors Center in the Arboretum, travels out onto Foster Island, meanders on a series of floating piers and structures through the marsh land that connects Marsh and Foster islands to the main features of the Arboretum.





- Ship Canal Waterside Trail
 - Arboretum Waterfront Trail
 - Section 6(f) Boundary
 - Area of Section 6(f) Conversion*
 - Waterbody
 - Proposed Right-of-way
 - Limits of Construction
 - Existing Right-of-way
 - Montlake Historic District
 - Parcel
 - Park
- *Conversion includes permanent acquisition and easements lasting longer than six months.

Conversion Area (acres)	
A	0.19
B	1.53
C	0.13
D	2.92
Total	4.77



Note: The Section 6(f) boundary depicted on this map is based on a map dated Aug 12, 2009 developed by the City of Seattle in consultation with the RCO, NPS, and the University of Washington.



Exhibit 4. Section 6(f) Boundary and Converted Area
 SR 520, I-5 to Medina: Bridge Replacement and HOV Project
 Environmental Evaluation of Section 6(f) Replacement Sites

The trail then continues through East Montlake Park to connect with the Ship Canal Waterside Trail.

Raised observation platforms through the marshy areas near the north end of the Arboretum and northwest toward East Montlake Park provide views of the various wetlands around the islands, and wildlife viewing along the trail is a popular activity. The trail also has views of Union Bay and the Ship Canal, Lake Washington, and Husky Stadium. The trail's connection to the Ship Canal Waterside Trail creates a continuous trail from the Arboretum to the UW. Parking for access to the trail is available at the Arboretum as well as at and near East Montlake Park.

The Washington Park Arboretum began as Washington Park in the early 1900s, on private parkland acquired by the City of Seattle. The Washington Park Arboretum was officially set aside as a botanical garden and arboretum in March 1924, and in 1934 the City and the UW agreed to jointly use and manage Washington Park as an arboretum. In that agreement, the City gave the UW permission to design, construct, plant, and manage an arboretum and botanical garden in Washington Park. The Washington Park Arboretum is now cooperatively managed by the Seattle Parks and Recreation Department and the UW, and it is now home to a nationally and internationally recognized woody plant collection. While the City maintains the park functions, the UW owns, maintains, and manages the plant collections and associated programs through paid and volunteer staff. The Arboretum Foundation manages fund raising, membership, and volunteer services. The City owns most of the Arboretum; however, three entities each own portions of the lands subject to Section 6(f) within the Arboretum:

- DNR owns most of Marsh Island, a strip of land through the north portion of Foster Island, and a portion of land near SR 520's crossing through the Arboretum.
- UW owns the lands around the perimeter of Foster Island on the south side of SR 520, a strip of land across Foster Island on the north side of SR 520, and a small segment of land at the south end of Marsh Island.
- The City of Seattle owns the central part of Foster Island south of SR 520 as well as a small segment of land at the south end of Marsh Island.



Foster and Marsh Islands are peat and marsh landscapes lying near the southern shore of Union Bay within the northern section of the Arboretum. Foster Island was purchased in 1917 to be included as a part of Washington Park. The island grew considerably when the opening of the Ship Canal and the Hiram M. Chittenden Locks lowered the water level of Lake Washington by 9 feet. The original SR 520 project in 1963 divided the island and dredged through its central portion to create the isthmus over which the highway passes and a pedestrian underpass for the Waterfront Trail is provided under the highway. The islands are wetland and waterway landscape features and the waterways surrounding these islands consist of marshes and open-water channels with native and non-native vegetation. Four designated non-motorized watercraft landings with access to the waterfront trail system are located in the waterways around the islands.

The part of the Arboretum subject to Section 6(f) is the northern portion of the park and it consists of the landscape that surrounds and supports the Waterfront Trail, including Foster and Marsh Islands. The Section 6(f) boundary established for purposes of the SR 520 project extends from the parking lot in the south end where the Waterfront Trail begins and through Marsh Island (see Exhibit 4). The activities available in this portion of the Arboretum primarily include enjoyment of open space, water viewing, wildlife viewing, hand-carried boat launching, and educational opportunities.

Ship Canal Waterside Trail and East Montlake Park

The Ship Canal Waterside Trail is a Section 6(f) resource that runs along the south side of the Montlake Cut. It is a pedestrian trail that extends eastward from the City's West Montlake Park across to the Montlake Bridge, then continues east of the bridge into East Montlake Park, where it ends at a viewing platform on the waterfront. At this point, the trail connects to the Arboretum Waterfront Trail. Designed by the U.S. Army Corps of Engineers and the Seattle Garden Club, the trail was constructed in 1970 and designated as a National Recreation Trail a year later.

The Seattle Parks and Recreation Department maintains the trail. People use the shoreline area along the trail for viewing wildlife, and a variety of plants and animals can be seen along the footpath and at the observation decks. Popular year-round activities along the Ship Canal Waterside Trail include sightseeing, fishing, and jogging. Each May,



thousands of Seattle residents line the shores of the Montlake Cut, including this trail area, to watch the parade of boats that marks the opening day of boating season. A small interpretive kiosk near the totem pole at the trailhead includes benches and picnic tables adjacent to a waterfront viewing platform. Parking for access to the trail is available at East Montlake Park, along city streets to the west, and at the Washington Park Arboretum.

East Montlake Park is a facility that provides water viewing and access to the Montlake Cut and Union Bay. It is located on the shore of Union Bay, adjacent to the Shelby-Hamlin portion of the Montlake neighborhood and north of McCurdy Park. The 5.7-acre park was created from land deeded to the City for that purpose in the 1909 plat of the Montlake neighborhood. The park is jointly owned by the City (western portion of the park) and DNR (eastern portion of the park). The entire site is signed and recognized by the City and the public as East Montlake Park. A portion of the Ship Canal Waterside Trail runs through the park, as described above; the north trailhead of the Arboretum Waterfront Trail is located on the park's Union Bay shoreline. The park also contains a launch point for canoes and kayaks, three observation decks, a waterfront viewing platform with views of area waters and the Cascade Mountains, a grassy open space, and parking.

The Section 6(f) portion of East Montlake Park includes most of the park and its uses described above (see Exhibit 4). The area of park not included in the Section 6(f) boundary contains the Museum of History and Industry building and developed area just north of the building, which do not support the functions of the Section 6(f) Ship Canal Waterside Trail.

Where and how would the conversion occur, and how would it affect the remaining Section 6(f) resources?

This section provides an overview of the activities that lead to a conversion, the acreages involved, and a description of the resulting effects on the existing Section 6(f) resource and specifically the parks and trails within the resource. This information demonstrates how the grantee agencies confirmed that the Section 6(f) resource, which includes the Arboretum Waterfront Trail and Ship Canal Waterside Trail, and the Section 6(f) area of the Arboretum and East Montlake



Park, would remain viable for recreational use during and after construction. Exhibit 5 is a summary of the Section 6(f) acreage to be converted.

Exhibit 5. Summary of Section 6(f) Conversion and Construction Durations

Resource	Conversion Area shown on Exhibit 4	Conversion ^a (acres)	Construction Duration ^b (months)
Ship Canal Waterside Trail	A	0.19	24
East Montlake Park	B	1.53	24
Arboretum Waterfront Trail	not applicable	0	--
Arboretum	C & D	3.05	24
Total		4.77	24

^aPermanent or temporary with impacts 6 months or longer including permanent easements.

^bEstimated duration of construction-related impacts for temporary impacts of 6 months or longer.

Ship Canal Waterside Trail and East Montlake Park

Section 6(f) conversion on the Ship Canal Waterside Trail and in the East Montlake Park area would occur at two specific locations:

- WSDOT proposes to convert of 0.19 acre on the Ship Canal Waterside Trail itself due to fill placed over the existing trail and for a construction easement for the placement of fill to connect Montlake Boulevard East to the new bascule bridge. Nearly two-thirds of this area is a long-term construction easement that will be available for recreational use after construction is completed.
- A permanent conversion of 1.53 acres would occur in East Montlake Park with the construction and operation of a stormwater pond where the large parking lot is currently located. The northern portion of the park would be returned to park uses, including onsite parking, after construction is completed.

During construction, the areas of East Montlake Park not closed to the public would continue to provide access to adjacent Lake Washington and the Montlake Cut, where most passive uses at this park generally occur. After construction, the park would continue to provide the functions that it does now. See Exhibit 6 for a conceptual drawing of



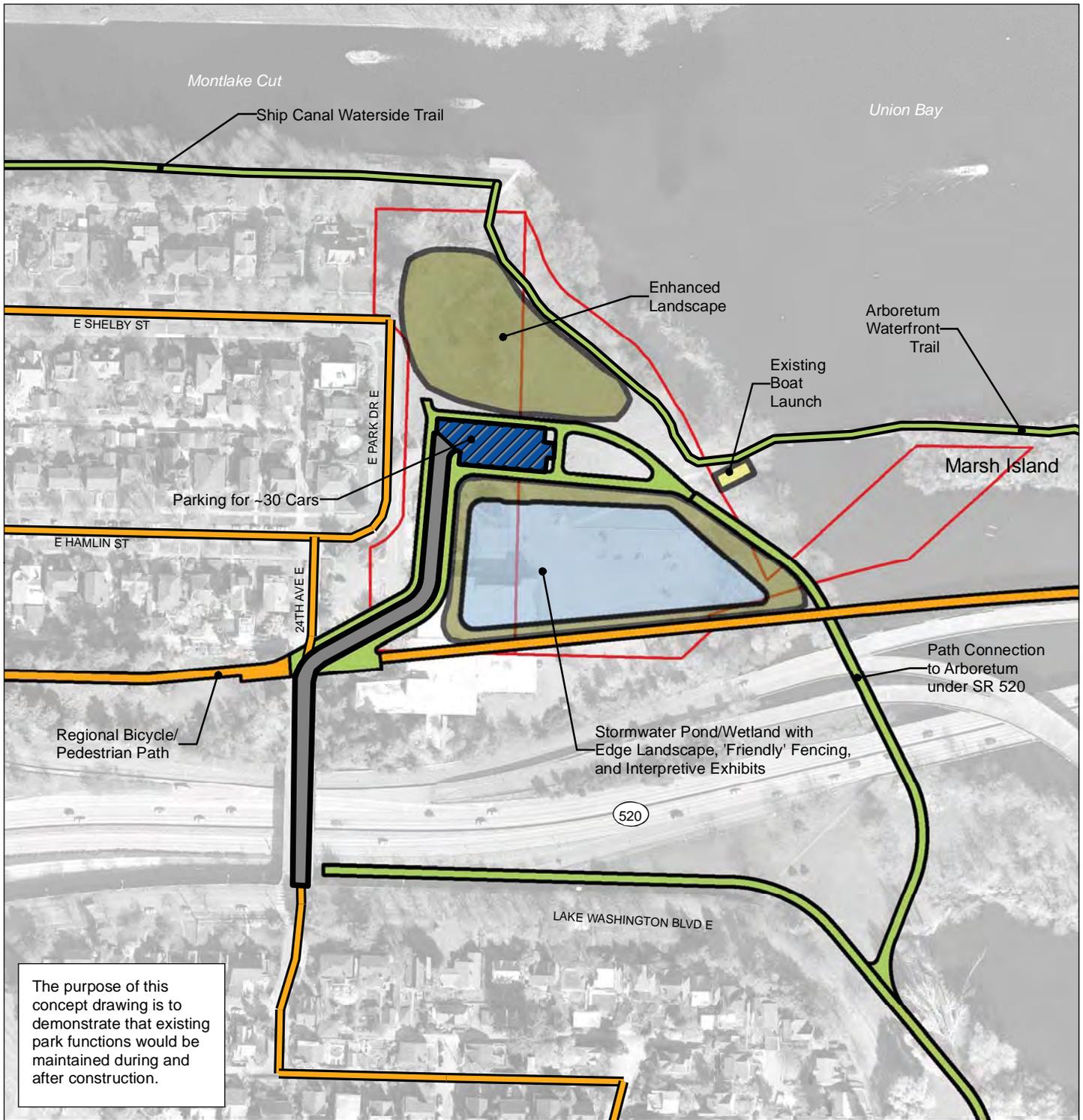
how the park features could be restored after construction. The non-motorized boat launch, access to the Ship Canal Waterside Trail, and the Arboretum Waterfront Trail would retain their current condition and setting both during construction and afterward. An appropriate number of parking spaces for the park and trail, as determined by the City, would be provided both during and at the end of construction in this area. Onsite parking would not be provided or relocated during construction of the final configuration of the East Montlake Park parking lot replacement. Parking will be provided during construction within the park the rest of the time.

The new stormwater facility is intended to be compatible with the remaining East Montlake Park and to provide a positive visual effect for trail users by replacing the existing parking lot with a more natural-appearing landscape that would blend in with the adjacent shoreline. This treatment facility would be designed to blend in with the existing surroundings and would only be bound by fencing where public safety concerns occur, such as where the lid wall ends between the bike trail and the south and west sides of the stormwater ponds. The fence would be landscape-friendly and would include transitions to different fencing and heights to fit in with the landscaping and topography. Where possible, no fencing would be included.

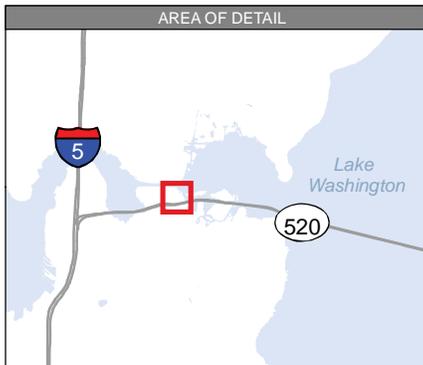
Access to the portion of the Ship Canal Waterside Trail west of Montlake Boulevard East would still be available during and after construction, and access to the eastern portion of the trail and its connection to the Arboretum Waterfront Trail would be available from East Shelby Street, East Hamlin Street, and East Montlake Park during and after construction. After construction, a connection from the trail within East Montlake Park to the new bascule bridge would be provided, similar to the connecting stairs up to the existing bridge and Montlake Boulevard.

