SR 99: ALASKAN WAY VIADUCT & SEAWALL REPLACEMENT PROGRAM

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

June 2008

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LIST OF EXHIBITS

ATTACHMENTS

ACRONYMS

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

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Chapter 1 SUMMARY

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

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

1.1 Project Description

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

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

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

1.2 Affected Environment

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

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

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

1.3 Operational Effects and Mitigation

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

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

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

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

1.4 Construction Effects and Mitigation

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

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

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

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

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

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

Chapter 2 METHODOLOGY

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

2.1 Project Development

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

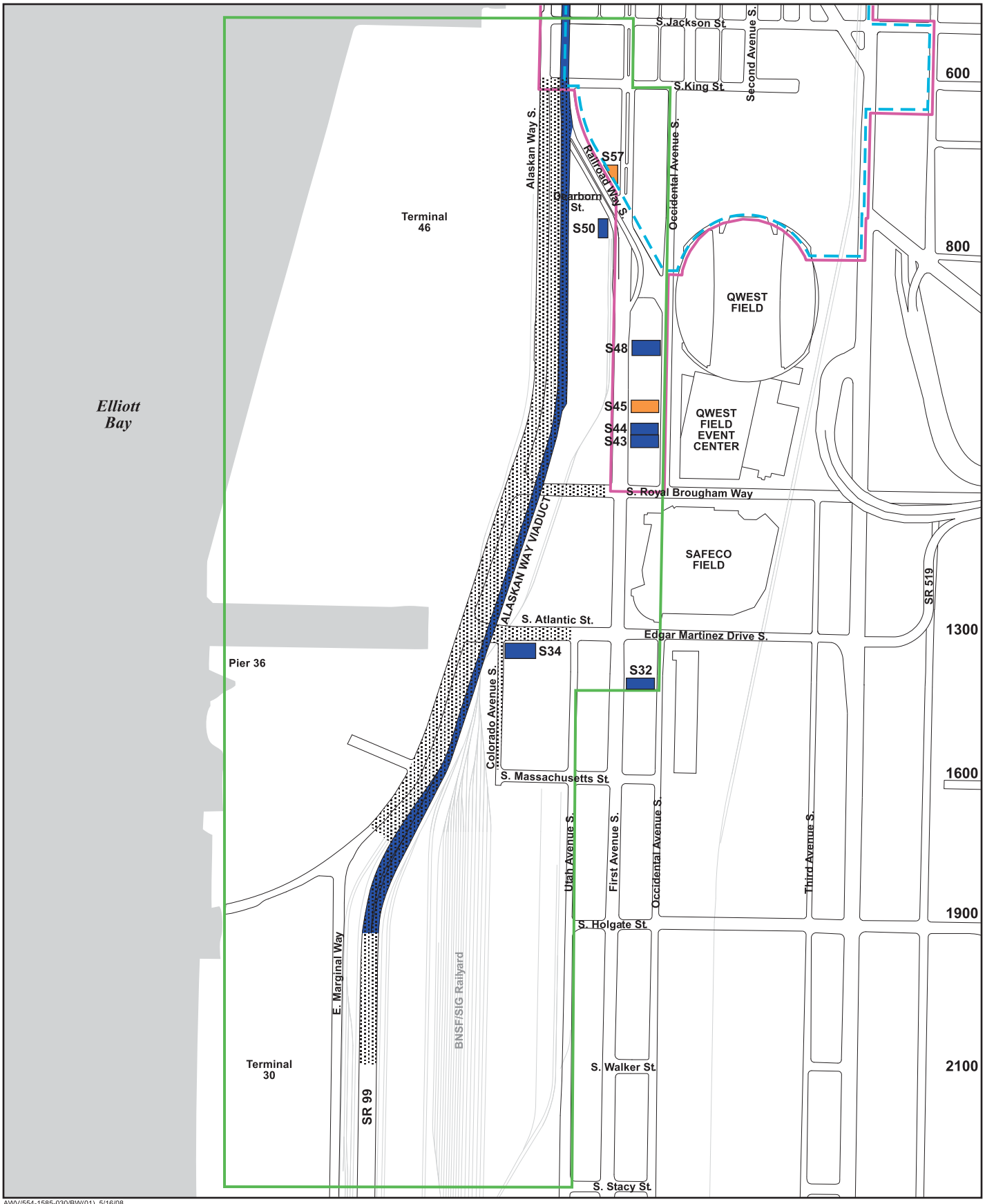
2.2 Area of Potential Effects

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

2.3 Data Collection

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

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



AWV/554-1585-030/BW(01) 5/16/08

Landmark Status - National Register Eligible
Landmark Status - National Register Listed
Pioneer Square Preservation District
National Register Historic District
Area of Potential Effects (APE)
Projects Limits

N

0 700

Scale In Feet

Exhibit 2-1
Historic Resources

- Detailed building data from City directories, building permit files, and King County Assessor property record cards.
- Historic photos of key buildings and their vicinity.

A variety of studies were used to collect and refine information on the project area and the analysis of individual buildings. Among the more important environmental documents reviewed were those completed for other projects in the area, including the Livable South Downtown Planning Study (Dodrill Consulting 2007), the Major League Baseball Stadium (Washington State Major League Baseball Stadium Public Facilities District 1996), and the Waterfront South Master Plan proposed by the Port of Seattle and WSDOT in 1999 (Hart Crowser 1999). Additional information was obtained from the NRHP forms for the Pioneer Square Historic District and the Alaskan Way Viaduct and Battery Street Tunnel. A more thorough list of resources is found in Chapter 7, References.

