

**APPENDIX E**  
**HISTORIC RESOURCES TECHNICAL REPORT**

# First Hill Streetcar

## Historic Resources Technical Report

### 1. Summary

This report identifies the historic resources along the proposed route of the First Hill Streetcar and discusses the potential effects of the construction and operation of the streetcar, as well as suggesting potential mitigation measures.

The project area contains portions of two local historic districts: the Pioneer Square Preservation District and the International Special Review District. Each of these contains within it a National Register historic district. There is also one National Historic Landmark, the country's highest level of historical recognition. Outside of the historic districts there are seven designated Seattle landmarks, two of which are listed in the National Register. Fourteen properties appear to meet the criteria for Seattle landmark designation; 12 of these also appear to be eligible for listing in the National Register.

No effects on historic resources are anticipated from the operation of the streetcar. Both historic districts would potentially benefit from the new streetcar route, as it would make it easier for people to come to these areas to enjoy restaurants, shopping and services. Traffic congestion would potentially be reduced as people working in the south downtown area or attending events at the stadiums would be able to take the streetcar rather than individual vehicles.

During construction, typical effects such as traffic congestion, noise, limited access and reduced parking would occur. However, these effects would be short term and are not anticipated to affect the historic districts or the other historic resources. These minor effects would be mitigated by ensuring continued access to stores, offices, and residences; scheduling construction, whenever possible, to minimize effects on tourism and seasonal shopping periods; controlling noise; and providing adequate information about the construction schedule and alternative parking.

### 2. Introduction and Project Description

This report establishes the context for the identification of historic resources by describing the First Hill Streetcar project and reviewing the applicable legislation and regulations and the methodology used for the study. Section 4 describes the development history of the neighborhoods where the project is located and the historic resources identified. The final sections discuss environmental impacts and benefits and mitigation.

#### Project Description

The City of Seattle, through a funding and cooperation agreement with Sound Transit, proposes to construct a new streetcar line to serve the Capitol Hill, First Hill, Central District, Chinatown/International District, and Pioneer Square areas of Seattle. This line would connect the First Hill employment/activity center to the regional transit system and to intercity passenger rail; provide local transit service; accommodate economic development; and contribute to neighborhood vitality.

#### Route and Stop Locations

The route, approximately 2.5 miles, will operate primarily on Broadway, Yesler Way, and South Jackson Street, with ten proposed stop locations in the vicinity of Broadway and Denny; Broadway and Union;

Broadway and Marion; Broadway and Terrace; Yesler and Broadway; 14th Avenue S and Yesler; Jackson and 12th Avenue S; Jackson and 7th Avenue S; Jackson and 5th Avenue S; and 2nd Avenue S and Jackson.

### **Historic Resources Study Area**

The historic resources study area (shown in Figure 21 of the *First Hill Streetcar SEPA Checklist*) is approximately one block on each side of the proposed streetcar route. Generally, it begins at Occidental Avenue S., between S. King and S. Washington Streets, going east to 15th Avenue S. It proceeds north along Broadway, between 10th Avenue on the east and a zigzag western border (due to street platting) approximately one block wide to Union Street. From Union Street to E. Thomas Street the borders are more regular, with 10th Avenue E. on the east and Harvard Avenue E. on the west.

The study area includes a block around two potential sites for the maintenance facility:

- The City of Seattle's Charles Street Maintenance Facility; located just west of I-5 at the south edge of the International District; access would be along 8th Avenue S.
- The block bounded by E. Yesler Way, Boren Avenue, S. Fir Street and 12th Avenue S.; access would be on 12th Avenue S.

### **Applicable Regulations and Guidelines**

The environmental process for this project is governed by the State Environmental Policy Act (SEPA), which requires that project proponents identify potential impacts to elements of the environment, including historic resources.

Properties in the study area constructed in 1960 or earlier were evaluated for their potential for meeting the standards for designation contained in the City of Seattle Landmarks Preservation Ordinance (SMC 25.12). To be designated as a Seattle landmark, a property must be at least 25 years old; must have significant character, interest or value as part of the development, heritage or cultural characteristics of the city, state or nation; have integrity or the ability to convey its significance; and fall into one of the following categories:

- a. It is the location of, or is associated in a significant way with, an historic event with a significant effect upon the community, city, state or nation;
- b. It is associated in a significant way with the life of a person important in the history of the city, state or nation;
- 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;
- d. It embodies the distinctive visual characteristics of an architectural style, or period, or of a 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, is an easily identifiable visual feature of its neighborhood or the city and contributes to the distinctive quality or identity of such neighborhood or the city.

Properties were also evaluated in terms of meeting the criteria for listing in the National Register of Historic Places (National Historic Preservation Act Sections 800.4 through 800.5). To be listed in the NRHP, a property generally must be at least 50 years old; possess integrity of location, design, setting,

materials, workmanship, feeling, and association; and meet at least one of the four criteria of significance:

- a. Be associated with events that have made a significant contribution to the broad patterns of our history; or
- b. Be associated with the lives of significant persons in our past; or
- c. Embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; or
- d. Have yielded or may be likely to yield information important in history or prehistory.