Trail and park users could notice noise, visual quality, or air quality effects during construction of the new bascule bridge, East Montlake Boulevard segment, stormwater pond, or parking lot. The effects would depend on the day as well as time of day. The loudest construction noises would not occur on weekends, in the evenings, or during special events such as the opening day of boating season.





The purpose of this concept drawing is to demonstrate that existing park functions would be maintained during and after construction.



- East Montlake Park
- Bicycle/Arterial
- Dock
- Enhanced Landscape
- Parking/Gathering Area
- Pedestrian Circulation
- Stormwater Pond
- Vehicular Arterial

Source: King County (2008) GIS Data (Streams, Streets, Water Bodies), CH2M HILL (2008) GIS Data (Park). Horizontal datum for all layers is NAD83(91), vertical datum for layers is NAVD88.

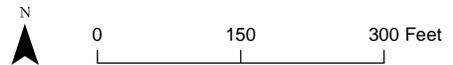


Exhibit 6. Concept Drawing for East Montlake Park

SR 520, I-5 to Medina: Bridge Replacement and HOV Project Environmental Evaluation of Section 6(f) Replacement Sites



Arboretum Waterfront Trail and the Arboretum

No conversion of the Arboretum Waterfront Trail would occur. There are two locations within the Arboretum subject to Section 6(f) for a total of 3.05 acres. The first would be a 0.13-acre conversion on Marsh Island for a construction easement where a work bridge would be installed north of the existing bridge, from which the new bridge would be constructed. This area would be available for recreation use after construction is completed.

The second would be a 2.92-acre conversion on Foster Island adjacent to the existing SR 520. This includes permanent and long-term easement uses. The permanent conversion would become WSDOT right-of-way with the new wider SR 520, although the trail would continue to travel through this area and underneath SR 520 after construction as it does today. The long-term construction easement would be used for work bridges installed north of the existing bridge, from which the new bridge would be constructed. This area would be available for recreation use after construction is completed.

No conversions would occur south of SR 520 in the Arboretum, and this area would remain open and available for use during construction and after. The unique waterside portions of the Arboretum Waterfront Trail west of Foster Island would still be available from East Montlake Park when the area underneath and around SR 520 is being constructed. Throughout the construction period, park users would be able to access portions of the Arboretum Waterfront Trail although segments may be closed at different times for less than 6 months. Adjacent trail and park users could experience noise, vibration, visual quality, and air quality effects during construction activities.



Chapter 3 Proposed Replacement Site

What is the Section 6(f) replacement site evaluated in this document?

The location of the final Section 6(f) replacement site evaluated in this document, the Bryant Building site, is shown on Exhibit 7 and the site is briefly described below. This site was selected following WSDOT's coordination with affected agencies and agencies with jurisdiction to identify and reach consensus on Section 6(f) replacement sites as described in Chapter 1. This site would provide 3.92 acres of recreational space. It would meet all of the LWCF recreational needs as well as the replacement criteria that the UW and the City identified, and would fulfill the navigable water access criteria needed to meet ALEA grant requirements. The selected site also complies with Seattle City Ordinance 118477.

The Bryant Building site parcel (King County parcel number 1142004555) is a total of 7.97 acres and is bisected by Brooklyn Avenue Northeast right-of-way. The UW owns this property located on Portage Bay, off of Northeast Boat Street. The property is approximately $\frac{3}{4}$ mile from the intersection of East Montlake Avenue and Lake Washington Boulevard. The western portion of the site is 4.12 acres, which includes the Sakuma Viewpoint, an informal park. The replacement property selected excludes Sakuma Viewpoint and is 3.92 acres. The site is currently used for services that are necessary for the academic functions of the University such as surplus equipment storage and sales, police department offices, and docks with private moorage space for lease.

What preliminary development opportunities have been identified for the Bryant Building site?

The following section demonstrates that the Bryant Building site could be developed to replace the recreational functions lost from the construction of the SR 520 project and that use of the site is indeed feasible and would replace the functions and values of the area to be





- Conversion Site
- Existing Trail/Bicycle Path
- Section 6(f) Replacement Site
- Park
- Section 6(f) Area

Source: King County (2008) GIS Data (Streams, Streets, Water Bodies), City of Seattle (2008) GIS Data (Park). Horizontal datum for all layers is NAD83(91), vertical datum for layers is NAVD88.

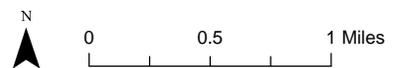


Exhibit 7. Replacement Site Location

SR 520, I-5 to Medina: Bridge Replacement and HOV Project
Environmental Evaluation of Section 6(f) Replacement Sites

converted. The City and the UW will be the replacement site sponsors and will determine final uses of the site based on their planning processes.

The Bryant Building site concept drawing (Exhibit 8) identifies areas on the site that could be developed to replace converted values. This site would replace the water and wildlife viewing opportunities lost due to conversion. As noted in Chapter 2, while the total land conversion that the SR 520, I-5 to Medina project will mitigate for is 4.77 acres, nearly all of the converted land, approximately 2 acres, will be available for recreational use after construction is completed. As required for the ALEA grant conversion process, this replacement site would provide access to navigable water for the hand-carried type of watercraft that will have limited access to portions of Union Bay and Portage Bay during construction. In addition to replacing the loss of function at the converted site, this replacement site would also provide a permanent addition to park lands in Seattle after construction of the SR 520, I-5 to Medina project is complete.

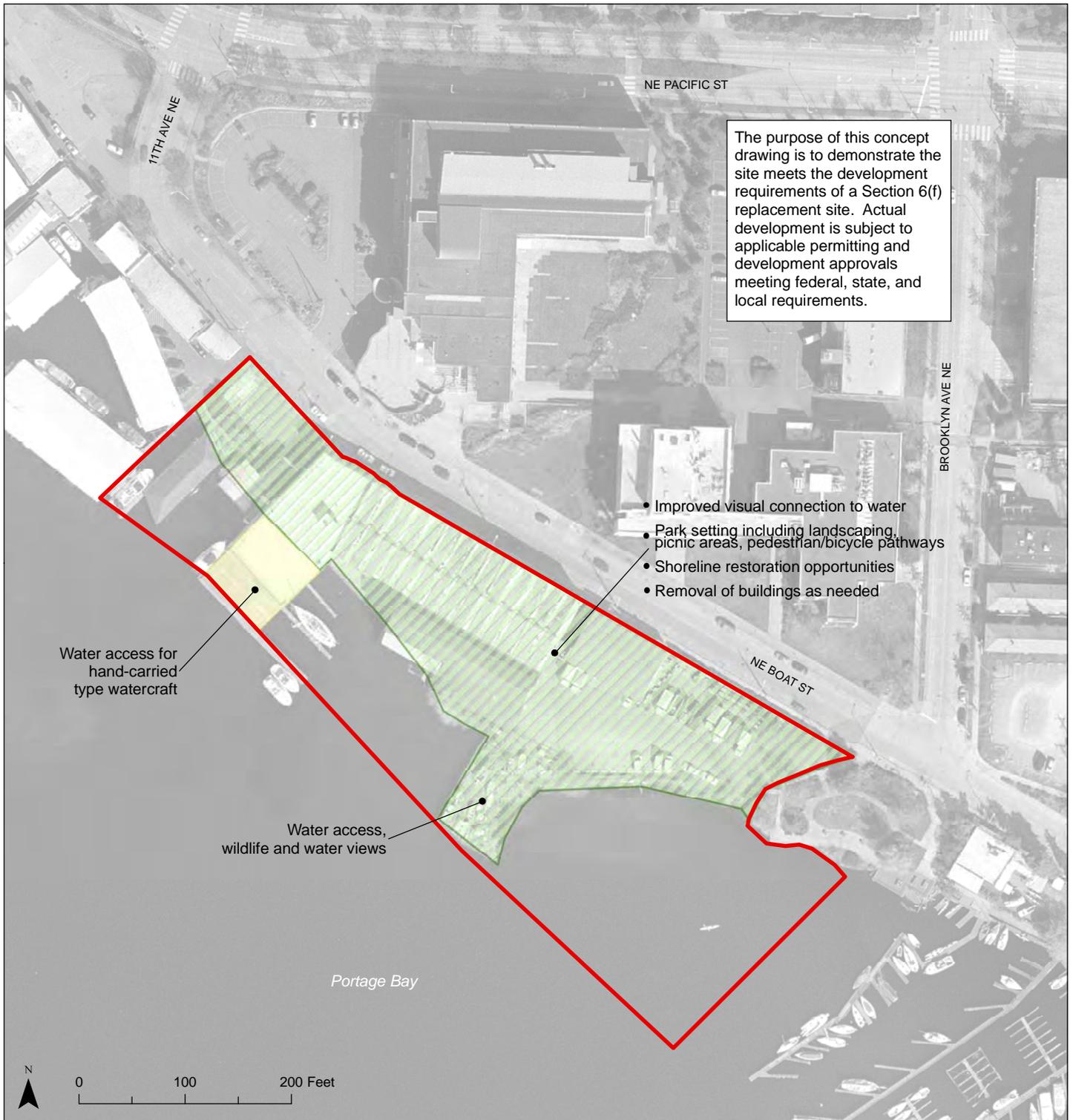
The preliminary concept developed for the Bryant Building site (see Exhibit 8) includes a recreational facility to complement existing recreational uses along the shoreline of Portage Bay and to enhance the open feel of this area as envisioned by the UW's master plan (University of Washington 2003).

The facility would provide enhanced views and a greater sense of connection to the waterfront for bicyclists and pedestrians on the nearby streets and Burke-Gilman Trail, as well as a casual open space for other users. The new space would provide water viewing and access functions in the University District.

What are the existing conditions at and likely effects on the proposed replacement site?

As noted earlier, the opportunities discussed in this document for development of the replacement site are conceptual in nature. Once the UW and the City proceed with their planning and design processes for the site, additional SEPA or NEPA analyses may be required, and those agencies would ensure that reviews are conducted as needed. Adequate site analyses have been completed at this time for the NPS to use in determining whether the requested conversion and replacement site are appropriate.





- Potential Section 6(f) Replacement Site
- Open Space
- Dock

Source: King County (2006) Aerial Photo. Horizontal datum for all layers is NAD83(91); vertical datum for layers is NAVD88.



Exhibit 8. Concept Drawing for Bryant Building Site

SR 520, I-5 to Medina: Bridge Replacement and HOV Project Environmental Evaluation of Section 6(f) Replacement Sites

Archaeological testing at the replacement site was not conducted for this evaluation since permission from the property owner to perform ground-invasive testing was not available because buildings and pavement currently occupy the site and the buildings are actively used by the university. As nearly half of the almost 200 state-registered prehistoric archaeological sites in King County lie within 200 feet of waters of statewide significance, all properties located along the shoreline of Portage Bay have high probability to contain archaeological resources.

The replacement property addressed within this Environmental Evaluation will be subject to archaeological survey for previously unidentified cultural resources, with subsequent data recovery, analysis, and recordation if necessary. This work will be implemented through the programmatic agreement to be developed for the project among FHWA, WSDOT, interested tribes, Section 106 consulting parties, and the State Historic Preservation Officer.