Preparation of the 2004 Draft EIS included a field survey of all buildings within the APE that were built before 1962 (other than those that have already been designated as landmarks or are in historic districts). Information was collected on each building and was used by WSDOT and FHWA to determine each property's eligibility for listing in the NRHP. The DAHP concurred with the determinations. All of the buildings in the APE that were built in 1962 or earlier are listed in Attachment A, with their historical status.

The buildings were evaluated according to the criteria established for the NRHP and City of Seattle landmark designation. Listing in the NRHP requires that a historic resource be at least 50 years old, have historical or architectural significance, and retain its original character and integrity. These standards require, in general, that the property's location, design, setting, materials, workmanship, feeling, and associations remain substantially unaltered. It must also be significant under at least one of four criteria (36 CFR 60):

a. It is associated with an important event or series of events that have made a significant contribution to the broad patterns of American history; or

b. It is associated with an important individual who was significant in our past; or

c. It embodies the distinctive characteristics of an architectural type, period, or method of construction, or it represents the work of a master or possesses high artistic value; or

d. It has yielded, or may be likely to yield, information important in prehistory or history.

Properties that are less than 50 years old may be considered if they are of exceptional importance.

Designation as a City of Seattle landmark requires that the resource be at least 25 years old, that it retains sufficient integrity to convey its significance, and that it be significant under at least one of six criteria (SMC 25.12.350):

a. It is the location of, or is associated in a significant way with, a historic event that had a significant effect on the community, city, state, or nation; or

b. It is associated in a significant way with the life of a person important in the history of the city, state, or nation; or

c. It is associated in a significant way with a significant aspect of the cultural, political, or economic heritage of the community, city, state, or nation; or

d. It embodies the distinctive visible characteristics of an architectural style, or period, or method of construction; or

e. It is an outstanding work of a designer or builder; or

f. Because of its prominence of spatial location, contrasts of siting, age, or scale, it is an easily identifiable visual feature of the neighborhood or the city and contributes to the distinctive quality or identity of such neighborhood or the city.

Chapter 3 AFFECTED ENVIRONMENT

3.1 Historic Resources

The APE includes the southwestern edge of the Pioneer Square National Register District and of the local Pioneer Square Preservation District, which extends down the east side of First Avenue S. to S. Royal Brougham Way. The project area is located across the street from the southwest corner of the district. Exhibit 2-1 shows the boundaries of the APE, the national historic district, and the local preservation district. It also indicates the buildings (by parcel number) that are either listed in the NRHP or are eligible for listing. All of the buildings in the APE that were built in 1962 or earlier are listed in Attachment A, with their historical status.