Other ordinances, agreements, and guidelines that address historic resources in the project vicinity are:

- City of Seattle Landmarks Preservation ordinance (SMC 25.12).
- Pioneer Square Preservation District ordinance (SMC 23.66) and guidelines.
- International Special Review District ordinance (SMC 23.66) and guidelines.
- Interdepartmental Agreement between the Department of Planning and Development and the Department of Neighborhoods, City of Seattle, on Review of Historic Buildings during State Environmental Policy Act (SEPA) Review.

### **3. Methodology**

Existing locally-designated landmarks and National Register properties were identified by searching lists on the City of Seattle and state Department of Archaeology and Historic Preservation websites. The National Register nominations for the Seattle Chinatown International and Skid Road-Pioneer Square districts provided detailed information on buildings in those areas and on the developmental context of the communities. To identify potentially eligible buildings, properties within the study area that were constructed in or before 1960 were surveyed. The city's historic resource surveys of South Downtown and commercial districts and Sound Transit surveys of Capitol Hill and First Hill were major sources for assessing significance. Information from city construction records, the King County Tax Assessor, city directories, and other archival information has been used to assess the significance of these properties. Additional information on the developmental context of the area was compiled from standard works of history, other environmental documents, architectural guides, and historical photographs.

### **4. Affected Environment**

#### **Neighborhood Context**

The project touches six neighborhoods, beginning in Pioneer Square and going east through the Chinatown-International District. It then turns east to go along the west edge of the Squire Park/12th Avenue (Central Area) neighborhood and along the east edge of First Hill through Pike/Pine to Capitol Hill. Each of these areas is a distinct neighborhood with its own developmental history. Three large institutions (Seattle Central Community College, Seattle University, and Swedish Medical Center) and a major public housing project, Yesler Terrace, are also vital components of these neighborhoods. Each of these is discussed as well.

#### **Pioneer Square**

Pioneer Square is Seattle's oldest neighborhood, where the city got its start. The pioneering Denny party relocated here in 1852 from its original landing point in West Seattle. They built several cabins on

the level peninsula between Elliott Bay, the tideflats and heavily wooded steep hillsides. Later in 1852, Henry Yesler built Puget Sound's first steam-powered sawmill. The mill and adjacent cook house became the heart of the new community. Soon wharves were built and a brisk trade developed, shipping lumber to San Francisco.

By the end of the 1880s, Seattle had become the territory's largest city, with about 40,000 residents. On June 6, 1889, the business district and wharves of the thriving town were destroyed by fire. Owners promptly rebuilt, using the fire resistant brick and timber construction required by hastily-enacted new regulations. It is this intense period of construction that gave the district the unique collection of harmonious Richardsonian Romanesque buildings that it is known for. The national depression of 1893 slowed Pioneer Square's growth, but it quickly revived with the arrival of the ship *Portland* on July 17, 1897. The ship carried a "ton of gold" found in the Klondike mine fields. Seattle promptly set out to take advantage of the situation and marketed itself as the "Gateway to Alaska." Thousands of hopeful miners passed through the city in the following years, stopping to purchase the requisite supplies from eager Seattle merchants. The former tideflats south of Pioneer Square were filled in the early years of the century to accommodate rail yards, warehouses and industrial development. Two new railroad stations at the southeast corner of the neighborhood brought travelers and commerce. The southern edge of the district filled with warehouses and light industrial buildings.

The subsequent growth, however, left Pioneer Square behind. The downtown business district began expanding northward, with taller steel-frame buildings like the Alaska Building (1903-04) and the Hoge Building (1911). Downtown construction thrived through 1920s with a new financial center, a retail core and numerous hotels. Pioneer Square was left to taverns, entertainment houses and single-room occupancy hotels. The situation worsened during the Depression, when the city's largest "Hooverville" (homeless encampment) was nearby on the waterfront and social service agencies proliferated. Many Pioneer Square buildings were severely damaged in the earthquake of April 13, 1949, further exacerbating the neighborhood's decline.

In the early 1960s local developers proposed razing the majority of the neighborhood in the name of urban renewal, replacing it with parking garages and a ring road to make it easier for suburban residents to work and shop in downtown Seattle. Local activists vigorously opposed these plans. By the mid-1960s property owners and architects were working to rehabilitate buildings, one by one. An historic resources inventory highlighted the significance of the unique collection of masonry buildings. The Pioneer Square-Skid Road Historic District was listed in the National Register of Historic Places in 1970, one of the first such districts in the country. The local preservation district, with larger boundaries, was established the same year.