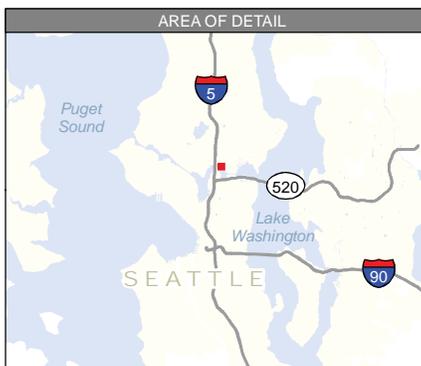
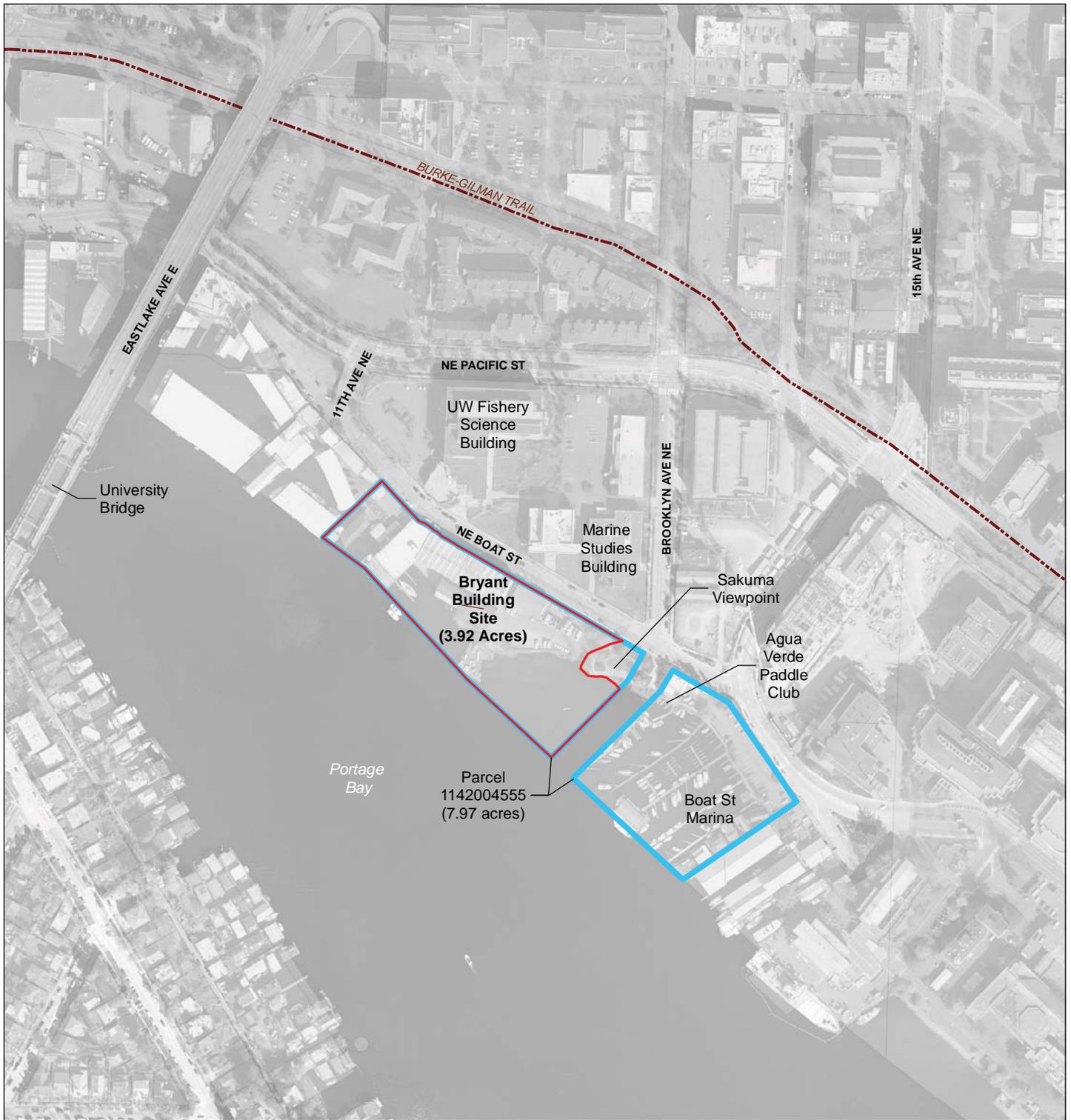
Existing Land Use, Economics and Housing Conditions

The Bryant Building site (Exhibit 9) is located within the city of Seattle and is subject to the University of Washington Campus Master Plan 2003 as approved by the Board of Regents and the Seattle City Council. The address of the site is 1117 NE Boat Street, Seattle 98105, and the parcel (#1142004555) is located within Section 17, Township 25N, Range 4E.

The underlying zoning is IC 45 (Industrial Commercial) and has two zoning overlays: MIO-37 (Major Institution Overlay) and University Campus Urban Center Village, along with a shoreline environment designated as US (Urban Stable).

The site is owned by the UW and includes commercial types of buildings that are used to support critical University functions. These buildings house institutional (UW) functions from police offices to surplus storage and sales. The parking onsite is used by UW staff and the boat launch area is used by the campus police. The site also now provides leased public boat moorage space.





- - - Existing Regional Bicycle/ Pedestrian Path
- ▭ Section 6(f) Replacement Site (3.92 acres)
- ▭ Parcel Boundary (Parcel #1142004555); 7.97 acres

Source: King County (2008) GIS Data (Streams, Streets, Water Bodies), CH2M HILL (2008) GIS Data (Park). Horizontal datum for all layers is NAD83(91), vertical datum for layers is NAVD88.

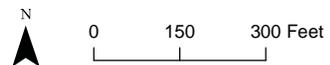


Exhibit 9. Vicinity of the Bryant Building Site Replacement Property

SR 520, I-5 to Medina: Bridge Replacement and HOV Project Environmental Evaluation of Section 6(f) Replacement Sites

Although the public is allowed to rent space at this site for boat moorage and most of those boats appear to be used for recreation, the site is not managed for public boat moorage and is therefore eligible for use as a Section 6(f) property. There is no housing associated with the parcel or in the near vicinity.

To the west and southwest of the site is Portage Bay. Northwest of the site along the waterfront are commercial activities and marinas. Southeast along the bay shoreline there is public waterfront access at the Sakuma Viewpoint, the Boat Street public marina with associated parking, and other commercial ventures such as a café and public boat launch. North of the site, across NE Boat Street, are the UW Fishery Science Building and the Marine Studies Building, open space, and parking.

Anticipated Land Use, Economics, and Housing Effects

There would no negative effect on overall land use, economics, or housing of the neighborhood as a result of adding a recreational site at this location. The current commercial site does not directly contribute to the economic livelihood of the area. UW employees using these facilities may eat lunch nearby or visit local stores, and the users of a recreational space at this location would be expected to do the same.

Changing the focus of this site to recreation would create an opportunity for more people to visit the neighborhood where they would be expected to patronize businesses such as restaurants and stores. The UW master plan calls for preserving view corridors on this property for new or enhanced open space, as well as enhanced pedestrian circulation along the waterfront with water access. The project would be consistent with and contribute to all of those aspects.

Existing Transportation Conditions

The Bryant Building site is accessible by motor vehicle from NE Boat Street between 11th Avenue NE to the west and Brooklyn Avenue NE to the east. NE Boat Street is a bidirectional, two-lane, non-arterial roadway. Although there are no dedicated bike pathways along NE Boat Street, bicycles currently use the roadway, associated sidewalks, and neighborhood pathways. NE Pacific Street, the nearest arterial roadway to NE Boat Street, does contain a dedicated bike lane. The nearby Burke-Gilman Trail, accessible 0.1 mile north of the site, allows for non-motorized travel east and west through the University District



and to regional destinations. Bus access to the site is provided by 39 King County Metro routes, all with stops located within ½ mile of the site. Metered street parking is available along both sides of NE Boat Street. Parking lots are available directly east (Lot W34, restricted to University of Washington Police Station permitted vehicles) and west (Boat Street Moorage customer-only lot) of the Bryant Building site. Parking is also available across NE Boat Street northwest of the Bryant Building site (pay lot), and a few bicycle parking posts are available along NE Boat Street. Pedestrians move around easily in this area. Sidewalks line both sides of NE Boat Street, all streets in the vicinity have sidewalks, and numerous pathways are located on and through the UW campus area.

Anticipated Transportation Effects

There would be no effects on motor vehicle traffic from using this site for recreation. Vehicular traffic, including transit, along NE Pacific Street, Eastlake Avenue NE/University Bridge, and I-5 would not change noticeably as a result of converting the site to a park. Regional trail connectivity for non-motorized travel along the waterfront would be improved through the connection to the Burke-Gilman Trail, and the construction of a paved bicycle/pedestrian trail on the portion of the site near the street would provide easy access to the site for visitors using those modes of travel. UW staff who currently park in the onsite lot would need to be relocated to other University parking facilities on campus. Non-motorized traffic along the Burke-Gilman Trail in the vicinity of the site could increase due to the increased aesthetic and resting point value of the Bryant Building site improvements.

Existing Cultural Resources Conditions

Attachment 1 provides details on the Bryant Building site's historical uses and context, along with the Historic Property Inventory (HPI) form for the existing structures. The property is considered individually eligible for listing in the National Register of Historic Places (NRHP) under Criterion A for its association with the maritime history of Seattle. It is also considered NRHP-eligible under Criterion C as one of the few remaining intact examples of a mid-twentieth century boat-building warehouse and distributorship.

The historic properties that would be converted from public outdoor recreation land to transportation use are a portion of Foster Island; a portion of Washington Park Arboretum; and a portion of East Montlake



Park and the Ship Canal Waterside Trail, which are within the Montlake Historic District. The location of the historic properties is shown on Exhibit 4. See Attachment 1 for more information on the significance of these properties. Archaeological testing for identification of potential archaeological resources has not yet been conducted for the Bryant Building site. Prior to its development as a park, the property will be subject to archaeological survey for previously unidentified cultural resources, with subsequent recordation, evaluation, and data recovery, if necessary. Due to the presence of buildings and paving on the entirety of the site, and the building serving an active use for the university, no survey for archaeological sites is currently possible. The archaeological survey work will be implemented through a phased identification, specified in the programmatic agreement for the SR 520: I-5 to Medina Bridge Replacement and HOV Project.

No Traditional Cultural Properties were identified at the Bryant Building site or vicinity.

Anticipated Cultural Resources Effects

Under Section 106 of the National Historic Preservation Act (NHPA), FHWA and WSDOT are required to identify and evaluate historic properties within the Area of Potential Effects for the SR 520 project. If historic properties that are eligible for listing in the NRHP are identified, the project must be analyzed to see if those historic properties will be affected. The replacement property for the Section 6(f) conversions is the Bryant Building site, which has been determined eligible for the NRHP. The SR 520 project, with FHWA and WSDOT as the responsible agencies, identified and evaluated the Bryant Building site as a historic property. FHWA and WSDOT will take no further action regarding the Bryant Building property beyond ensuring its conveyance to the LWCF grantees (the University of Washington and the City of Seattle). Therefore, the historic property would not be affected by construction or operation of the SR 520 Preferred Alternative.

When the new park is developed, the National Park Service, as the federal agency responsible for implementing the park project, will need to comply with Section 106 of the NHPA. This action, which will be carried out by the LWCF grantees, will likely result in the full or partial demolition of the building complex located on the Bryant Building property. If this were to occur, the removal of the building would result in an adverse effect on this historic property due to the physical



destruction of part or all of the property. If any NRHP-eligible archaeological sites are identified on the property, the project must also analyze whether there would be any effects on those subsurface sites. If any adverse effects would occur to the building or any NRHP-eligible archaeological sites, mitigation measures would be determined during the consultation process.

As described earlier, the Preferred Alternative would result in a conversion of protected Section 6(f) property on Foster Island. According to 36 Code of Federal Regulations (CFR) 800.5(a)(2)(vii), the transfer of property out of federal control, and the resulting removal of restrictions that serve to protect its historic significance, constitute an adverse effect. Therefore, the conversion of property on Foster Island to transportation right-of-way, removing it from NPS protection, could be an adverse effect. The NPS, as the federal agency that would be relinquishing the protection, would be responsible for determining this adverse effect in consultation with the State Historic Preservation Office (SHPO).

The Preferred Alternative would convert a small portion of land in the Washington Park Arboretum. The Preferred Alternative would also result in the conversion of part of the Ship Canal Waterside trail and a section of East Montlake Park, both of which are located within the Montlake Historic District. As with Foster Island, the NPS action to remove federal protection from these properties could be an adverse effect, in accordance with 36CFR 800.5(a)(2)(vii).

If an adverse effect is identified, NPS, as the responsible federal agency, will initiate Section 106 consultation for that undertaking and will resolve any adverse effects through the Section 106 process.

Existing Social, Recreation, and Utilities Conditions

This site is functionally and socially connected to the UW campus due to its location, current use, and surrounding land uses as well as its bicycle, pedestrian, and motor vehicles connections. The site is also functionally connected to the waterfront. Portage Bay and nearby boat launches are currently used by recreational boaters as described under Land Use above. Sakuma Viewpoint, the Agua Verde Café and Paddle Club, and Boat Street Marina are nearby, and these properties allow pedestrian access to the waterfront and the launch of hand-carried boats to the bay. Bicycles and pedestrians travel along NE Boat Street,



which also has designated bike lanes in both directions. As mentioned above, the Burke-Gilman Trail is nearby. All urban utilities are available or easily obtained at this site.

Anticipated Social, Recreational, and Utilities Effects

There would be no negative social, recreation, or utility effects from use of this site for recreation. By changing the use of this site, it would become better connected to the larger Seattle community. As a Portage Bay shoreline property, it has an opportunity to become a gathering space and a community asset for the University District and city of Seattle. A park here would bolster and connect to other existing recreational opportunities in the vicinity and around the waterfront. The Sakuma Viewpoint is a popular spot for lunchtime picnics, and that type of activity could be expected to occur on this site as well, contributing to the social aspect of the site.

Existing Visual Quality Conditions

The visual quality of the site and surrounding area is dominated by UW buildings, retail and industrial structures, and student housing (Exhibit 10).

The site faces the Roanoke neighborhood to the south, which is predominantly residential and comprises historic homes and houseboats. The I-5 Ship Canal Bridge and University Bridge are dominant structures visible from most locations at the site. The buildings onsite are a conglomeration of several discrete wood-timber and metal sheathing structures constructed at various times and described as eclectic industrial maritime in style. While clearly of different styles, due to a recent renovation, they share the same roofing material and are all painted the same tan, primarily to abate lead flaking as well as to respond to complaints by neighbors to the south about the “unsightliness” of the structures. The consolidated structure dominates the water edge and Boat Street edge.

Anticipated Visual Quality Effects

Changes in the visual character of the site would include removal of many or all the existing structures, with the probable exception of the concrete dock. This would retain the marine use and character of the area while providing functional water access for recreational boaters. Visual sightlines to and from the water would be improved.





View toward east side of site across Portage Bay with Aqua Verde Paddle Club to right in foreground.



View northwest along NE Boat Street with site on left.



View southeast from a portion of concrete dock at rear of site facing toward Sakuma Viewpoint and Boat Street Marina.



Exhibit 10. Bryant Building Site Photos

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Visual connections to the Fishery Science Building green space would create a view corridor north and south and provide continuity to the water's edge. Opportunities exist to use the overwater structure (the dock) as a lively, social, green recreational space. Greening elements on overwater structures might be planters and/or berms. The planting of larger trees is feasible on the eastern portion of the site and along the NE Boat Street edge.