The APE includes two buildings currently listed in the NRHP:

- The Triangle Hotel (S57, 551 First Avenue S.) is within the National Register District and is also separately listed in the NRHP. The building is also a City of Seattle landmark.
- The A.L. Palmer Building (S45, 1000 First Avenue S.) was recently listed in the NRHP; it is within the local Pioneer Square Preservation District but outside of the National Register District.

Three buildings within the local Pioneer Square Preservation District but outside of the National Register District have been determined eligible for the NRHP. All are located on the east side of First Avenue S. in the block north of S. Royal Brougham Way:

- The E.O. Graves Building (S43, 1020 First Avenue S.)
- The M.F. Backus Warehouse (S44, 1014 First Avenue S.)
- The Roebling Building (S48, 900 First Avenue S.)

Three buildings that are outside of both districts have been determined eligible for the NRHP. The Frederick & Nelson Warehouse (S32, 1518 First Avenue S.) is located some distance from construction activities, south of S. Atlantic Street on the east side of First Avenue S. The other two eligible buildings are closest to construction activities:

- The Bemis Building (S34, 55-65 S. Atlantic Street) is a four-story masonry building that was constructed in 1904 as a manufacturing plant for cotton and burlap bags for grain, flour, feed, and other products. The building, which is no longer used by Bemis, is one of Seattle's last relatively intact industrial facilities from the early 20th

century. It currently has 32 artists' living units as well as a variety of business activities. These tenants regularly use the loading docks along the west side of the building, facing Colorado Avenue S. Parking is behind the building, which is located at the southeast corner of S. Atlantic Street and Colorado Avenue S., immediately east of the viaduct.

- The WOSCA Freight House (S50, 801 First Avenue S.) is a brick masonry office building that is part of a former rail freight complex. The adjacent freight shed has been significantly altered, but the freight house has sufficient integrity that it has been determined eligible for listing in the NRHP. It is located at the southwest corner of First Avenue S. and Railroad Way S.

3.2 Pioneer Square's Early Development

Seattle's first commercial center grew from a small settlement established at the foot of today's Yesler Way in 1852. By 1889 it had grown into a regional center with a thriving commercial district, primarily of wood buildings, lining what are now First and Occidental Avenues. When a cabinetmaker's glue pot ignited at First and Madison Streets on June 6, 1889, the resulting fire destroyed 30 blocks in the heart of the commercial district. The entrepreneurial community saw the fire as a chance to build a new, modern city, and work proceeded immediately. New City ordinances required that all new buildings within the downtown area be of masonry or other fireproof construction. More than 130 brick or stone buildings were built within the next year. The result was a homogeneous commercial sector of red brick buildings in the latest Richardsonian Romanesque style, suited to become the center of trade for the new state of Washington (Ochsner 1994; Andrews 2004; Link 2005).

The arrival in June 1897 of the steamer *Portland* carrying "more than a ton of gold" pulled Seattle out of the doldrums of the depression that followed the Panic of 1893. Seattle quickly became "The Gateway to Alaska," the commercial center and supply point for the Klondike gold rush. Adventurers from throughout the world sought fortunes, passing through Seattle to buy the required supplies. Although few succeeded in the mine fields, the city's merchants, hoteliers, theaters, restaurants, and shipping companies thrived. First Avenue was given over to small hotels, stores, cafes, and saloons serving miners, sailors, and other travelers (Andrews 2004; Link 2005). The population grew by more than 25,000 people in only 3 years, reaching more than 80,000 in 1900 (Crowley et al. 2001).

However, the pioneer city had been built on a peninsula, a quarter of a mile long and only 1,300 feet wide. Much of the area south of S. Jackson Street was tideflats, making expansion to the south impossible. But prosperity and the developing technology of the period allowed drastic measures to be taken to ensure economic progress.