Pioneer Square underwent a renaissance in the 1970s-80s as property owners, with substantial city and federal assistance renovated buildings to attract new restaurants, shops and offices. Some of the single-family occupancy hotels and even large warehouses were renovated as new apartments or condominiums. The National Register district boundaries were expanded in 1973 to increase protection from the effects of the Kingdome, which opened at the south edge of the district in 1976. The boundaries were expanded toward the south again in 1987, to a total of 88 acres, before Qwest Field and Safeco Field replaced the Kingdome. By 2000, most buildings in the district had received at least some renovation, with many offices and housing units added. Stadium construction brought increased attention to the warehouse/industrial neighborhood and expectations of future growth and land use changes adjacent to the rail yards. Union Station has been renovated for offices and King Street Station is currently undergoing renovation as the area is once again a transit hub with commuter rail, light rail and increased passenger rail service. A major mixed-used development is currently planned for the vast stadium parking lot, bringing a new community of residents to the historic neighborhood.

## International District

The International District, located east of Pioneer Square, is the only district in the United States settled by a mixture of Asian immigrants in close proximity. Chinese settlement in Seattle began in 1860, with hundreds of laborers coming in subsequent decades to work on building railroads, in lumber and fishing and in other industries. Their first buildings were in today's Pioneer Square near 3rd Avenue S. and S. Jackson Street, the only place they were allowed to build. During the 1880s anti-Asian sentiment due to fears of immigrants taking scarce jobs resulted in the National Chinese Exclusion Act of 1882. Anti-Chinese feelings were particularly strong in Seattle, where an angry mob drove the town's 500 Chinese residents onto ships bound for San Francisco. The original Chinatown was abandoned, and later destroyed in the 1889 fire. However, after the fire, the need for labor was so great that Chinese workers returned and built new structures near 2nd Avenue S. and S. Washington Street. Chinatown expanded rapidly to the east, to its present location, after the 1908 Jackson Street regrade opened up more developable land. Most of the nineteenth-century Chinatown was demolished in 1929 when the 2nd Avenue S. Extension was built. During the first quarter of the century many fine buildings were constructed in the new district, particularly single-room occupancy hotels where the largely male Asian population lived.

Japanese workers had begun arriving in the 1870s and continued to come until the Exclusion Act of 1924. They formed the city's largest ethnic group at the beginning of the twentieth century. Japanese laborers and families developed a community known as Nihonmachi (Japantown) on the eastern edge of Chinatown, with apartment buildings, residences, commercial buildings and the Nippon Kan theater.

A third Asian immigrant group, Filipinos, began arriving about 1910, following the United States' annexation of the Philippines after the Spanish-American War. Although they did not settle in a specific area, many Filipino families and single men lived in or near the district, working primarily in fish canneries and agriculture. They formed strong labor unions (with local union halls) whose influence on the fishing industry is apparent even today.

The International District underwent profound changes during World War II. The large Japanese community disappeared virtually overnight when internment began in 1942. Most Japanese families lost their property and belongings. At the same time, the growth in defense industries attracted workers from throughout the country, including a large number of African-Americans. They settled primarily in the Central Area, east of the International District. S. Jackson Street, the major arterial connecting the two communities prospered with African-American music clubs.

After World War II, few Japanese families returned to the International District, but Filipino and Chinese immigration increased. The International District fell into decline and was threatened with urban renewal schemes. Construction of Interstate 5 in the 1960s demolished many homes and commercial buildings and cut off the community from the east. The Kingdome and its vast parking lot, opened in 1976, cut it off from Pioneer Square on the west. Many single-room occupancy hotels were closed due to stronger fire safety regulations. The community organized in reaction to these challenges. One step was the formation of a Special Review District in 1973 to preserve the buildings and open spaces; the historic heart of the district was listed in the National Register in 1987. A public development authority began rehabilitating the old hotels to provide safe and affordable living quarters. Publicly and privately funded rehabilitations have continued, along with extensive improvements such as parks, a public garden and a new library and community center.

The International District continues to be a diverse center for Asian culture and commerce. The historic train station area at the west edge of the district has once again become a transportation hub, with commuter trains, light rail and buses. Several new office buildings bring workers to restaurants and new

apartment buildings and restored historic buildings have brought in new residents. More recently-arrived immigrant groups, including Vietnamese, Laotians and Cambodians, continue to settle and do business here. The district has expanded east of Interstate 5 with the "Little Saigon" commercial district around 12th Avenue S. and S. Jackson Street.

**Yesler Terrace:** Yesler Terrace, Seattle's first public housing project, was built by the Seattle Housing Authority (SHA) in 1939-1941. It is located between the northeastern edge of the International District and the south end of First Hill. The project was initially planned as a "slum clearance" effort to replace a "blighted area" (a predominantly Japanese, Filipino and mixed-race residential neighborhood) with new low-income housing. However, when it was completed it housed workers in the defense industries, becoming low-income housing only after World War II. It is notable as the nation's first racially-integrated public housing project, with many African-American residents who came to the Northwest for war industry work.