The addition of trees, shrubs, and lawn would soften the shoreline and provide residents on the south side of Portage Bay visual relief from the existing visual monotony. Plantings would also create a visual continuity to the east through connections to the green space at Sakuma Viewpoint and the Boat Street Marina to the east of the Sakuma Viewpoint. Site users would have unimpeded views to the south and west across the water. Picnic facilities, a bike path, lawns, and docks would provide opportunities for active and passive recreation, and the presence of those activities would visually enliven the shoreline. The addition of path and park lighting for way finding and safety as well as spillage from roadway lighting (NE Boat Street) due to the removal of structures would contribute to increased light impacts at night, but likely would not exceed current light and glare for viewers across Portage Bay.

Existing Noise Conditions

The site is located in an urban setting with the predominant noise sources being traffic noise from I-5 and other area roadways and motorized boat traffic on the bay.

Anticipated Noise Effects

No changes to noise levels at the site are anticipated as a result of changing the site from institutional to recreational use. It is not anticipated that significant noise effects would occur, given the existing background noise in the neighborhood. Demolition of structures and construction of the new site would occur in compliance with the City of Seattle's noise code to ensure that the short-term activity would not generate problematic noise levels for the neighborhood during construction.



Existing Air Quality, Energy, and Greenhouse Gas Conditions

Although air quality in the Puget Sound region continues to be watched closely, ambient air monitors around the Puget Sound region have recorded values well below the National Ambient Air Quality Standards for all pollutants for the past 5 years. There are no major air emissions sources located near the site and the site does not produce major emissions. Energy use associated with the site is fuel (assumed to be electricity or natural gas) used for facility operations, heating, and cooling, and fuel associated with vehicle and boat access to and from the site. Greenhouse gas emissions from the site are related to those same uses.

Anticipated Air Quality, Energy, and Greenhouse Gas Effects

There would be no air quality issues associated with use of the site for recreational purposes. Nothing would be added onsite that would generate negative air quality effects. If anything, air emissions (including greenhouse gas emissions) and energy usage at the site would presumably be somewhat lower, although perhaps not measurably, after removal of the older building currently being heated and removal of the motor vehicles and boats that travel to and from this location. Vehicular traffic would travel to the site, and that traffic would generate air and greenhouse emissions on those journeys, but these are not expected to produce any noticeable change for the area.

Existing Water Resources Conditions

The site does not appear to receive any rainfall runoff from other properties or from area roads. The existing drainage on NE Boat Street is collected by inlets and routed away from the site, possibly to an outfall owned by Seattle Public Utilities just south of and adjacent to the site and probably submerged below the water surface of the bay. The site consists of almost 100 percent impervious surfaces, with large building roofs and paved surfaces and very little vegetation. No onsite stormwater inlets, catch basins, or constructed outfalls were observed within the parking areas or driveway, and it appears that drainage from the paved access and parking areas flows directly toward the bay. The site's stormwater runoff does not appear to receive any type of detention or water quality treatment prior to entering the bay.



Anticipated Water Resources Effects

In removing a large portion of the site's impervious surfaces (especially the existing parking area, which is a pollution-generating surface) and introducing plantings along the shoreline, the site should provide some level of infiltration for light rainfalls and a possible improvement in the water quality of any stormwater flows that enter the bay from the site. It is currently not known whether redevelopment of the site would require installation of detention or water quality treatment facilities under the City of Seattle's standards, but even without that type of improvement, the quality of the stormwater leaving the site would be no worse than now, and could be better.

Existing Ecosystems Conditions

There is very little vegetation on the site and it consists primarily of ornamental landscaping around the entrance to the parking area, as well as trees and other vegetation in the failing dock area at the eastern side of the site (cottonwood, madrones, birches). The City of Seattle's Department of Planning & Development GIS website (<http://web1.seattle.gov/dpd/maps/dpdgis.aspx>) indicates a 3 percent established tree canopy cover onsite.

Existing wildlife habitat quality and quantity is extremely limited on the site. The visible shoreline is almost completely armored by docks and bulkheads. The location, slope, and condition (armored or not) of the shoreline underneath the docks is unknown.

Terrestrial wildlife at this location consists of common birds and small mammals. The area is located within the Pacific Flyway, through which birds migrate seasonally. The open water of Portage Bay provides some habitat for a variety of marine-associated wildlife, including waterfowl, the most common of which are American coots, buffleheads, mallards, scaups, goldeneyes, widgeons, Canada geese, double-crested cormorants, pied-billed grebes, and western grebes. However, boat traffic may limit waterfowl use in the immediate area of the shoreline. The site is located on the Lake Washington Ship Canal, which is on the migration route for all salmonids entering Puget Sound from the Lake Washington basin, including bull trout, steelhead, and Chinook salmon. Observations of out-migrating Chinook salmon in Lake Washington indicate that these fish aggregate and move along the shoreline during the day, generally in water depths of 7 to 15 feet (Seattle Public Utilities



and U.S. Army Corps of Engineers 2008). The quality and function of the near-shore habitat at this location is unknown.

Anticipated Ecosystems Effects

Use of this site for recreation would have positive ecosystems effects. Removal of impervious surfaces and addition of native landscaping would create some terrestrial habitat and improve water quality entering the bay. There would be a general improvement of aquatic habitat conditions for salmonids, including ESA-listed species, with the increased and riparian vegetation. Removing motorboat moorage at this site would also remove a potential contaminant source.

Studies have shown that migrating salmonids tend to avoid shaded areas caused by linear structures such as docks and bridges. This behavior alteration is believed to increase the risks of predation on these migrating fish by causing them to move away from their preferred habitat to avoid passing through the shaded area. Removal of the failing wooden dock sections would help improve the overall habitat suitability of the parcel to support migrating salmonids and would slightly decrease the amount of salmonid predator habitat.

Construction may have temporary effects on fish species. In-water work activities associated with building removal over the dock and removal of failing docks would potentially include the use of cranes, barges, ram-hammers, and other construction equipment. The deconstruction of pilings associated with the wooden dock would likely be accomplished using vibratory equipment to remove the piles. However, many of the existing wood pilings are old and may not be feasible to remove. If vibratory methods are not feasible, all piles would be cut off at the mudline rather than completely removed.

Project construction could result in increased turbidity levels in and near aquatic habitat. Upland construction and staging activities could disturb the substrate in areas adjacent to aquatic areas, creating potential for sediments to be introduced to runoff and to the bay. However, the upland areas where construction would occur are located either on a floating dock structure or at a substantial distance (more than 50 feet) away from the shoreline of the bay. Implementation of appropriate best management practices (BMPs), such as erosion controls, is expected to eliminate or minimize this potential. Any turbidity caused by upland activities would remain localized and BMPs would be maintained or augmented to eliminate turbid runoff.



Activities at nearby sites may have contributed to elevated contaminant levels in sediments in the Ship Canal at this location. As a result, the dock demolition could cause short-term water quality degradation. However, there is no known contamination at the work location, and demolition activities would be short-term; therefore, effects from in-water contamination would be minimal.

Existing Geology and Soils Conditions

Site-specific soil data are not available, but recently completed geologic mapping (Booth, Troost, and Schimel 2005) indicates the likely geologic formation is Qvt (Vashon subglacial till), which is a series of younger glacial deposits consisting of silt, sand, and sub-rounded to well-rounded gravel, glacially transported and deposited under ice. The site has been somewhat disturbed and may include imported fill.

Anticipated Geology and Soils Effects

There would be no effects on geology and soils from changing the site use from institutional to recreational. There are no mapped geologic hazards at the site that would limit recreational development, and large quantities of fill would not be brought onsite. During construction, soil would be exposed and some grading would occur at the site. BMPs would be used to control erosion and sedimentation in compliance with applicable regulations. The site would be stabilized at the close of construction and no open soil areas would remain.

Existing Hazardous Materials Conditions

The site was first developed as the Federal Mill Company Saw Mill as depicted on the 1919 Sanborn map. The saw mill contained numerous structures including a boiler room, refuse burner, office, shed, planer, conveyer, log lift, and a vacant building. The mill's fuel source was identified as refuse and a building was labeled "Blacksmith" and located adjacent to the mill. Two buildings labeled "Auto" were identified adjacent to 11th Avenue where the road historically connected to Boat Street. The saw mill does not appear on the 1950 Sanborn Map.

Buildings at the site were constructed in phases from the 1930s to the 1950s (Carroll 2010). Buildings appear to be primarily constructed over water with some footings on land. The first main building currently located at the west end of the property was constructed in the 1930s with an addition added on the east end of the building in the 1940s. In



the 1950s the boathouse was added at the east end of the site. This site is currently used for storage and vehicle parking. The buildings are constructed of wood and metal and were historically used primarily for boat sales and repairs. Some lead abatement was completed when the buildings were re-painted in 2009 (Carroll 2010). The buildings currently contain some quantity of lead-based paint and asbestos and would require abatement during building demolition. A large shed-like building used for storage (not of hazardous materials) and an asphalt parking lot are located on the eastern part of the site.

During the 1950s and 1960s, the current concrete dock was used as a fueling dock and fuel was stored in what is now a parking lot across Boat Street (Carroll 2010). After the UW bought the property in the 1960s, petroleum contamination associated with the fueling dock was remediated.

Four docks/partial docks are currently present at the site and approximately 25 boats are moored at the site (Agnew 2010). The largest dock is concrete and is used for moorage of larger vessels. A wooden dock located east of the concrete dock is not sound enough for moorage, but is used for storage, with no public access. A narrow wooden dock/walkway at the west side of the site extends from the parking lot to the covered moorage and onto the concrete dock. This wooden dock is narrow but appears to be in good condition. The pilings from these docks are presumably treated wood.

The site is not currently listed on any of the regulatory agency contaminated site databases. The UW Boat Street Marina, 1401 NE Boat Street, is located upgradient and approximately 620 feet east-southeast of the site (Environmental Data Resources, Inc. [EDR] 2010). The marina is listed in Ecology's Confirmed and Suspected Contaminated Sites List (Ecology 2010). Petroleum contamination was previously confirmed in soil and suspected in groundwater at the marina. The EDR (2010) hazardous materials site search report indicates that as of June 23, 2009, the Department of Ecology identified the site as awaiting a site hazard assessment and it has not undergone remediation. Sakuma Viewpoint and the Boat Street Marina/ Agua Verde Paddle Club underwent a renovation in 2008 that included the removal of shoreline armoring, some restoration of natural shoreline habitat, and the addition of a public-access kayak launch dock to the marina (Agnew 2010). A gas station, Morris Whitney Co., operated at the same address as the UW Boat Street Marina from about 1966 to 1970 (EDR 2010) although no releases were reported related to the gas station.



Anticipated Hazardous Materials Effects

Petroleum-contaminated groundwater that may have migrated from the nearby and upgradient Boat Street Marina may be encountered during site development. It is also possible that previously unidentified underground storage tank (USTs) may be found onsite during construction. If contaminated material or storage tanks were found, the site would be remediated to a level appropriate for recreational uses and to protect human health and safety. The condition of existing pilings would be determined during building demolition and site stabilization and a determination would be made about the least hazardous way to treat them (total removal or cutting at the mud line). Hazardous building materials (lead-based paint and asbestos) are known to be on the site, but would be removed and disposed of properly prior to building demolition. As with any construction project, there would be the potential for a spill of hazardous materials such as fuel into the environment; however, the City of Seattle/UW would be required to implement a spill control, containment, and countermeasures plan to help prevent spills and clean them up immediately should they occur.

The removal of contaminated groundwater, hazardous building materials, or underground storage tanks would result in an overall cleaner environment and reduced risk to human health. By removing any contaminated groundwater or USTs that might exist, the potential for the contaminants of concern to migrate to an otherwise uncontaminated area would be reduced or precluded and the potential for the hazardous materials to harm human health and the environment would also be reduced. This positive effect would be observed in the immediate vicinity of the area where material was found and removed.

Existing Navigation Conditions

All types of boats move through the Ship Canal, including large and small motorboats, sailboats, canoes, and kayaks. Several hand-carried boat launch facilities exist nearby.

Anticipated Navigation Effects

The type of boating that originates from this site would change from the motorized vessels that are the primary users to hand-carried craft such as kayaks and canoes. There would be no effects on navigation from changing the site use. Existing boat traffic on the waterway would be



expected to follow standard navigational protocols regarding interactions with smaller boats moving through the area, just as they do today.



Chapter 4 Summary

Construction of the project would result in conversion of 4.77 acres of Section 6(f) property through permanent right-of-way acquisition, permanent easements, or closure of portions of the property for more than 6 consecutive months during project construction. The conversion would occur along the Ship Canal Waterside Trail and the Arboretum Waterfront Trail. The two parks adjacent to these trails (East Montlake Park and the Arboretum) were not developed with LWCF or ALEA dollars; however, they are included in the Section 6(f) boundary established by NPS and RCO.

Substantial work has been done by WSDOT and area agencies to avoid and reduce Section 6(f) impacts. WSDOT, the RCO, NPS and the two grantee agencies – the City of Seattle and the UW – all agree that the conversion is unavoidable. The conversion includes permanent placement of fill for the Montlake Boulevard’s connection to the new bascule bridge, construction easements for this connector, an underground easement for the stormwater pond’s outfall pipe in East Montlake Park, and the bridge and roadway footprint and right-of-way of the wider SR 520 through the Arboretum. Construction easements included in the Section 6(f) conversion, those lasting more than 6 months, will be viable as recreation facilities after construction is complete. The conversion required for construction easements is expected to last for 24 months.