Throughout the 1880s, piers and trestles were built along the waterfront to accommodate both local and national rail lines. In 1882, First Avenue was extended toward the south. By 1888 the tideflat along First Avenue had been filled as far as Second Avenue and S. Jackson Street. In 1900 more ambitious efforts began to fill a larger area of tideflats to provide space for the railroads and for commercial and industrial expansion. Between 1906 and 1914, the Milwaukee, Great Northern, Union Pacific, and Northern Pacific railroads all developed railyards and support facilities on the reclaimed tideflats. In 1905, James J. Hill, who controlled both the Northern Pacific and the Great Northern railroads, completed a railroad tunnel beneath downtown, running from the foot of Virginia Street to S. King Street, where he built a new depot. An adjoining depot, Union Station, was added in 1911 (Dodrill Consulting 2007; Link 2005; Hart Crowser 1999).

Additional filling and regrade operations were also conducted specifically to increase the land available for industrial plants. Eventually over 1,400 acres of tideflats were reclaimed. The massive S. Jackson Street regrade and Dearborn cut (1907-09) opened up access to the Rainier Valley. Material from these cuts was deposited on the tideflats north of Connecticut Street, and Fourth Avenue S. was extended to S. Holgate Street, on fill (Dodrill Consulting 2007; Phelps 1978).

The increased industrial land and the greatly expanded rail facilities encouraged the development of manufacturing and distribution industries that could take advantage of the rail and maritime network for the import and export of raw materials and finished products. Shipbuilding also became a major industry. One of the largest shipyards, Moran Brothers, was located near the project area at S. Atlantic Street. During World War I more than 20 shipyards operated in the general area; one of the largest was Skinner and Eddy, which had taken over the Moran shipyard. Shipping also boomed during the war, and one of the major beneficiaries was Pacific Coast Steamship, which had built a new terminal (now Pier 36) south of downtown in 1925 (McClary 2003).

3.3 Growth, Depression, and World War II: 1921–1945

The 1920s brought prosperity and unprecedented physical development to Seattle. One of the most important changes was the automobile's growing

importance to the region's transportation systems. The first two decades of the century had been a heyday of rail and water travel. The region had efficient citywide streetcar networks and a regional interurban rail system. All of Puget Sound was tied together by the Mosquito Fleet, steamboats that served communities all around Puget Sound, including those on the Kitsap and Olympic Peninsulas and on Bainbridge, Vashon, and Whidbey Islands.

The 1930s were marked by severe economic depression and unemployment. Pioneer Square continued the stagnation that had begun as the commercial district moved north in the 1920s. Many of the unemployed found refuge in the district's cheap hotels and taverns. Those who were even less fortunate lived in the neighborhood of shacks known as Hooverville, which covered much of the project area, on the waterfront between S. Connecticut Street (now S. Royal Brougham Way) and S. Dearborn Street (Andrews 2004).

However, the 1930s were also the period when the automobile took over. Streetcars and steamboats suffered a long period of decline, and local streetcars ceased their runs in 1941. Passenger-only steamers continued to run into the 1930s, but were soon replaced with new, more expensive ferries that carried autos as well as passengers.

Seattle was transformed by World War II, perhaps more than any other major American city. Its location in the North Pacific made it a strategic military base for the war against Japan. More importantly, its airplane factories and shipyards made it a crucial part of the war effort. Waterfront industries south of downtown and in the Spokane Street vicinity prospered. Pier 36, the Pacific Coast Steamship terminal, was expanded to serve as the Seattle Port of Embarkation, from which thousands of troops left for the Pacific theater. A huge warehouse was built for the Army Quartermaster Corps to store supplies for shipment to the troops (McClary 2003).

3.4 Post-World War II: 1946–2000

The opening of the Alaskan Way Viaduct symbolized the final transition of the post-war world from water and rail transportation to automobiles and trucks. The viaduct connected to Aurora Avenue, completing the Pacific Highway (now designated SR 99) through downtown Seattle. It also dramatically altered the character of the waterfront and the western edge of downtown, separating the city from what had once been its gateway. Near its previous terminus at Denny Way, Aurora Avenue entered a new tunnel beneath Battery Street, exiting just west of First Avenue near the Pike Place Market. From that point, the roadway continued on a double-level structure just east of Alaskan Way, past Pioneer Square and through the railyards south of downtown (George 2001).