Although the site currently has 561 units with about 1,200 residents, the original project had 863 units on 43 acres. The design, by a group of noted Northwest architects, was unique among local housing projects of the time, in showing Scandinavian modern and early Northwest modern influences. The flat roofs, bands of casement windows and wide cedar siding emphasized the buildings' horizontality, contrasting with the gabled forms found on more traditional residences. Setbacks, grade changes and varied balcony and entry details were used to break up the mass of each building and to enhance the residential character. Each unit had a defined private garden, which was considered a very strong feature of the design, one seldom seen in defense housing or low-income projects.

The project and the individual buildings have been considerably altered. In the mid-1960s, eleven acres, with 256 units, were taken for the construction of Interstate 5. SHA used the money to remodel the units, replacing the original cedar siding with vertical wood cladding. Most of the remaining units were rehabilitated in 1978-82 and further renovations were done in the early 1990s. The design was changed by replacing the flat roofs over the stoops with hipped roofs, installing new windows and adding exterior storage closets. Planning is now underway to redevelop the entire site. As part of this planning activity, Yesler Terrace's eligibility for the National Register is currently being reviewed. Yesler Terrace will also be considered by the Seattle Landmarks Preservation Board for possible landmark designation.

### **Squire Park/12th Avenue (Central Area)**

The Squire Park neighborhood is at the western edge of the Central Area, adjoining First Hill. Its boundaries extend from 12th Avenue to 23rd Avenue, between E. Jackson and E. Union streets. This was one of an estimated 400 plats filed outside of downtown in the two years following the Great Fire of 1889. New regulations required downtown buildings to be of fire-resistant construction, driving housing out of downtown. Many of the new plats were laid out in conjunction with car lines, specifically to attract new property owners. The Yesler Way cable car line to Lake Washington opened in 1888; within 12 months, builders constructed about 1,569 homes within about three blocks of the cable car line. By 1896 a car line ran from downtown on James and Jefferson streets and other nearby lines ran on Broadway and Madison Street.

Census figures reveal that as early as the 1890s Squire Park and the larger Central Area were home to many racial and ethnic minorities, and they have been particularly connected with the African-American community. African-American settlement began here in 1882 when pioneer William Grose (1835 - 1898) acquired land near Madison Street between 21st and 23rd avenues. Other African-American families moved nearby, but their numbers were small. However, the great demand for defense industry workers during World War II attracted many workers from the East and South, including African

Americans. Most of those who came to Seattle settled in the Central Area, one of the few locations where they could feel welcome and could purchase property.

A substantial Japanese community lived nearby and in Japantown several blocks to the southwest. They owned many businesses near Yesler Way and had a number of important institutions, including the Japanese Language School (1414 S. Weller Street) and the Seattle Buddhist Church (1427 S. Main Street).

Much of the Central Area was predominantly Jewish before World War II; numerous significant buildings from this period remain in the vicinity, but not within the study area. After World War II, most of the Jewish community moved outside the city and these older buildings have been converted to new uses.

A commercial district developed along 12th Avenue and E. Cherry Street, featuring a number of auto-related businesses from the nearby "Auto Row" on Pike Street. The area also had light industrial uses, including two bottling plants, numerous warehouses and a streetcar barn.

In the post-World War II era, outlying suburbs drew the middle class away from the Central Area, leaving it an enclave of the working class, low-income families and the elderly. Disinvestment in the form of redlining, housing blight, and general decay of the social and environmental condition followed. In the 1990s, a renaissance in the Central Area began, created by general economic prosperity, community efforts, and greater investment in housing and businesses in the area. Median income and housing prices have increased significantly. Squire Park has a large stock of older homes; many have been renovated and others have been replaced by new houses or apartment buildings. The commercial district on 12th Avenue is particularly thriving today due to the dramatic growth of Seattle University, with two large mixed-use buildings constructed recently and many older buildings converted to new businesses.

**Seattle University:** The corner of Broadway and Madison, where the First Hill and Pike/Pine neighborhoods meet, is anchored by the campus of Seattle University. The main campus extends from the southeast corner of Broadway and Madison east to 12th Avenue and south to Jefferson Street. Seattle University (then Seattle College) was founded in 1891 by two Jesuit priests, Father Victor Garrand and Father Adrian Sweere. The priests initially established the Immaculate Conception Parish church and school at 6th Avenue and Spring Street in downtown Seattle. The school grew rapidly and the church and school moved to Broadway and Madison Street in 1894, locating to a new building now known as Garrand Hall. The parish church and school moved to 18th Avenue, but the college remained on Madison Street. In 1919, the college sought room for expansion by purchasing the site of a failing Baptist school, Adelpia College on Interlaken Boulevard, with donated funds. The Madison Street property remained abandoned and unsold until 1931, when Seattle College returned to its original building, leaving its high school section (now Seattle Preparatory School) at the Interlaken site.