The replacement site would provide 3.92 acres of replacement space for recreation, and at the completion of construction, when property converted for construction easement is again open to the public, the region would have a net gain in recreational space. The reconnaissance level appraisals completed as part of the ongoing appraisal process indicate that the site value for the Bryant Building site is higher than for the converted property, so the equivalent or higher value criterion of Section 6(f) is met.

The UW and the City, as the primary land owners, the recipients of the original LWCF and ALEA grants, and the parties responsible to replace converted resources, have concurred that the replacement site would meet the Section 6(f) equivalent usefulness, location, and value criteria appropriate for a conversion approval as well as the ALEA grant fund requirements, which are also being addressed through this project’s Section 6(f) process. The two agencies have agreed that the



proposed site would serve the recreational needs of the community currently served at the existing site and that the proposed replacement site location is appropriate to replace the existing facilities.

Negative effects on most elements of the environment would not occur as a result of using the replacement site for recreation. Water resources may be positively affected by demolition of existing impervious surfaces and site redevelopment. Hazardous materials conditions may also improve if site contamination is found and removed.

However, there could be an adverse effect on historic properties as defined by Section 106 of the National Historic Preservation Act by full or partial demolition of the building at the Bryant Building site, or by removing federal NPS protection from the converted properties. These potential adverse effects and the appropriate mitigation will be addressed by NPS through the Section 106 process.

Public comment on this Environmental Evaluation will be used to help finalize the findings of this Environmental Evaluation, which will be published with the Final EIS for the SR 520, I-5 to Medina: Bridge Replacement and HOV Project.



Chapter 5 References

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Attachment 1

Cultural Resources Report for Section 6(f) Environmental Evaluation

SR 520, I-5 to Medina: Bridge
Replacement and HOV Project

**Cultural Resources Report
for Section 6(f) Environmental
Evaluation**

Prepared for

Washington State Department of Transportation
Federal Highway Administration
National Park Service
University of Washington
City of Seattle

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Exhibit

- 1 Literature Search Results for Section 6(f) Replacement Site

Appendix

- A Historic Property Inventory Form
- B Agency Correspondence

Acronyms and Abbreviations

APE	Area of Potential Effects
BP	Before Present
CFR	Code of Federal Regulations
DAHP	Department of Archaeology and Historic Preservation
HOV	high-occupancy vehicle
I-5	Interstate 5
LWCF	Land and Water Conservation Fund
MOA	Memorandum of Agreement
NEPA	National Environmental Policy Act
NHPA	National Historic Preservation Act
NPS	National Park Service
NRHP	National Register of Historic Places
SHPO	State Historic Preservation Officer
SR 520	State Route 520
TCP	Traditional Cultural Property
WISAARD	Washington Information System for Architectural and Archaeological Records Data
WPA	Works Progress Administration
WWII	World War II

Introduction

This Cultural Resources Report for the Section 6(f) Environmental Evaluation was completed in association with the State Route 520 (SR 520), Interstate 5 (I-5) to Medina: Bridge Replacement and High Occupancy Vehicle (HOV) Project Final Environmental Impact Statement and in accordance with Title 36 of the Code of Federal Regulations (CFR) Part 800, Protection of Historic Properties (the Section 106 regulations) of the National Historic Preservation Act (NHPA). Cultural resources are structures, buildings, archaeological sites, districts (a collection of related structures, buildings, and/or archaeological sites), objects, or cultural sites.

This report was prepared in compliance with Section 106 of the NHPA and Section 6(f) of the Land and Water Conservation Fund (LWCF) Act. Section 106 requires federal agencies to consult with the State Historic Preservation Officer (SHPO) and other interested consulting parties to identify significant cultural resources, known as historic properties, and to assess the potential effects an undertaking may have on those historic properties. In Washington, the SHPO is housed in the Department of Archaeology and Historic Preservation (DAHP). Section 6(f) requires that projects proposing to convert outdoor recreational property that was acquired or developed with LWCF grant assistance be replaced with lands of equal value, location, and usefulness. In Washington, LWCF funds are distributed by the Washington State Recreation and Conservation Funding Board, formerly the Interagency Committee for Outdoor Recreation. The conversion of LWCF land to non-recreational purposes must be approved by the National Park Service (NPS) (NPS 2008).

Within this section, the terms “significant” and “significance” are used in the context of the National Environmental Policy Act (NEPA) and the NHPA. When referring to structures, objects, or sites, the terms are used as defined in 36 CFR Part 800 for the NHPA. When referring to impacts, the terms are applied relative to their meaning under NEPA.

Regulations implementing Section 106 of the NHPA, 36 CFR Part 800.8, encourage the coordination of the two processes: (1) the review of possible impacts on the environment under NEPA and (2) the assessment of effects of undertakings on historic properties as required under the NHPA.

Archaeological Sites

Archaeological sites are places where past peoples left physical evidence of their occupation. Archaeological sites may include deposits of debris such as artifacts, food remains (shells and bones), or the ruins of dwellings or other structures. These may date to the prehistoric era or to the historic era. Archaeological sites are often difficult to identify and are found by close examination of the ground surface for debris deposits or remnants of structural remains by an archaeologist. Sometimes they are discovered through exploratory excavation. Information about historic archaeological sites may be supplemented by archival research. Important archaeological sites may qualify as “historic properties” if, for example, they have the potential to yield valuable information about prehistory or history.

Traditional Cultural Places

Traditional cultural places may include properties that define or exemplify the identity of a particular cultural group—for example, a group of Native Americans. Traditional cultural places may include human skeletal remains, funerary items, sacred items, and objects of cultural patrimony. Areas where Native Americans traditionally gathered food and other resources, and culturally important regional landscapes, may also be traditional cultural places.

Under the 1992 NHPA amendments, Traditional Cultural Properties (TCPs) can be eligible for inclusion in the National Register of Historic Places (NRHP) as historic properties if they meet the NRHP eligibility criteria for their association with cultural practices or beliefs (traditions, beliefs, practices, lifeways, arts, crafts, and social institutions) of a living community that are rooted in that community’s history and are important in maintaining the continuing cultural identity of the community. TCPs are generally identified and evaluated by anthropologists’ or ethnographers’ consultations with the members of a given cultural community, such as a Native American community.

Historic Built Environment

The historic built environment can include buildings; structures that are not buildings such as bridges; objects; districts; or landscapes. The significance of such properties may be historic in that they are associated with “broad patterns in our history” (Criterion A), or the

lives of “persons significant in our past” (Criterion B). Buildings and structures may also represent or exemplify a particular type or style of building, have aesthetic significance, or preserve the work of a master architect or engineer (Criterion C). To be considered for significance, resources of the historic built environment generally must be at least 50 years old, unless they are considered exceptionally important. Resources of the historic built environment are identified through survey done by an architectural historian, and may be evaluated by researching archives and historical records to better understand the date of construction, architectural style, and historic context.

Purpose and Need

The purpose of Section 6(f) is to ensure that all projects that would convert public outdoor recreation land purchased or developed with financial assistance from the LWCF to a use other than outdoor public recreation substitute that land with other recreational property of at least equal fair market value and reasonably equivalent usefulness (NPS 2008).

Under the Preferred Alternative for the SR 520, I-5 to Medina: Bridge Replacement and HOV Project, WSDOT requires the use of approximately 4.77 acres of protected Section 6(f) property. In compliance with NEPA and NHPA, this document identifies replacement property for the Section 6(f) lands converted by the project and evaluates the potential effect of developing the replacement property for park use.

Affected Environment

Introduction

This section describes the existing conditions of the protected properties in the project vicinity that will be converted and the property identified as replacement property for the converted recreational lands.

The Area of Potential Effects (APE) is the geographic area within which an undertaking may directly or indirectly cause alterations in the character or use of historic properties (36 CFR Section 800.16[d]). For the SR 520, I-5 to Medina: Bridge Replacement and HOV Project, the APE consists of three components:

- The known or anticipated construction limits, which include staging and laydown areas
- A buffer area (one property deep or 200 to 300 feet from the construction limits, as appropriate), which includes sufficient area to encompass historic structures, commercial buildings and residences, historic districts, and public facilities (including parks and bridges) that might be directly or indirectly affected by demolition, change of land use, noise, dust, vibration, visual quality, or other effects
- Additional areas outside the construction footprint such as the entire Roanoke Park Historic District, the entire Washington Park Arboretum, and all the navigable waters of Portage Bay

The APE received concurrence from DAHP in August 2009. An amended APE was submitted on June 1, 2010, to include several areas that were outside the August 2009 APE, including three potential Section 6(f) replacement properties. This environmental evaluation is limited to the one property that was selected as the Section 6(f) replacement site. Known as the Bryant Building site, this property has a multi-component warehouse and commercial building with several docks.

Prehistoric and Historic Background

Cultural Setting

Background research confirmed that the APE lies within lands and waters once occupied by several Puget Sound Tribes, whose descendants are represented by federally recognized Indian tribes, including the Muckleshoot Indian Tribe, Suquamish Tribe, Snoqualmie Tribe, the Tulalip Tribes, and the Yakama Nation, as well as the non-federally recognized Duwamish. Because of the assumed high population density, the study area is considered to have a high level of cultural sensitivity.

Prehistory

Cultural change in Northwest Coast prehistory is evaluated on temporal and spatial variations in archaeological assemblage, subsistence, and settlement patterns within regional environmental contexts. The prehistoric record for Puget Sound is divided into three broad chronological periods: the early (14,000–5,000 years Before Present [BP]), middle (5,000-1,000 BP), and late (1,000-250 BP).

The early period is characterized by chipped stone tools such as fluted projectile points, leaf-shaped projectile points, and cobble tools with associated core and blade industries. Subsistence patterns exhibit a reliance on inland hunting supplemented with fishing and marine invertebrate procurement in riverine and littoral contexts. Settlements were typically located on interior upland plateaus or river terraces, although littoral occupations may have been inundated by seismic or eustatic processes during the Holocene (Carlson 1990; Kidd 1964; Nelson 1990; Stilson and Wessen 1987).

The middle period represented a proliferation in tool diversity within regional assemblages. Notched stone projectile points were characterized by a decrease in size, and toolkits were supplemented with groundstone, bone, and antler industries. Subsistence practices showed an increased orientation toward marine and riverine habitats; shellfish, salmon, and sea mammals became more important resources during this period. Shell middens appear in the archaeological record during this period.

Occupation areas expanded to include modern shorelines and islands in Puget Sound, characterized by the earliest evidence of seasonal

village sites (Carlson 1990; Kidd 1964; Nelson 1990; Stilson and Wessen 1987).

The late period is characterized by assemblages containing exotic trade goods imported from indigenous populations in the Columbia Plateau, as well as metal arrowheads and trade beads from Euro-American groups. Small side-notched and triangular stone projectile points persisted but were superseded by an emphasis on bone and antler tools. Salmon became a major staple, indicated by the construction and maintenance of elaborate fish weirs. Aquatic subsistence practices were supplemented by terrestrial hunting and plant procurement. Permanent, ethnographically described village sites were established and persisted into the historic period (Carlson 1990; Kidd 1964; Nelson 1990; Stilson and Wessen 1987).

Several sites have been identified in the Duwamish River drainage that contained shell middens, fish and mammal bone, charcoal, fire modified rock, and flakes. One of the oldest archaeological sites (45KI1267) in the general study area was thought to date from 8,000 to 4,000 BP (Durio and Bard 2008). The site contained cobble tools and siltstone flakes. More recent archaeological sites (45KI123) include a hunter-fisher-gatherer use location that may be as much as 2,000 years old, when specialized spring season camps were used during root-gathering and salmon fishing times of the year. Radiocarbon dates from a site (45KI159) north of the Black River channel near Renton provided a date range from 1764 to 1360 BP (Durio and Bard 2008). The site contained a series of longhouse structures rebuilt over time, along with lithic material and a bone tool assemblage. Food sources such as salmon, flounder, ratfish, dogfish, mussel, deer, bear, and bobcat were identified within the site complex. By about 900 years ago, land use patterns changed to include special purpose campsites for summer and fall berry processing. Potential post molds from drying racks and habitation structures were identified that may have been used during this period. Hunter-fisher-gatherer use of the site appears to have been discontinued by about 200 years ago (Durio and Bard 2008).

Prehistoric deposits have been identified near the west bank of the Duwamish Waterway from 4 to 6 meters below-grade. A prehistoric shell midden site (45KI432) was identified near the mouth of the Duwamish River and radiocarbon dated from 671 to 530 BP (Durio and Bard 2008). Along the Duwamish River, a hunter-fisher-gatherer shell midden deposit was identified that contained stratified shell lenses with fish bone, fire-modified rock, and mammal bone. Radiocarbon

dates span about 600 years. The site (45KI1431) was used as a seasonal, special purpose site with an emphasis on salmon fishing (Larson and Lewarch 1995).

Ethnographic Context

When Euro-Americans arrived, central Puget Sound was home to various native groups—all having ties to the Seattle area through land use and intermarriage. The group most closely aligned with the study area is the Duwamish, whose core location was the Duwamish River Valley and Elliott Bay. The Suquamish, who occupied the west side of Puget Sound, followed a subsistence regime similar to the Duwamish. Both groups are closely tied through intermarriage (Haeberlm 1918). Native peoples referred to as Green River (or White River) Indians, along with some Duwamish, reside today on the Muckleshoot Indian Reservation near Auburn. These upriver groups lived generally to the southeast of the Duwamish and their culture was more adapted to the riverine environments, but they too procured food from the rich shellfish beds of Elliott Bay (Hart Crowser 1998 K-5).