Planning for the Alaskan Way Viaduct had begun in 1934, shortly after completion of the George Washington Memorial Bridge and the Aurora Speedway through Woodland Park. Detailed design work started in 1949, with construction of the northern segment (Battery to Pike Streets) taking place from December 1949 to July 1951. The Pike Street to S. King Street segment was constructed between January 1951 and the summer of 1952. At that time, construction of the Battery Street Tunnel to connect the new viaduct to Aurora Avenue began, with completion in June 1954. Additional construction took place at the south end, to S. Holgate Street, over the next few years (George 2001).

Development was very slow during the 1950s, as the region and the country struggled with the transition to a post-war economy. In 1967, the completion of the I-5 freeway greatly altered north-south traffic flow, directing through traffic from the SR 99 corridor and diverting both downtown and regional development patterns away from the Seattle waterfront.

In the early 1960s, the automobile's influence was further emphasized by the proposals of local business leaders to demolish the old buildings of the Pike Place Market and Pioneer Square to make room for modern ring roads and parking garages. Momentum against these plans grew over the following decade. As a result of local activism and leadership, both neighborhoods were designated as National Register historic districts in 1970. The NRHP had been established in 1966 by the passage of the National Historic Preservation Act; these were among the first districts in the nation to be designated. The City also established its own historic preservation program, designating numerous individual buildings as landmarks in the 1970s and 1980s (Ochsner 1994; Kreisman 1999; Andrews 2004).

Pioneer Square experienced a renaissance during this time. Architects and property owners, with City and federal assistance, worked to renovate buildings, one by one, and to attract new restaurants, shops, and residents. The boundaries of the National Register historic district were expanded twice, to incorporate warehouse buildings to the east and on First Avenue S. The City landmark district (the Pioneer Square Preservation District) has slightly different boundaries from the National Register District, and extends south to S. Royal Brougham Way (on the east side of First Avenue S.) and to the waterfront (see Exhibit 2-1). With the protection of its historic district designation, Pioneer Square retains its historic character as a turn-of-the-century commercial center (Ochsner 1994; Kreisman 1999; Andrews 2004; Link 2005).

The area west and south of the historic district has become increasingly dominated by intermodal trade and distribution. Large Port of Seattle

container terminals line the waterfront that once had varied industries. Adjacent railyards have expanded to carry goods throughout the country. Little other industry remains in the immediate area, although some of the older industrial buildings, such as the Bemis Building, have been converted to new commercial or residential uses. Pier 36, the former Army Port of Embarkation, remains in federal hands as the home of U.S. Coast Guard Base Seattle.

By 2000, most buildings in the Pioneer Square district had received at least some renovation, with many offices and housing units added. The Kingdome, a sports stadium completed in 1976, was demolished and replaced by two stadiums, one for football and one for baseball. These additions at the south end of the historic district brought increased attention to this warehouse/industrial neighborhood and expectations of future growth and land use changes adjacent to the railyards and the Alaskan Way Viaduct.

Chapter 4 OPERATIONAL EFFECTS, MITIGATION, AND BENEFITS

4.1 Operational Effects

An adverse effect will occur with the demolition of the southern portion of the Alaskan Way Viaduct, which has been determined to be eligible for listing in the NRHP. This demolition would compromise the structure's integrity of design, workmanship, and feeling, and may affect its eligibility for listing in the National Register.

When the Project is completed, tenants of the National Register-eligible Bemis Building may experience increased traffic congestion in the vicinity because of additional freight traffic on Colorado Avenue S. However, this will not be an adverse effect, as construction of a two-part roadway on Colorado Avenue S. would maintain north- and southbound access to the Bemis Building loading dock despite increased traffic.

4.2 Operational Mitigation

Mitigation is an accommodation, modification, or additional action taken to avoid or minimize an adverse effect caused by a project. Development of mitigation measures will be coordinated among WSDOT, FHWA, DAHP, ACHP, affected tribes, and the City of Seattle. A Memorandum of Agreement is being developed among these parties to ensure that any adverse effects to historic resources, as defined by Section 106, are mitigated.