Enrollment increased during the Depression and, especially, during and after World War II, and the institution added schools of nursing, education, engineering and business. It recognized its expanded programs in 1948 by changing its name to Seattle University. The campus expanded by acquiring and remodeling a diverse group of single family residences and apartment, commercial and industrial buildings. Over the next five decades these were converted to college uses and were gradually replaced with new buildings. During the 1950s-60s twelve major buildings were added, and another dozen buildings have been added since 1987. The university now has an integrated campus between Madison and Jefferson streets, from Broadway to 12th Avenue. In 1971 the campus expanded into Squire Park with a gymnasium on the east side of 14th Avenue between E. Cherry and E. Jefferson streets. The university has recently expanded to other properties east of 12th Avenue, with new student housing south of Jefferson Street. It now has 48 acres and serves nearly 8,000 students. The western portion of the campus, west of 10th Avenue, is in the project study area and contains two of the most important

buildings, the original Garrard Hall (John Parkinson, 1894) and the Administration Building (John Maloney, 1941).

### **First Hill**

First Hill, located just east of downtown Seattle, was one of the earliest expansion areas for both residents and institutions. In 1872, the western and southern slopes were platted by Charles C. Terry, and the northwest corner was platted by Arthur A. Denny. Construction of large homes began in 1885, as wealthy residents sought to leave behind the increasingly crowded commercial center. It quickly became the home of Seattle's most prominent families. Its days as an exclusive neighborhood were short-lived, however. After the Great Fire of 1889, fire-resistant construction was mandated downtown, and those seeking less expensive housing moved to nearby First Hill. In 1890 a new King County courthouse was built at 7th Avenue and Alder Street, on what came to be known as "Profanity Hill." By 1891 three street railways coursed across the hill, with routes on James Street and Yesler Way.

By the 1920s, the wealthy homeowners had largely moved elsewhere, and First Hill filled with apartment buildings, hospitals and other institutions. The city's 1923 zoning ordinance allowed the tallest buildings on First Hill, and the neighborhood soon featured many of the city's finest and largest multifamily buildings. The Sorrento Hotel was built in 1909, followed by numerous hospitals, of which Swedish Hospital (1910) and Virginia Mason (1920) remain today. O'Dea High School was built in 1924 near St. James Cathedral (1907). In 1930-31 the new King County Hospital (now Harborview Medical Center) was constructed adjacent to the old courthouse site on the southwest portion of First Hill.

In the 1960s the construction of Interstate 5 razed many residences and apartment buildings and severed First Hill's connection with downtown. Like many inner city neighborhoods, it saw a period of decline with many apartment buildings becoming run down and most of the remaining large homes being demolished. Since the 1980s, however, First Hill has become increasingly important as a regional medical center, with all three hospitals now having expansive campuses surrounded by smaller medical buildings. The neighborhood has a growing presence as a residential district as well, with continued construction of large multifamily buildings and by the 1920s First Hill had evolved into a medical center. Since that time, First Hill institutions have continued to grow, with three large medical centers (Harborview, Swedish and Virginia Mason) as well as related medical facilities, Seattle University, expanded archdiocesan offices, O'Dea High School and the Frye Art Museum. Large-scale housing has been built to supplement the early apartment buildings.

**Swedish Medical Center:** Swedish Medical Center's main campus occupies much of First Hill south of Madison Street and west of Seattle University. It was founded in 1910 by Dr. Nils Johanson with the financial backing of 10 Swedish immigrants who bought bonds to establish a quality hospital. The new institution opened in a Capitol Hill apartment house, but in 1912 it purchased a completed hospital building at Summit Avenue and Columbia Street. Swedish has expanded continually since then with several specialty facilities, primarily in the First Hill area. In 1980 two nearby hospitals, Doctors and Seattle General, merged with Swedish. In recent years, Swedish also acquired Ballard Hospital and Providence Hospital on Cherry Hill, both of which it now operates, as well as outpatient clinics throughout the Seattle area.

### **Pike/Pine and Capitol Hill**

The commercial heart of Capitol Hill is Broadway between Pine and Roy Streets, which adjoins the Pike/Pine neighborhood to the south. The vicinity of Broadway and Pine Street, and the area to the west, was one of the first sections of Capitol Hill to develop. It was platted in 1880 by David T. Denny, the trustee for the estate of John Nagle, who held the donation claim for the area. By 1890 enough

residents had settled nearby that Pontius (now Lowell) Elementary School was built at 10th Avenue E. and E. Mercer Street. In 1891 a streetcar line was extended from James Street, running north on Broadway to the city limits at 10th Avenue E. and E. Lynn Street, with direct service to downtown added on Pike Street in 1901. Lincoln Reservoir, the city's first hydraulic pumping station, began operation in 1901, pumping water to standpipes and reservoirs at Volunteer Park and Queen Anne. It was just east of Broadway at E. John Street. The 21 million gallon reservoir with its 90-foot geyser became a major feature of the neighborhood. The surrounding property, extending one block south to E. Pine Street, was developed as Lincoln Park (now Cal Anderson Park) with a shelter house, a wading pool, tennis courts and other athletic facilities. The city's first supervised playground, part of the Olmsted Plan, was constructed here in 1908.