The SR 520 corridor includes springs, streams, and freshwater lakes and bays. Portage Bay, Lake Union, Lake Washington, and their tributary streams formed a series of connected waterways that could only be entered from Puget Sound at Shilshole, along a meandering course through freshwater lakes and overland portages. A group of Duwamish (who were known to the white pioneers as the Lakes people) inhabited this area; Lake Washington was first called Lake Duwamish in recognition of the Duwamish people. Other groups in the broader Seattle area included the Muckleshoot Indian Tribe and the Suquamish Tribe (Durio and Bard 2008).

Historic Setting

The Oregon Treaty of 1846 defined the boundary between the United States and Canada at the 49th parallel, spurring Euro-American settlement throughout the Pacific Northwest. The Oregon Territory was created as part of the United States shortly afterward, in 1848. The Donation Land Claim Act of 1850 and the Homestead Act of 1869 further spurred population growth in the area, luring settlers with the promise of free land. In the fall of 1851, a group of midwestern settlers, led by Arthur Denny, arrived at Alki Point in present-day West Seattle. Later that year, they relocated to the east and named their settlement for the local Native American leader, Chief Seattle (Bagley 1916). In

1853, the Washington Territory was formed from a piece of the Oregon Territory.

The early economy of Seattle was based on timber and coal. The opportunities available brought more and more settlers. By 1883, Seattle had grown to more than 3,000 citizens, making it the second largest municipality in the Washington Territory (Brambilla and Longo 1980). Initially, logging activities focused along waterways to take advantage of these areas for transporting logs to sawmills. From Union Bay on Lake Washington to Lake Union, logging was accelerated when a log chute was opened in 1885. By the 1890s, most of the area in west Lake Washington had been logged. Within the next 10 years, all of the timber had been cut from the shores of the lake (BOAS 2007).

The introduction of cable cars and streetcars beginning in the 1880s fed the push for residential development beyond the traditional city center, fueled by intense population growth. The Klondike Gold Rush in 1897 added to the growth of Seattle. Over the summer of 1909, the Alaska-Yukon-Pacific Exposition showcased the city and celebrated its achievements and economic potential. Designed by the Olmsted Brothers, it was held on the grounds of the University of Washington. Part of the plan remains today, incorporated into the current campus (Durio and Bard 2008).

By 1910, a mere 60 years after its founding, the city had grown to 230,000 people (Sale 1978). In the historic era, modifications to the land changed lake levels in the study area. Cuts were made through the Montlake isthmus to create a water passage between Lake Washington and Puget Sound. As noted above, the early cuts were shallow, made to transport logs from the lake to Puget Sound. The Montlake Cut was completed in 1916 to provide a western outlet and a direct, navigable passage to Puget Sound. As a result of the cut, Lake Washington was lowered about 10 feet, and the Portage Bay and Union Bay marshes either dried out or were covered with fill (Durio and Bard 2008).

The Seattle area of the APE mostly developed in the early decades of the twentieth century. James Moore, its main developer, named Capitol Hill in 1901. Years before, pioneers had cleared a wagon road to its peak. They founded a cemetery there in 1872. The hill was logged off in the 1880s. By 1912, there were more than 40 platted additions in the Capitol Hill area, including Moore's seven tracts. The Eastlake neighborhood was surveyed in 1855, but not platted until the 1870s. Development there was slow until the arrival of the streetcar in 1885.

The original developers, David T. Denny and Henry Fuhrman, platted the north end of Eastlake, along with the area now known as Roanoke Park, as part of the 1890 Denny-Fuhrman Addition to the city of Seattle and the subsequent Denny-Fuhrman Supplemental Addition. It encompassed all the land north of Roanoke Street to Lake Union (Durio and Bard 2008).

By the early 1890s, David Denny had established a streetcar line through the area along Eastlake Avenue that connected with downtown Seattle and points north, facilitating the residential development of the neighborhood. The City of Seattle acquired the land that is now Roanoke Park in 1908 and developed it as a park in 1910 (Sherwood 1974a). The establishment of Interlaken Park in 1908 and the opening of the Alaska-Yukon-Pacific Exposition in 1909 exposed more people to the area. People began building residences in the Roanoke Park neighborhood in 1899, but most construction occurred between 1908 and 1912. Construction of I-5 and SR 520 in the 1960s physically separated the neighborhoods of Eastlake, Capitol Hill, and Roanoke Park into their current distinct areas (Durio and Bard 2008).

East across Portage Bay, the Montlake neighborhood was developed about the same time, starting in 1905. The main era of construction was the 1910s through the 1940s. John Boyer of the Interlaken Land Company platted the area of the Montlake neighborhood south of SR 520 in December 1905. The area now north of SR 520 was originally known as Union City, so named by Harvey Pike in 1861. It was incorporated into the city of Seattle in 1891. With the Alaska-Yukon-Pacific Exposition in 1909 at the University of Washington campus, the area received extensive exposure and benefited from increased public transit to the area. Two brothers, Calvin and William Hagan, with partner James Corner (Smith no date) originated the name "Montlake" as they developed "Montlake Park, An Addition to the City of Seattle" in July of 1909. This development occupied the area between the present day Montlake Cut and SR 520, and encompassed the eight blocks originally platted as H.L. Pike's First Addition to Union City in 1870 (Durio and Bard 2008).

Although Boyer preferred the name "Interlaken" for the neighborhood he helped develop, he later agreed to "Montlake" as the name for the entire neighborhood (Gould 2000), which is generally accepted today. The Montlake neighborhood is bordered by the Washington Park Arboretum, one of the City's first parks, which was created from 1900 to 1904. Originally owned by the Puget Mill Company, the park area

was logged and slated for development, along with the adjacent area that is now known as Broadmoor. However, the financial panic of 1893 put the company's plans on hold. To get needed infrastructure improvements from the City, the Puget Mill Company deeded 62 acres of land to the City, which would become the park. More acreage was added over the next few years and, by 1916, the City owned a total of 165.22 acres (BOLA and Kiest 2003).

The City largely completed its acquisition of land for Washington Park with the 1917 purchase of Foster Island and the 1920-1921 purchase of all but one lot of the Bard-Foster Washington Park Addition (City of Seattle 2008). In 1903, the Olmsted Brothers came to Seattle and prepared a plan for Seattle's park system, including Washington Park. In March 1924, Washington Park was officially set aside as a botanical garden and arboretum by the Board of Park Commissioners. In 1925, the federal government leased the "Old Government Canal" property to the City for 99 years, to be used for park purposes. The leased land was considered an expansion of Washington Park and was the location of the first official plantings in the park in 1935-1936.

The Olmsted Brothers drew up the first formal plan for the Arboretum in March 1936, which included an illustrated plan, a nine-page letter, a collection of photographs, and plant lists. J. Frederick Dawson was the chief designer, and he used an earlier design by the Parks Department's staff landscape architect, Frederick Leissler, as the basis for the Olmsted plan. Dawson worked closely with Leissler, who had been hired by Dean Winkenwerder of the University of Washington College of Forestry to oversee development of the Arboretum. As this was during the Great Depression, 500 men in the Public Works Administration/ Works Progress Administration (WPA) did most of the construction. Between 1936 and 1941, WPA workers completed much of the basic infrastructure that is present today. They also built a stone gatehouse near the south entrance at Madison Street, an overlook or gazebo on a hillside at the southern end of the Arboretum, and a stone kiosk at the Interlaken Boulevard intersection with Lake Washington Boulevard (the original kiosk has been demolished). A Landmarks Preservation Board Report (City of Seattle 2008) describes the Arboretum as follows:

Designed by architects Arthur Loveless & Lester P. Fey, these structures reflect the rustic style of park architecture that was prevalent during this era while the intricate stonework is representative of the craftsmanship that was a hallmark of WPA construction.... Similar craftsmanship was employed in the

construction of two stone bridges over Arboretum Creek.... Several major landscape elements were also completed by WPA workers, often under the supervision of local landscape architects and designers. This included the Rhododendron Glen, which followed a planting plan prepared by Otto Holmdahl.... Holmdahl also completed the plan for the Maple Collection ... and supervised construction of the Rock Garden/Rockery.... WPA workers constructed the pools of the Woodland Garden.... Although the Olmsted Brothers firm completed the General Plan with the idea that they would be hired for additional design work for specific elements, they only executed a detailed planting plan for Azalea Way.... The General Plan also provided a sequential arrangement of the plant collection based on a taxonomic classification system laid down by the botanists, Engler and Prantl.... In addition, several major elements of the Olmsted Brothers plan were never executed, including the Lakeside Boulevard, the Rose Garden and the Administration Building/Herbarium/Library.

Much of the Arboretum plant collection development occurred after World War II (WWII), when the late Brian O. Mulligan was director. The area around Foster Island and along the shoreline was included in both the 1904 and 1936 Olmsted plans as an area of lagoons. The lowering of Lake Washington in 1916 changed the shoreline and created a marsh at the north end of the Arboretum around Foster Island (Durio and Bard 2008).

In 1936, this area was described as “extensive marshlands, interrupted by landfills, following two decades of exposure since the lowering of the lake. The plan proposed the introduction of waterways labeled ‘lagoons’ to be developed through dredging of the marshland. Dredge spoils would be used to raise the adjacent marshland and to cover the dumps. A future Alpine collection could expand into the area surrounding Foster Island, from the primary Alpine garden proposed west of the nursery” (BOLA and Kiest 2003). To implement the lagoon plan, extensive dredging was done in 1938-1939, dredging out 1¼ miles of lagoons. In 1939, extensive planting of 16 species of bamboo and 3,500 Japanese iris took place; however, few of these survived after WWII. The undeveloped property north of SR 520 behind the houses facing East Hamlin Street is what remains of the “canal reserve land,” the location of the original log canal between Lake Union and Lake Washington. Although this piece of land was not included in the

Olmsted plans for the park, it was one of the first areas formally planted. Frederick W. Leissler, Jr., who was appointed assistant director of the Arboretum in 1936, directed WPA crews in planting Yoshino cherry trees and incense cedars on the “canal land” during the winter of 1935-1936. The trees remained until the construction of SR 520 in 1961 (Durio and Bard 2008). At that time, many of the cherry trees were relocated to the liberal arts quad of the University of Washington. These trees were removed from the quad in 1998 because of their advanced age (BOLA and Kiest 2003). Most of the surrounding land and plantings have been removed from the “canal reserve land,” and the introduction of SR 520 severely compromised the integrity of this early landscape.

McCurdy Park, which is located on the north side of SR 520 and encompasses approximately 1.5 acres of land, was also once part of the “canal reserve land.” The Museum of History and Industry (MOHAI) was constructed on a portion of this property in 1950, and the land immediately surrounding it was named for Horace W. McCurdy in 1958 (Sherwood 1974b).

In 1963, the State Department of Highways condemned approximately 47 acres of Arboretum property for SR 520, including most of the canal reserve land, and the path for the new expressway effectively cut off what was left of McCurdy Park from the Arboretum. The remaining undeveloped section of the canal reserve land and McCurdy Park (MOHAI) are no longer considered part of the Arboretum.

Converted Area

The historic properties within the APE that would be converted from public outdoor recreation land are a portion of Foster Island; a portion of Washington Park Arboretum; and a portion of East Montlake Park and the Ship Canal Waterside Trail (a designated National Recreational Trail), which are within the Montlake Historic District. The following is a summary of the significance of each property and the effects from the conversion of the properties to transportation use. The location of the historic properties is shown on Exhibit 4 of the Environmental Evaluation of Section 6(f) Replacement Sites. See the Cultural Resources Discipline Report, Attachment 7 of the SR 520, I-5 to Medina: Bridge Replacement and HOV Project Supplemental Draft Environmental Impact Statement and Section 4(f)/6(f) Evaluation (WSDOT 2010), for more information on the significance of these properties.

Foster Island

Foster Island was historically used as a burial place and continues to be a sacred place to some local tribes. Tribal practices reflect the continuing acknowledgement of the spiritual power of Foster Island. WSDOT and FHWA, in consultation with the tribes, have determined that Foster Island is a TCP eligible for listing in the NRHP. The boundaries of the TCP encompass all of Foster Island. SHPO concurred with this determination on October 6, 2010. Foster Island is within the boundaries of the NRHP-eligible Washington Park Arboretum (described below) and is also individually eligible for listing in the NRHP as a TCP.

Washington Park Arboretum

Washington Park Arboretum is a public facility that was developed as part of the Olmsted Plan for Seattle Parks, Boulevards, and Playgrounds. In 1903, the Olmsted Brothers landscape architects came to Seattle and prepared a plan for Seattle's park system. The City largely completed its acquisition of land for Washington Park by 1921, and in March 1924 the park was officially set aside as a botanical garden and arboretum. The Olmsted Brothers drew up the first formal plan for the Arboretum in March 1936 (WSDOT 2009). Stretching across approximately 230 acres, the Arboretum is cooperatively managed by City of Seattle Parks and Recreation and the University of Washington. The Washington Park Arboretum is eligible for listing in the NRHP under Criterion A (for its association with events that have made a significant contribution to the broad patterns of our history, including the 1909 Alaska-Yukon-Pacific Exposition, the development of the University of Washington, and the development of the parks system in Seattle), and under Criterion C (for its design by the noted Olmsted Brothers firm, as well as the designers and architects who contributed to its designed features).

Montlake Historic District

The Montlake Historic District represents a significant collection of residential architecture typical of early twentieth century Seattle, with a combination of distinctive builders' houses; high-style, architect-designed residences; and impressive non-residential structures. The Montlake neighborhood was developed starting in 1909 and the primary era of construction was the 1910s through the 1940s. The residential styles in the district are mainly Craftsman, Tudor, and Colonial Revival, and many of the houses are individually distinctive.