One of the mitigation measures proposed for the demolition of the viaduct is documenting the structure to HAER Level 2 standards. The HAER report, which is currently underway, will include a narrative history and context statement for the viaduct, copies of the original plans, and historic and current photos. The report will be filed with the Library of Congress and available on the HAER website. Arrangements will also be made for a local display of viaduct history and photographs at an appropriate location.

4.3 Benefits

The Project is located some distance from most historic resources, and no specific benefit to historic resources has been identified. Mitigation for effects to the Bemis Building would make other existing loading docks more functional, and the new roadway near the building would be structurally safer than the existing roadway.

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Chapter 5 CONSTRUCTION EFFECTS AND MITIGATION

5.1 Construction Effects

Large demolition and construction projects can potentially have two types of physical effects on historic resources. The first are direct physical effects on buildings due to vibration or subsidence during nearby demolition or construction. It is considered extremely unlikely that these activities would endanger the physical integrity of older buildings in the vicinity.

The second and more widespread effect is indirect, due to noise, dust and mud, traffic congestion, construction traffic, loss of parking, and limited access during construction. These effects would occur to some degree at all locations where either demolition or construction occurs, and may be expected to increase with proximity to work areas.

The project construction activities would take place one to two blocks west of First Avenue S. near the stadiums. The area is occupied primarily by container terminals, parking lots, railyards, and several industrial buildings. Construction would be adjacent to the extreme southwest corner of the local Pioneer Square Preservation District and the Pioneer Square National Register District. Traffic detours would be south of Pioneer Square and of limited duration, so they are not likely to cause substantial effects in Pioneer Square generally, either through increased traffic congestion or access disruptions. The existing on- and off-ramps from the viaduct to First Avenue S. would not be directly affected by the Project.

The Project involves demolition of the existing viaduct from S. Holgate Street to S. King Street, with additional construction between S. Walker and S. Holgate Streets. Surface improvements would be made on S. Atlantic Street, Colorado Avenue S., and S. Royal Brougham Way. One historic building is approximately 100 feet from the demolition and construction activity: the Bemis Building (S34, 55-65 S. Atlantic Street). As described below, it would experience an indirect adverse effect as a result of this Project. The WOSCA Freight House (S50, 801 First Avenue S.), at the north end of the project area, is approximately 150 feet away. The other historic properties within the APE are one to two blocks from demolition or construction activity, and would not be affected.

There would be approximately 8 months of early utility relocations before major construction begins. To assist in analyzing effects, construction is discussed in five different traffic stages. The total construction duration for the Project, including early utility relocations, would be approximately 4 years 4 months.

5.1.1 Traffic Stage 1 (17 months)

The first stage of construction would include lane closures for utility relocation and traffic detours west of First Avenue S.

- Utility relocation, modifications of the tail track, and other construction activities near S. Atlantic Street would potentially affect Bemis Building tenants at some points during this initial stage. Potential effects include interruptions or modifications to the building and loading dock access and increased noise and dust. On-street short-term parking near the Bemis Building would also be reduced during construction.
- Construction of the southbound detour route on the western portion of the WOSCA site could potentially affect occupants of the WOSCA Freight House, with short-term changes in access and increased noise and dust. However, the effect would not be severe enough to be considered an adverse effect, and no threat to the economic viability of the building is expected.
- Street parking may be reduced at times along Railroad Way S. and along First Avenue S. south of Railroad Way S. This may inconvenience residents and tenants of nearby buildings in the historic district, but the effect would not be severe enough to be considered an adverse effect, and no threat to the economic viability of the buildings or the district is expected.

5.1.2 Traffic Stage 2 (6 months)

- Effects would be similar to those described above, with construction on the western portion of the WOSCA site and reduced street parking. Short-term reductions in access and increased noise and dust would occur at various times.

5.1.3 Traffic Stage 3 (8 months)

- Demolition of the existing viaduct south of S. Dearborn Street and construction of new structures could cause effects similar to those described above for occupants of the WOSCA Freight House and the Bemis Building (reduced access to buildings and loading docks and increased noise and dust). Reduced street parking would also continue.
- The rebuilding of Colorado Avenue S., which would improve permanent access for the Bemis Building loading dock, is not scheduled, but would most likely occur during this stage or the following stage. This would be the period of greatest effect on Bemis Building tenants, and would constitute an adverse effect.