Another major impetus to local development was the 1902 opening of Seattle (later Broadway) High School, the city's first modern high school, located at Broadway and E. Pine Street. Students came from throughout Seattle and even from across Lake Washington to attend. Broadway, already an important street, flourished with new businesses, especially those catering to students, such as sandwich shops. By 1910 the area was largely developed, with single family homes, small apartment buildings and several churches. Further apartment and commercial development occurred in the 1920s, when the Broadway district boomed to become one of the city's premier shopping venues, with several blocks of one- and two-story structures.

At the same time that the Broadway vicinity was developing as a residential district with a north-south commercial strip, a very different district was being built along the adjacent east-west streets, Pike and Pine. The first automobiles were sold locally about 1906, on Broadway near Broadway High School. Dealerships and other automotive businesses quickly spread west on Pike and Pine streets toward downtown and east to Madison Street, with limited expansion to the north and south along this spine. Related businesses of all kinds appeared, including repair shops, parts dealers, paint shops, parking garages and used car dealers. The demands of the new industry led to a unique building type: solid fireproof structures of concrete or brick, often two to four stories, with a large showroom and offices on the first floor and parking on the upper floors accessed by concrete ramps (or, sometimes, large elevators). Even the numerous single-story repair garages were of masonry or concrete construction. Major dealerships competed to impress potential customers, hiring well-known architects and investing in terra cotta cladding, expansive windows and intricate ornamentation. For the next twenty years virtually all local auto dealers and numerous auto-related businesses were located here. Nearly every building housed at least one dealership, service garage, parts dealer, paint shop, or similar business.

Both Broadway and "Auto Row" thrived with the strong economy of the 1920s. However, the Great Depression of the 1930s led to general stagnation, and the neighborhood changed significantly after World War II. Broadway High School closed in 1946 in order to make more room for veterans at the neighboring Edison Technical School. In the 1950s-60s the character of Broadway changed, as happened elsewhere in the city. Many houses became rentals, often being converted to multifamily or being replaced by institutional uses. Small commercial buildings were replaced by supermarkets and banks with adjacent parking lots. Most auto dealerships moved away from the congested city location to larger suburban sites, although many parts dealers and service businesses remained.

The 1980s brought new development, as people returned to live in city neighborhoods. Many new apartment buildings have been constructed, and older ones renovated. Several large warehouse buildings have been converted to residential use, while such unique buildings as the Oddfellows Hall and the Egyptian Theater (a former Masonic Temple) on E. Pine Street form the core of a lively arts community. Smaller buildings have been converted to restaurants, clubs or a wide variety of other

businesses to serve younger residents. In 2003-04 the Lincoln Reservoir was demolished and replaced with an underground storage facility, leading to a renewed park with additional recreational space, a shelterhouse, new landscaping and an innovative water feature.

**Seattle Central Community College:** In 1966, when the state's community college system was established, Seattle Central Community College (SCCC) bought the Broadway High School/Edison Technical School buildings at Broadway and E. Pine Street. They were replaced by a large modern facility in the 1970s. A new performing arts center, known as Broadway Performance Hall, was built in a similar style to the old one, with a facade of stones from the old high school. SCCC now has more than thirty professional and technical programs and has expanded throughout the neighborhood. In addition to several new buildings, it occupies several older buildings, including the Egyptian Theater.

## Historic Resources

### Historic Districts

The study area goes through two historic districts: The Pioneer Square-Skid Road Historic District and the Seattle Chinatown International Historic District. Both of these districts are listed in the National Register and each has a local historic district with boundaries larger than the National Register district. The boundaries are shown on Figure 21 of the *First Hill Streetcar SEPA Checklist*.

**The Pioneer Square-Skid Road Historic District** extends roughly from Columbia Street south to S. King Street, between Alaskan Way and 4th Avenue S. On 1st Avenue S., it extends one block below S. King Street.

**The Pioneer Square Preservation District**, a local historic district, includes the area above, but also extends south to S. Royal Brougham Way and west to the waterfront. It includes the Washington Street Boat Landing, which is listed separately in the NRHP.

**The Seattle Chinatown Historic District**, listed in the National Register, is approximately 9 blocks between S. Weller and S. Main Streets, from 5th Avenue S. to Interstate 5.

**The International Special Review District** extends east from 4th Avenue S. to Interstate 5, between E. Yesler Way and S. Dearborn Street. It extends east of Interstate 5 to 12th Avenue S., between S. Jackson Street and S. Dearborn Street.

**Areaways:** Areaways are important elements of many older Seattle buildings and are particularly common in Pioneer Square. Areaways are spaces beneath the sidewalks, between the building walls and the walls supporting the streets. They are typically an integral part of a building, either completely open to the basement or accessible through doorways. Most areaways are vacant or are used for storage, but some are integrated into basements and used as part of the commercial use or for parking. Areaways adjoining an historic building are presumed to be historically significant unless they have been significantly altered or filled.