Noteworthy nonresidential resources in the area include the Montlake Bridge, the Seattle Yacht Club, the NOAA Northwest Fisheries Science Center buildings, a portion of historic Lake Washington Boulevard, and structures such as the gazebo, Arboretum Aqueduct, and Japanese Garden teahouse in the Washington Park Arboretum, which borders the neighborhood. The Montlake neighborhood meets the eligibility criteria for an NRHP historic district under Criterion C for its collection of early twentieth century residential architecture with cohesive types as well as noted non-residential buildings. The period of significance is 1905 to 1952, from the platting of the neighborhood to the construction of MOHAI, which represents the shift to mid-century architectural styles. The East Montlake Park and the Ship Canal Waterside Trail are located in the Montlake Historic District.

Replacement Property

Previous Archaeological Investigations

A literature review was conducted initially in Olympia at the DAHP office and later through the Washington Information System for Architectural and Archaeological Records Data (WISAARD) database to determine if any cultural resource surveys had been conducted, historic properties identified, or archaeological sites recorded in or near the Section 6(f) replacement property, the Bryant Building site. A 1-mile-wide radius (0.5 mile on each side of the project centerline) was searched for archaeological site information. As listed in Exhibit 1 below, the literature review identified one archaeological site in the vicinity of the proposed Section 6(f) replacement site. No historic built environment properties were previously identified on or adjacent to the replacement site.

Exhibit 1. Literature Search Results for Section 6(f) Replacement Site

Resource Name	Source	Eligibility	Location
Site KI00957	Louderback and Jolivette (2009)	Not evaluated	0.2 mile NE of Bryant Building site

Louderback and Jolivette (2009)

In 2009, Lisbeth Louderback and Stephanie Jolivette recorded pre-contact lithic material, flakes, and a projectile point on a site approximately 0.2 mile from the Bryant Building site. Site KI00957 is

located on the south part of the University of Washington campus in Seattle and is situated on an eroded slope just above the Burke-Gilman trail (Universal Transverse Mercator: Zone 10 Easting 5520000 Northing 5277000). The site has not been evaluated for the NRHP.

Historic Properties

Archaeological Resources

Archaeological testing for identification of potential resources has not yet been conducted for the replacement property. As nearly half of the almost 200 state-registered prehistoric archaeological sites in King County lie within 200 feet of waters of statewide significance, properties located along the shoreline of Portage Bay are considered high probability for archaeological resources. As such, the selected replacement property is located within a “very high risk” probability area on the WISAARD statewide model for environmental factors with archaeology, with survey highly advised. Prior to its development as a park, the property will be subject to archaeological survey for previously unidentified cultural resources, with subsequent recordation, evaluation, and data recovery, if necessary. Due to the presence of buildings and paving on the entirety of the site, and the building serving an active use for the university, no survey for archaeological sites is currently possible. The archaeological survey work will be implemented through a phased identification, specified in the programmatic agreement for the SR 520: I-5 to Medina Bridge Replacement and HOV Project.

Traditional Cultural Properties

No Traditional Cultural Properties were identified at the Bryant Building site or vicinity.

Built Environment Properties

The replacement property was surveyed to identify any historic properties of the built environment. The Historic Property Inventory form is located in Appendix A and the site is briefly described below.

1139-1299 NE Boat Street, Seattle, WA 98105 (Bryant Building Site)

This waterfront building contains warehouse areas, commercial office space, and docks. Originally constructed in 1935 with subsequent building phases through 1950, it is one story and irregular in plan. The front of the building runs along the street front and has a brick façade and metal siding. The original wood frame windows are intact and feature 2/4 lights. Most of these windows are fixed, though a few panes

in each grouping are operable. The main entry is located off-center, featuring a wood frame double door flanked by fixed 4-pane wood frame windows. The remaining elevations all feature corrugated metal cladding. The building features various rooflines, including a flat roof with a parapet, a sawtooth roof, and several shed roofs at lower elevations. A boat house on the west elevation has a hipped roof of standing seam metal. The rear section of the building is built on pilings that extend out into the water. The interior has exposed heavy timber framing. Most of the windows have been boarded over, but that is the primary alteration to the building.



1139-1299 NE Boat Street, Seattle, WA 98105 (Bryant Building Site)

Determination of Eligibility

This waterfront warehouse from 1935 retains excellent integrity. The building, constructed in stages beginning in 1935 and continuing until 1950, is a largely intact warehouse that was originally constructed as a lumber company, and later converted to a facility to build, service, and sell boats.

Formerly called Bryant's Marina, the original address for this site was 1117 East Northlake Avenue. Bryant's Marina, Inc. was a Washington corporation chartered on June 14, 1938. The lumber mill buildings, along with 900 feet of waterfront on Portage Bay, were purchased by Bryant's Marina Inc in 1940 for \$31,000. The business was originally called Seattle Boat Marina, Inc., and the name was changed in 1943 to Bryant's Marina, Inc. The company distributed a variety of maritime

goods, including boats, motors, marine supplies, and hardware. In the mid 1940s this was the largest Chris-Craft Boat distributorship (by volume) in the world. Bryant's Marina, Inc. had the Chris-Craft distributor's franchise for Western Washington and Alaska.

Chris-Craft Boat Company, named after its founder, Christopher-Columbus Smith, opened in the late nineteenth century. It gained prominence for its mahogany-hulled powerboats in the 1920s. The company, based in the Detroit area, originally produced sleek racing boats and high-end powerboats for wealthy clientele. Chris-Craft was the first company to standardize boat designs, eventually branching out to market boats to the middle class. It was one of the first companies to mass produce civilian pleasure boats. The company was able to lower the cost of production by opening an assembly line plant in Michigan. Chris-Craft continued to produce boats through the Great Depression, and provided small patrol boats for the Navy during WWII. They produced 10,000 landing craft for use in the war. Post-WWII, the company offered more than 150 models of pleasure boats. Chris-Craft power boats became a cultural icon, representing the leisurely lifestyle newly available to the American middle class. The company enjoyed various successes throughout the 1950s, until it was bought out by Shields & Company and National Automotive Fibers in 1960. It remains in business today producing power boats, and is the oldest power boat builder in America.

The building located at 1139-1299 NE Boat Street had space to build, store, repair, and service several hundred small boats. Two cranes, one capable of lifting a 50-foot boat out of the water, were located in the building, as were paint and machine shops, and a show room for sales. Bryant's Marina Inc. was responsible for taking delivery of Chris-Craft boats, engines, and other items and redirecting them to its dealerships in Western Washington and Alaska. The building was the company's main plant. Bryant's Marina was considered "the leading pleasure boat establishment in the Pacific Northwest" (Crimmin 1978). It was the only establishment in Seattle that provided complete servicing for the products it sold, and it retailed more pleasure craft than any other company in Seattle.

The building at 1139-1299 NE Boat Street is eligible for the NRHP under Criterion A for its historic significance as part of the development of the Seattle waterfront and as a remnant of the commercial and maritime history of the region. It is also significant for its association with the Chris-Craft Boat Company. This nationally recognized company played

an integral role in the maritime history of the United States as the company most often credited with the creation of the American pleasure power boating culture, and as the largest Chris-Craft distributorship in the nation, this building played an important role in this development.

The building is also eligible for the NRHP under Criterion C, as an intact example of a mid-twentieth century boat-building warehouse and showroom. There are very few intact examples of this once common architectural type left in the Seattle area, and this building retains integrity of location, setting, feeling, design, workmanship, and materials. The building is no longer used to build, show, or service boats, and thus has lost integrity of association. The SHPO concurred with this determination of eligibility on September 16, 2010.

Effects Analysis

The purpose of this Effects Analysis is to determine if properties that are listed or eligible for listing in the NRHP would be affected by the undertaking.

Criteria for Effects on Historic Properties

Section 106 of the NHPA and the implementing regulations require federal agencies to take into account the effects a proposed undertaking may have on historic properties. The NHPA's Section 106 regulations (36 CFR 800.5) include specific criteria for adverse effects that must be applied to federal undertakings with the potential to impact historic properties.

The Advisory Council on Historic Preservation has developed regulations that guide federal agencies on how to assess effects of their undertakings on historic properties and mitigate those effects, if necessary. Effects on cultural resources are defined in the following ways:

- **No Historic Properties Affected:** Either no historic properties are present, or there is no effect of any kind, neither harmful nor beneficial, on the historic properties.
- **No Adverse Effect:** There is an effect, but the effect does not diminish those characteristics that qualify the property for inclusion in the NRHP.
- **Adverse Effect:** There is an effect, and that effect alters (directly or indirectly) the characteristics of a historic property that qualify the property for inclusion in the NRHP in a manner that diminishes the integrity of the property. This includes diminishing the integrity of the property's location, design, setting, materials, workmanship, feeling, or association. Adverse effects may include reasonably foreseeable effects caused by the undertaking that may occur later in time, or be further removed in distance, or effects that may be cumulative.

Effects on historic properties may be direct or indirect. Direct effects include, but may not be limited to, the physical destruction or modification of all or part of a resource. Indirect effects can include a

variety of factors, such as the introduction of audible, visual, and atmospheric elements that alter the qualities that make a property eligible for the NRHP.

If a proposed action were to cause an adverse effect on a historic property, the adverse effect must be resolved through the consultation process with the SHPO and the consulting parties, most often culminating in a Memorandum of Agreement (MOA) between the parties. This process would be carried out in accordance with Section 106 of the NHPA, Section 800.6 *Resolution of Adverse Effects* (36 CFR 800.6).

Effects Determination

Converted Property

The Preferred Alternative would cross Foster Island with a pier and span bridge that would require acquisition of land on Foster Island for expansion of the right-of-way to the north of the existing alignment. During construction an easement would be in effect for a work bridge located on the island. Once construction is completed, the work bridge would be removed and the construction easement on Foster Island would be returned to park use. The acquisition of land and the construction easement would result in a conversion of protected Section 6(f) property on Foster Island. According to 36 CFR 800.5(a)(2)(vii), the transfer of property out of federal control, and the resulting removal of restrictions that serve to protect its historic significance, constitute an adverse effect. Therefore, the conversion of property on Foster Island to transportation right-of-way, removing it from NPS protection, could be an adverse effect. The NPS, as the federal agency that would be relinquishing the protection, would be responsible for determining this adverse effect in consultation with SHPO.

The part of the Arboretum subject to Section 6(f) is the northern portion of the park, consisting of the landscape that surrounds and supports the Waterfront Trail, including Foster and Marsh Islands. The Preferred Alternative would use a small portion of land in this part of the Arboretum. The Preferred Alternative would also result in the conversion of part of the Ship Canal Waterside Trail (a designated National Recreational Trail) and a section of East Montlake Park, both of which are located within the Montlake Historic District. As with Foster Island, the NPS action to remove federal protection from these

properties could be an adverse effect, in accordance with 36 CFR 800.5(a)(2)(vii).

Replacement Property

As described above, the replacement property, 1139-1299 NE Boat Street, Seattle, WA, known as the Bryant Building site, is individually eligible for listing in the NRHP. The SR 520 project as an undertaking identified and evaluated this property. FHWA and WSDOT will take no further action regarding the property beyond ensuring its conveyance to the LWCF grantees (the University of Washington and the City of Seattle). Therefore, the historic property would not be affected by construction or operation of the SR 520 Preferred Alternative.

In order to comply with Section 6(f), the property will need to be converted to recreational use. This action, which will be carried out by the LWCF grantees, will likely result in the full or partial demolition of the building complex located on the property. If this were to occur, the removal of the building would result in an adverse effect on this historic property due to the physical destruction of part or all of the property. If future actions taken to develop the property result in an adverse effect, NPS, as the responsible federal agency, will initiate Section 106 consultation for that undertaking and will resolve any adverse effects through the Section 106 process. FHWA and WSDOT are not responsible for the development of the property for recreational use.

Mitigation

As noted above, the SR 520, I-5 to Medina: Bridge Replacement and HOV Project would have no effect on the Bryant Building site, so no mitigation is necessary. Future actions by NPS to approve conversion of protected Section 6(f) property and development of the replacement property are likely to have an adverse effect. Section 106 requires that if an undertaking has an adverse effect on a historic property, the following measures must be followed:

- The agency official shall consult with the SHPO and other consulting parties to seek ways to avoid, minimize, or mitigate the adverse effects.
- If the agency official and the SHPO agree on how the adverse effects will be resolved, they shall execute a MOA. The agency official must submit a copy of the executed MOA, along with the

documentation specified in CFR § 800.11(f), to the Advisory Council prior to approving the undertaking in order to meet the requirements of Section 106.

Summary

In summary, the land identified as Section 6(f) replacement property contains one historic property that is eligible for listing in the NRHP. The SR 520, I-5 to Medina: Bridge Replacement and HOV Project would have no effect on the historic Bryant Building. The potential for previously unidentified archaeological sites is high, and subsurface investigation will take place through the phased identification process detailed in the programmatic agreement for the SR 520 project.

The NPS action to approve the conversion of protected Section 6(f) properties may be an adverse effect, in accordance with 36 CFR 800.5(a)(2)(vii). In addition, the development of the Bryant Building site as replacement property will likely require the full or partial demolition of the historic building on the property, which would be an adverse effect. NPS, as the responsible federal agency for these actions, will initiate consultation with SHPO to determine the adverse effects and, if necessary, to resolve them through the Section 106 process.