5.1.4 Traffic Stage 4 (7 months)

- Construction near S. Atlantic Street may disrupt loading and access for the Bemis Building. The rebuilding of Colorado Avenue S. is expected to be completed at some time during this stage, which would reduce the effects.

5.1.5 Traffic Stage 5 (6 months)

- Surface improvements (re-striping and paving) may cause short-term traffic disruptions on S. Atlantic Street and S. Royal Brougham Way near First Avenue S., affecting Bemis Building tenants for short periods of time.

5.2 Construction Mitigation

Since the Project is not anticipated to have a substantial effect on the local or National Register historic districts, general business mitigation measures are not anticipated. The only historic property that would potentially experience adverse effects is the Bemis Building, so mitigation is focused on these effects.

Mitigation could include the following potential measures:

- Communicate regularly with affected residents and businesses in the Bemis Building (through building management) about construction issues.
- Maintain adequate access to the property so that businesses can continue to operate.
- At the Bemis Building, make improvements to alternative (south side) loading docks so that they can be used while the west side loading docks are blocked. Any changes will be in compliance with the Secretary of the Interior's Standards. This will allow businesses to continue operation while adjacent construction is occurring.
- If a noise variance is required, coordinate with the City to identify construction noise mitigation measures such as maximum noise limits; certain hours for noisier construction activities; and use of BMPs, including using quieter equipment and techniques.
- Develop a vibration and settlement management and monitoring plan to determine if historic buildings are at risk and protect them from damage due to vibration or subsidence.
- Provide suggestions for alternative parking where parking is lost due to construction.
- Use BMPs to control air pollution and mud.
- Ensure continued utility service as much as possible, with adequate notice when service is disrupted for construction.

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Chapter 6 INDIRECT AND CUMULATIVE EFFECTS

6.1 Indirect Effects

Indirect effects are those effects that may be caused by a particular action but occur later or some distance away. Examples of these potential effects may include changes in land use, growth patterns, or the economy. No indirect effects on historic resources are anticipated from the Project. Effects would be similar to the existing condition, with relatively few changes in building use, land use, or other changes due to the Project.

6.2 Cumulative Effects

Cumulative effects on historic resources may occur in conjunction with other projects planned for the same vicinity. There is one other major construction project with a proposed construction schedule that would overlap with the Project's construction schedule in the study area: SR 519 Intermodal Access Project Phase 2. Cumulative effects are expected to be minor, as there are few historic resources in the study area, and construction for the two projects would overlap for a relatively short period—from June 2009 until the end of June 2011.

The City of Seattle is currently studying rezoning options for industrial lands in general, and for South Downtown specifically (the Livable South Downtown Planning Study and the Seattle Industrial Lands Study). These studies could potentially change the character of this area in the long term if significant zoning changes are implemented.

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ATTACHMENT A

Historic Property Inventory

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ATTACHMENT A

HISTORIC PROPERTY INVENTORY

Buildings 40 or More Years Old within the Area of Potential Effects

This table shows all the buildings (pre-1963) within approximately one block of the Project, indicating each building's historical status as of February 5, 2008. Buildings outside the historic districts that are historically significant are shown on Exhibit 2-1. The Washington State Preservation Officer has concurred with the National Register eligibility as indicated. Eligibility for Seattle landmark designation can be confirmed only by the Seattle Landmarks Preservation Board.