SDOT studies have identified areaways along the streetcar alignment in both Pioneer Square and the International District. In Pioneer Square, areaways line most of S. Jackson Street, Occidental Avenue S. and 2nd Avenue S. Some of these spaces have a high degree of integrity and have been evaluated as being historically significant. In the International District there are areaways in the vicinity of S. Jackson Street and Maynard Avenue S. These have not been evaluated for their historic significance.

## Designated Historic Properties

The Panama Hotel at Sixth Avenue S. and S. Main Street is a National Historic Landmark. Fewer than 2,500 historic places in the nation have this designation, which is given only to properties that are exceptionally valuable in illustrating or interpreting the history of the United States. The building is in the International District, within both the local and National Register historic districts.

The study area contains one National Register-listed property outside of the historic districts: The Victorian Row Apartments (1236-38 S. Washington Street)

Outside of the historic districts, there are 7 designated Seattle landmarks:

- Seattle Buddhist Church (1427 S. Main Street)
- Victorian Row Apartments (1236-38 S. Washington Street)
- First Baptist Church (1111 Harvard Avenue)
- Victorian House (1414 S. Washington Street)
- Fire Station #25 (1400 Harvard Avenue)
- Cal Anderson Park
- Pantages House (803 E. Denny Way)

As shown on the following table, 14 properties appear to meet the criteria for Seattle landmark eligibility; 12 of these appear to also be eligible for listing in the National Register. As part of this planning activity, Yesler Terrace's eligibility for the National Register is currently being reviewed. Yesler Terrace will also be considered by the Seattle Landmarks Preservation Board for possible landmark designation.

**Table 1: Designated and Eligible Historic Properties  
in the Study Area**

SL-designated Seattle Landmark; eSL-appears to meet Seattle landmark criteria; NHL-National Historic Landmark; NR-listed in the National Register of Historic Places; deNR- determined eligible for the National Register; eNR; appears to meet the National Register eligibility criteria

| <b>ID #</b> | <b>Address</b>            | <b>Common Name (Historic Name)</b>                    | <b>Historic Designation</b> |
|-------------|---------------------------|---|-----------------------------|
| S001        |                           | Pioneer Square Preservation District (PSPD)           | Local historic district     |
| S002        |                           | Pioneer Square-Skid Road Historic District (PSHD)     | NR                          |
| S003        |                           | International Special Review District (ISRD)          | Local historic district     |
| S004        |                           | Seattle Chinatown Historic District (SCHD)            | NR                          |
| S005        | 605 S. Main Street        | Panama Hotel  | NHL, ISRD, SCHD             |
| S006        | 401 S. Jackson Street     | Union Station   | NR, ISRD, SCHD              |
| S007        | 301 S. Jackson Street     | King Street Station                                   | NR, PSPD, PSHD              |
| S008        | 307 6th Avenue S.         | Old Main Street School                                | SL, NR, ISRD, SCHD          |
| S009        | 511 7th Avenue S.         | Chinese Community Bulletin Board                      | SL, ISRD, SCHD              |
| S010        | 1236-1238 S. King Street  | Victorian Row Apartments                              | NR, SL                      |
| S011        | 1427 S. Main Street       | Seattle Buddhist Church                               | SL, eNR                     |
| S012        | 170 11th Avenue           | Star Apartments                                       | eSL, eNR                    |
| S013        | 1414 S. Washington Street | Victorian House                                       | SL                          |
| S014        | 105 14th Avenue           | Seattle Urban League<br>(St. George Hotel)            | eSL, eNR                    |
| S015        | 200 Broadway              | King County Medical Society                           | eSL                         |
| S016        | Broadway & Madison        | Garrand Hall, Seattle University<br>(Jesuit College)  | eSL, deNR                   |
| S017        | Broadway & Madison        | Administration Building, Seattle University           | eSL, eNR                    |
| S018        | 1111 Harvard Avenue       | Seattle First Baptist Church                          | SL, eNR                     |
| S019        | 905 E. Pike Street        | Platinum Records/Via Tribunali<br>(Graham Motor Cars) | eSL, eNR                    |
| S020        | 1158 Broadway             | Complete Automotive                                   | eSL                         |
| S021        | 901 E. Pike Street        | Frame Central<br>(Tyson Oldsmobile Company)           | eSL, eNR                    |

| <b>ID #</b> | <b>Address</b>                 | <b>Common Name (Historic Name)</b>                    | <b>Historic Designation</b> |
|-------------|--------------------------------|---|-----------------------------|
| S022        | 901 E. Pine Street             | Egyptian Theater<br>(Masonic Temple)                  | eSL, deNR                   |
| S023        | 915 E. Pine Street             | Odd Fellows Hall (IOOF Temple)                        | eSL, deNR                   |
| S024        | 1400 Broadway                  | Gilda's Club(Johnson & Hamilton<br>Mortuary)          | eSL, deNR                   |
| S025        | 1400 Harvard Avenue            | Fire Station #25                                      | NR, SL                      |
| S026        | 1501 Broadway                  | Tully's (Broadway State Bank)                         | eSL, deNR                   |
| S027        | E. Denny Way to E. Pine Street | Cal Anderson Park<br>(Lincoln Park/Lincoln Reservoir) | SL                          |
| S028        | 803 E. Denny Way               | Pantages House  | SL, eNR                     |
| S029        | 1600 Broadway                  | Blick Art Materials<br>(Boone & Company Pontiac)      | eSL                         |
| S030        | 200-204 Broadway E.            | Capitol Building<br>(The Flemington)                  | eSL, deNR                   |