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Appendix A. Historic Property Inventory Form

**Historic Property
Inventory Report for**

Bryant's Marina

at 1139-1299 NE Boat St, Seattle, WA 98105

LOCATION SECTION

Field Site No.:

OAHP No.:

Historic Name: Bryant's Marina

Common Name: University of Washington King Broadcasting

Property Address: 1139-1299 NE Boat St, Seattle, WA 98105

Comments:

County King Township/Range/EW T25R04E Section 17 1/4 Sec SE 1/4 1/4 Sec SEATTLE NORTH Quadrangle SEATTLE NORTH

Coordinate Reference
Zone: 10 Spatial Type: Point Acquisition Code: Other
Sequence: 1 Easting: 551517.9 Northing: 5277830.28

Tax No./Parcel No.
1142004555

Plat/Block/Lot
BROOKLYN ADD BLOCK 1 THRU 14 LOT 37

Supplemental Map(s)

Acreage
7.97

IDENTIFICATION SECTION

Survey Name: SR520 6(f)

Field Recorder: Megan Venno

Date Recorded: 5/20/2010

Owner's Name:
University of Washington

Owner Address:
Campus Box 359446

City/State/Zip:
Seattle, WA 98195

Classification: Building

Resource Status
Survey/Inventory

Comments

Within a District? No

Contributing?

National Register Nomination:

Local District:

National Register District/Thematic Nomination Name:



View of Southeast Oblique

taken 3/30/2010

Photography Neg. No (Roll No./Frame No.):

Comments:

DESCRIPTION SECTION

Historic Use: Commerce/Trade - Warehouse

Current Use: Commerce/Trade - Warehouse

Plan: Irregular

No. of Stories: 1

Structural System: Post and Beam

Changes to plan: Intact

Changes to interior: Slight

Style

Form/Type

Changes to original cladding: Intact

Changes to other:

Other - Industrial

Industrial

Changes to windows: Moderate

Other (specify):

**Historic Property
Inventory Report for**

Bryant's Marina

at 1139-1299 NE Boat St, Seattle, WA 98105

Cladding	Foundation	Roof Material	Roof Type
<u>Wood</u>	<u>Concrete - Poured</u>	<u>Metal - Standing Seam</u>	<u>Sawtooth / Folded Plate</u>
<u>Metal - Corrugated</u>			<u>Shed</u>
<u>Veneer - Brick</u>			<u>Flat with Parapet</u>
			<u>Hip</u>

NARRATIVE SECTION

Study Unit	Other
<u>Commerce</u>	
<u>Architecture/Landscape Architecture</u>	
<u>Manufacturing/Industry</u>	

Date Of Construction: 1935

Architect: Unknown

Builder: Unknown

Engineer: Unknown

Property appears to meet criteria for the National Register of Historic Places: Yes

Property is located in a potential historic district (National and/or local): No

Property potentially contributes to a historic district (National and/or local):

**Statement of
Significance**

This waterfront warehouse from 1935 retains excellent integrity. The building, constructed in stages beginning in 1935 and continuing until 1950, is a largely intact warehouse that was originally constructed as a lumber company, and later converted to a boat warehouse and showroom. Formerly called Bryant's Marina, the original address for this site was 1117 East Northlake Avenue. The building originally operated as a lumber sawmill, until it was leased by Bryant's Marina, Inc., a Washington Corporation chartered on June 14, 1938. The lumber mill buildings, along with 900 feet of waterfront on Portage Bay, were purchased by Bryant's Marina Inc in 1940 for \$31,000. The business was originally called Seattle Boat Marina, Inc., and the name was changed in 1943 to Bryant's Marina, Inc. The company distributed a variety of maritime goods, including boats, motors, marine supplies, and hardware. In the mid 1940s this was the largest Chris-Craft Boat distributorship (by volume) in the world. Bryant's Marina, Inc. had the Chris-Craft distributor's franchise for the Western Washington region and Alaska. Chris-Craft Boat Company, named after its founder, Christopher-Columbus Smith, opened in the late 19th century. It eventually gained prominence for its mahogany hulled powerboats in the 1920s. The company, based in the Detroit area, originally produced sleek racing boats and high end powerboats for wealthy clientele. They eventually branched out to market boats to the middle class, when it was one of the first companies to mass produce civilian pleasure boats. The company was able to lower the cost of production by opening an assembly line plant in Michigan, and in doing so, made pleasure power boats a household name. Chris-Craft continued to produce boats through the Great Depression, and provided small patrol boats for the Navy during World War II. Post WWII, the company offered more than 150 models of pleasure boats. The company enjoyed various successes throughout the 1950s, until it was bought out by Shields & Company and National Automotive Fibers in 1960.

The building had space to build, store, repair and service several hundred small boats. Two cranes, one capable of lifting a 50-foot boat out of the water, were located in the building, as were paint and machine shops, and a show room for sales. Bryant's Marina Inc. was responsible for taking delivery of Chris Craft boats, engines, and other items and redirecting them to its dealerships in the Western Washington region and Alaska, and other cities throughout the Pacific Northwest. The building located at 1139-1299 Boat Street was the company's main plant. Bryant's Marina was considered "the leading pleasure boat establishment in the Pacific Northwest" (Crimmin, 1978). It was the only establishment in Seattle that provided complete servicing for the products it sold, it retailed more pleasure craft than any other company in Seattle, and was the only sizable distributor of pleasure boats in Portland. 1139-1299 NE Boat Street is eligible for the National Register under Criterion A for its association with the Chris-Craft Boat Company. This nationally recognized company played an integral role in the maritime history of the United States, and as the largest Chris-Craft distributorship in the nation, this building played an important role in this development. The building has historical significance as part of the development of the Seattle waterfront and as a remnant of commercial and maritime history of the region. The maritime industry played a crucial role in the development of Seattle. The waters around the city have been used to link smaller communities, towns and settlements to Seattle for over one hundred years. Ship building was a vital contributor to Seattle industry. There are very few intact examples of this architecture left in the Seattle area, and this building retains integrity of location, setting, feeling, design, workmanship and materials. It is no longer used as a boat warehouse, and thus has lost integrity of association. It is eligible for the National Register under Criterion C, as an intact example of a mid-twentieth century boat building warehouse and dealership.

**Historic Property
Inventory Report for**

Bryant's Marina

at 1139-1299 NE Boat St, Seattle, WA 98105

**Description of
Physical
Appearance**

This waterfront warehouse, originally constructed in 1935 and with subsequent building phases through 1950, is one story and irregular in plan. The front of the building runs along the street front and has a brick façade and metal siding. The original wood frame windows are intact, and feature 2/4 lights. The majority of these windows are fixed, though a few panes in each grouping are operable. The main entry is located off-center, and features a wood frame double door flanked by fixed 4-pane wood frame windows. The building features various rooflines, including a flat roof with a parapet, a sawtooth roof, and several shed roofs at lower elevations. The detached boat house on the west elevation has a hipped roof of standing seam metal. The remaining elevations all feature corrugated metal cladding. The rear section of the building is built on pilings that extend out into the water, it has also had some interior changes, and at least one building has been torn down. The interior has exposed heavy timber framing. Most of the windows have been boarded over, but that is the primary alteration to the building.

**Major
Bibliographic
References**

Chris-Craft Boat Company website May 27, 2010. <http://www.chriscraft.com/>. Accessed May 27, 2010
Crimmin, Eileen. Bryant's : 1928-1978. Woodinville, Washington: The Bryant Corporation, 1978
King County Department of Assessments website. April 13, 2010. <http://info.kingcounty.gov/Assessor/eRealProperty/default.aspx>. Accessed May 26, 2010



View of Entry detail taken 3/31/2010

Photography Neg. No (Roll No./Frame No.):

Comments:



View of Southwest elevation of east side of building taken 3/31/2010

Photography Neg. No (Roll No./Frame No.):

Comments:



View of South elevation, middle section of building taken 3/31/2010

Photography Neg. No (Roll No./Frame No.):

Comments:



View of Northwest Oblique taken 3/31/2010

Photography Neg. No (Roll No./Frame No.):

Comments:



View of Front of west boathouse taken 3/31/2010

Photography Neg. No (Roll No./Frame No.):

Comments:



View of East elevation of boathouse taken 3/31/2010

Photography Neg. No (Roll No./Frame No.):

Comments:



View of East elevation of western portion of building taken 3/31/2010

Photography Neg. No (Roll No./Frame No.):

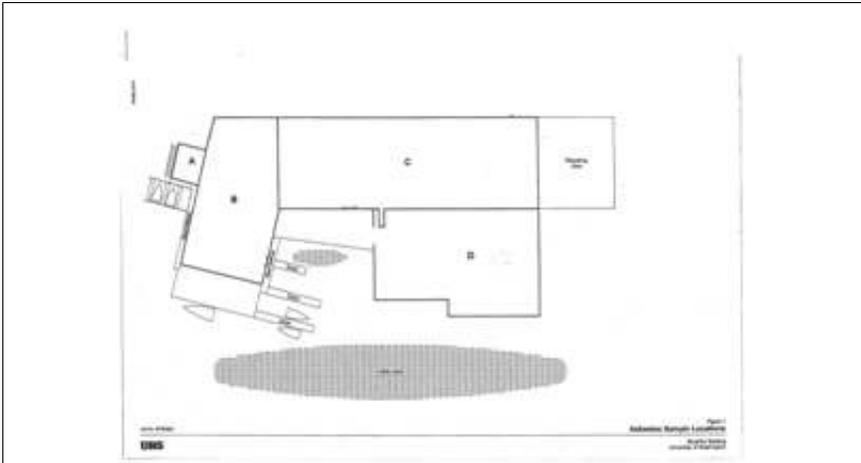
Comments:



View of Ceiling truss detail taken 3/31/2010

Photography Neg. No (Roll No./Frame No.):

Comments:

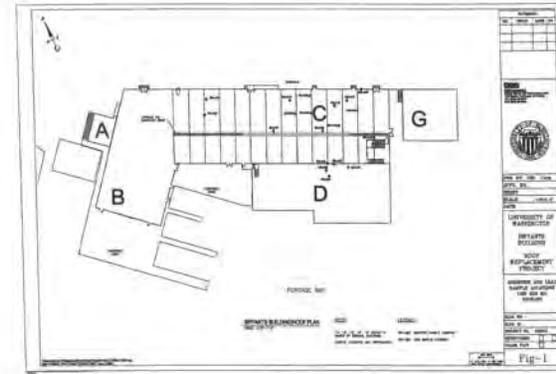


View of Site Plan 1

taken 6/1/2010

Photography Neg. No (Roll No./Frame No.):

Comments:

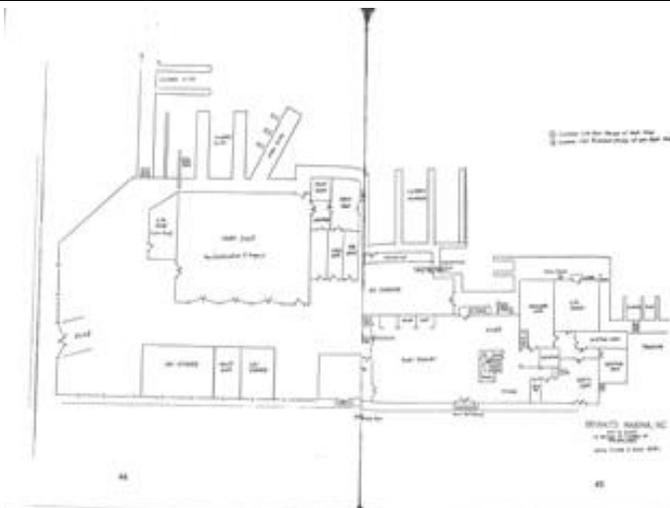


View of Site Plan 2

taken 6/1/2010

Photography Neg. No (Roll No./Frame No.):

Comments:



View of Historic detail of Bryant's Marina layout ca 1970s

taken 6/22/2010

Photography Neg. No (Roll No./Frame No.):

Comments: From Crimmin, Eileen. Bryant's : 1928 - 1978. Woodinville, Washington

View of

taken

Photography Neg. No (Roll No./Frame No.):

Comments:

Appendix B. Agency Correspondence



STATE OF WASHINGTON

DEPARTMENT OF ARCHAEOLOGY & HISTORIC PRESERVATION

1063 S. Capitol Way, Suite 106 • Olympia, Washington 98501
Mailing address: PO Box 48343 • Olympia, Washington 98504-8343
(360) 586-3065 • Fax Number (360) 586-3067 • Website: www.dahp.wa.gov

September 16, 2010

Ms. Lori Durio
SR 520 Bridge Replacement and HOV Program
600 Stewart Street, Suite 520
Seattle, WA 98101

In future correspondence please refer to:

Log: 121602-08-FHWA

Property: SR 520 Corridor Trans-Lake Washington, Bridge Replacement and HOV

Re: Determined Eligible

Dear Ms. Durio:

Thank you for contacting our office. I am contacting you on behalf of Michael Houser, State Architectural Historian, who has reviewed the historic property inventory (HPI) forms that you submitted for review as part of your Section 6(f) study. Mr. Houser does not concur with your determinations of eligibility for the resources submitted as part of this study.

We concur with your determination that the Bryant Building is eligible for listing in the National Register of Historic Properties (NRHP). We **do not** concur, however, that the properties at 10034, 10036, and 10038 Rainier Ave South are not eligible for listing in the NRHP. We concur that the remaining properties identified in your report can be considered as not eligible for listing in the NRHP. We look forward to further consultation regarding your determination of effect.

I would appreciate receiving any correspondence or comments from concerned tribes or other parties that you receive as you consult under the requirements of 36CFR800.4(a)(4) and the survey report when it is available.

These comments are based on the information available at the time of this review and on behalf of the State Historic Preservation Officer pursuant to Section 106 of the National Historic Preservation Act and its implementing regulations 36CFR800.

Thank you for the opportunity to review and comment. Should you have any questions, please feel free to contact me.

Sincerely,

Matthew Sterner, M.A.
Transportation Archaeologist
(360) 586-3082
matthew.sterner@dahp.wa.gov



DEPARTMENT OF ARCHAEOLOGY & HISTORIC PRESERVATION

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