Abbreviations: NR = National Register; SL = Seattle Landmark; PSNRD = Pioneer Square National Register District; PSPD = Pioneer Square Preservation District (local)

#	Address	Current Name (Historic Name)	Historical Status
S31	1526 1st Ave. S.	Emerald Market Supply (David Dow & Sons)	Not eligible
S32	1518 1st Ave. S.	McKinnon Furniture (Frederick & Nelson Warehouse)	Eligible NR & SL
S33	1727 Alaskan Way S.	Pacific Maritime Institute (California Ink Company)	Not eligible
S34	55-65 S. Atlantic St.	Bemis Building (Bemis Brothers Bag Company)	Eligible NR & SL
S35	72 S. Atlantic St.	Fortune Transfer	Not eligible
S36	85 S. Atlantic St.	Pacific Commercial Building/Sound Produce (H. J. Heinz Company)	Not eligible
S37	1251 1st Ave. S.	Great Floors (International Harvester)	Not eligible
S38	1201 1st Ave. S.	Pyramid Alehouse (A.M. Castle/American Warehouse)	Not eligible
S39	1531 Utah Ave S.	Fashion Furniture (Rental Machinery Company)	Not eligible
S40	Pier 36	U.S. Coast Guard (Pacific Steamship Company)	Not eligible
S41	1041 1st Ave. S.	Gerry Manufacturing (Westinghouse Electric Warehouse)	Not eligible
S42	1028 1st Ave. S.	Bites Sushi Restaurant (Maginnis Bottling Works)	PSPD
S43	1022 1st Ave. S.	F & O Inc. (E. O. Graves Building)	PSPD Eligible NR
S44	1014 1st Ave. S.	Olympic Reprographics (M. F. Backus Warehouse)	PSPD Eligible NR

#	Address	Current Name (Historic Name)	Historical Status
S45	1000 1st Ave. S.	A. L. Palmer Building	NR PSPD
S46	904 1st Ave. S.	Artists' Gallery of Seattle (Anaconda Wire & Cable)	PSPD
S47	902 1st Ave. S.	Worldwide Marble & Granite (Alaska Copper Works)	PSPD
S48	900 1st Ave. S.	Squire Properties Building (Roebling Building)	PSPD Eligible NR
S49	820 1st Ave. S.	Coast Environmental Systems (Link-Belt Company)	PSPD
S50	801 1st Ave. S.	WOSCA Terminals (Oregon & Washington RR Freight Station/Union Pacific House)	Eligible NR & SL
S51	590 1st Ave. S./ 589 Occidental Ave. S.	Stadium Lofts (Seattle Plumbing Co. /Johnson Bldg.)	PSNRD
S52	568 1st Ave. S.	Provident Building	PSNRD
S54	562 1st Ave. S.	The Copy Machine (Bornstein & Sons)	PSNRD
S55	558 1st Ave. S.	Nordic Cold Storage (E. N. Fobes Building)	PSNRD
S56	551 1st Ave. S.	Triangle Hotel	NR, PSNRD
S57	548 1st Ave. S.	Nordic Cold Storage (Carstens Brothers Cold Storage)	PSNRD
S59	542 1st Ave. S.	Washington Shoe Building (Washington Shoe Company)	PSNRD
S60	538 1st Ave. S.	Chippers (Kaufman Warehouse)	PSNRD
S61	526 1st Ave. S.	Florentine Condominiums (Seattle Security Company)	PSNRD
S62	500 1st Ave. S.	101 King Street (Norfin Building)	PSNRD
S63	501 1st Ave. S.	Seattle Physical Therapy (Seattle Hardware Annex)	PSNRD
S64	83 S. King St.	83 King Street (Seattle Hardware Co.)	PSNRD
S65	83 S. King St.	Garage	PSNRD
C2	Alaskan Way Viaduct	Alaskan Way Viaduct	Eligible NR & SL
C4	410 Alaskan Way S.	Merrill Place Garage	PSNRD
C5	419 1st Ave. S.	Merrill Place (Hambach Building)	PSNRD

#	Address	Current Name (Historic Name)	Historical Status
C6	411 1st Ave. S.	Merrill Place (Seller Building)	PSNRD
C7	401 1st Ave. S.	Merrill Place (Schwabacher Hardware Co.)	PSNRD
C8	304 Alaskan Way S.	(Otto Sturham & Sons)	PSNRD
C9	83 S. Jackson St.	Merrill Place (Schwabacher Hardware Annex)	PSNRD

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ATTACHMENT B

Historic Property Inventory Forms

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The Section 106 Historic Property Inventory Forms are available for review at the Alaskan Way Viaduct Project Office.

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