Note: Some portion(s) of Yesler Terrace may be determined eligible for the National Register. The project is currently scheduled for review by the Seattle Landmarks Preservation Board as a potential Seattle Landmark.

## 5. Environmental Impacts and Benefits

### Construction Effects

No significant impacts to historic resources would occur during construction of the streetcar line and no damage to historic buildings or areaways is anticipated. Construction and street repairs are a common occurrence in these neighborhoods and vibration during construction is not anticipated to be severe enough to damage either historic buildings or areaways. Before construction begins, SDOT will review available information on the areaways adjacent to the construction area and will inspect the areaways as needed. If features are identified that would be vulnerable to damage from streetcar line construction or operation, a Certificate of Approval from the Pioneer Square Preservation Board or the ISRD Board would be sought to repair or stabilize them in accordance with the *Secretary of the Interior's Standards for the Treatment of Historic Properties*.

The construction of the streetcar project would involve activities in the historic districts for which Certificates of Approval from the Pioneer Square Preservation Board or the ISRD Board would be requested. These changes could include the tracks and overhead contact wires; passenger platforms and shelters; signs; fare collection equipment; public art; and necessary modifications to roadway, drainage, streetlighting and utility infrastructure. These would be designed, located and installed in keeping with each district's guidelines and rules and in compliance with the Certificate of Approval. Effects of the new First Hill line would be similar to the waterfront streetcar that previously operated through both historic districts.

Excavation throughout the project area would typically be only 12-18 inches deep, in already disturbed soil; it is not anticipated that any cultural resources would be encountered. Once the location of the maintenance facility and the amount of excavation needed for it are determined, a cultural resource assessment will be completed before excavation begins. No historic resources are located on either of the two optional sites and no effects on historic resources are anticipated from construction of the facility.

Typical construction related effects would occur, such as traffic congestion, noise, loss of parking and limited access. Although the overall construction period for the project is projected to be up to two years, it would be staged so that any given area would have approximately five weeks of construction for each direction of track. Construction would be completed in small segments and travel and parking lanes would be restored as each segment is completed. Because the construction period in each segment would be short term, it is not anticipated that the effects would be significant to the two historic districts or that any building owner would experience an economic loss that would threaten the ability to maintain an historic building.

### Operational Effects and Benefits of the Streetcar

The streetcar is not expected to have any effect on historic resources once it is in operation. Vibration during operation is not anticipated to be severe enough to damage historic buildings; this is addressed in a separate noise and vibration analysis (see the *First Hill Streetcar Noise and Vibration Technical Report*). As described above, adjacent areaways will be inspected before construction begins and a Certificate of Approval from the Pioneer Square Preservation Board or the ISRD Board would be sought to repair or stabilize them in accordance with the *Secretary of the Interior's Standards for the Treatment of Historic Properties*. Based on the operation of the previous waterfront streetcar line, no damage to the areaways is anticipated.

It is not anticipated that equipment would be connected to any historic building or structure. If attaching equipment to a pole is not feasible in a particular location, a Certificate of Approval would

be sought from the appropriate review board. Attachment to a building would be done in accordance with the Certificate of Approval and the *Secretary of the Interior's Standards*, minimizing damage to the building's historic fabric and maintaining its historic character and distinctive features. The historic districts and building owners would benefit by having a convenient additional mode of transportation that would enable people to move more easily from Capitol Hill and First Hill to the International District and Pioneer Square to patronize restaurants, services and other businesses in the historic districts. Traffic congestion would potentially be reduced as people working in the south downtown area or attending events at the stadiums would be able to take the streetcar rather than individual vehicles.

## **6. Mitigation**

No mitigation is required for operational effects, as no effects on historic resources are anticipated.

Mitigation measures for construction effects may include the following:

- Schedule construction activities, when possible, to minimize effects on tourism and peak and seasonal shopping periods (including avoiding construction during the seasonal moratorium in Pioneer Square from Thanksgiving through Christmas).
- Provide information on alternative parking where parking is lost due to construction.
- Use best management practices to control noise in historic districts.
- Ensure continued access to stores, offices, and residences.
- Develop a communications program to keep those in historic districts informed about construction issues.

Development of mitigation measures would be coordinated, as needed, with the Seattle Historic Preservation Officer, the International Special Review District Board and the Pioneer Square Preservation Board.

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