4.14 Historic, Cultural, and Archaeological, Resources/Section 106

To complete environmental review, a project receiving federal funding must demonstrate that it is in compliance with Section 106 of the National Historic Preservation Act (NHPA). To accomplish this, potential project impacts on historic properties must be evaluated to determine, in accordance with Section 106, whether the project would have adverse effects on them, and those effects must be mitigated. Cultural resources include historic and prehistoric archaeological sites, as well as districts, buildings, structures, objects, and landscapes, in addition to cultural or traditional places or resources that have value to a community, such as an Indian tribal group (NHPA Section 101). Historic properties are those cultural resources that are listed in or eligible for listing in the National Register of Historic Places (NRHP). Generally, properties must be at least 50 years of age to be eligible for listing in the NRHP, unless they are proven to have exceptional importance. The four primary NRHP criteria are listed in 36 CFR 60.4.

Consistent with Section 106 requirements, an Area of Potential Effects, or APE, for the project was established. An APE is the geographic area within which a project may cause direct or indirect alterations to the character or use of historic properties, if any exist.

The APE for the project encompasses both above-ground and below-ground resources (Figure 4.14-1). The aboveground APE for historic architectural resources includes buildings fronting the project limits. The belowground APE is limited to areas of ground disturbance and varies from 2 to 15 feet deep, depending on the excavation needed to relocate utilities, install tracks, provide power to and from the TPSS sites, or install OCS poles. The Washington State Department of Archaeology and Historic Preservation (DAHP) concurred with the APE on December 3, 2014.

Project historians and archaeologists conducted a detailed literature review and records search for potential historic, cultural, and archaeological resources within the APE, as well as a review...
Figure 4.14-1  Area of Potential Effects (APE)
of the half-mile radius study area around the APE for previous archaeological surveys. In 2014, project historians surveyed each building in the APE built in 1969 or earlier to identify potential historic properties. Given the paved and urbanized nature of the project corridor, the extensive ground disturbance and changes to the geomorphology that have occurred over time, the absences of known significant archaeological resources in the APE, and the project's limited ground disturbance anticipated from the project, no subsurface archaeological survey was conducted.

Section 101 of the NHPA requires consultation with federally recognized American Indian tribes when a proposed project might affect places or resources that have cultural value to a tribe. FTA consulted with the federally recognized Snoqualmie, Stillaguamish, Tulalip, Muckleshoot, and Yakama tribes, as well as with Duwamish Tribal Services, about the project and its potential effects on archaeological sites and traditional cultural places. Results of this consultation revealed no culturally sensitive resources in the project vicinity.

This chapter summarizes the cultural resources/Section 106 evaluation that was completed for the project. The detailed analysis can be found in the Center City Connector Cultural, Historic, and Archaeological Resources Technical Report (SDOT, 2015a), found in Appendix H14. Historic properties and cultural resources are also recognized and protected at the local level. An evaluation of potential project impacts on City of Seattle landmark properties and local historic districts can also be found in Appendix H14 (pages E-1 through E-8).

### 4.14.1 Historic Architectural Resources

There are 140 historic architectural resources, including buildings, structures, sites, and objects, located within the APE that are at least 50 years old by time construction would be completed on this project\(^1\). There are also three historic districts, which are considered separate entities from the historic buildings they contain.\(^2\) Therefore, there are 143 historic era properties located within the APE.

Of these 143 properties, 102 are eligible for or listed in the NRHP (see complete list in Appendix D4.14), including:

- **3 historic districts** (Pike Place Public Market, Pioneer Square-Skid Road, and Seattle Chinatown) with a total of 72 contributing buildings and objects.
- **27 historic buildings** not contributing to one of the districts.

The APE also contains a National Historic Landmark:

- The Pioneer Square National Historic Landmark includes five buildings and objects: the Pioneer Building, Pioneer Square Park, a totem pole, a pergola, and a fountain. These also contribute to the Pioneer Square-Skid Road Historic District.

Forty-two buildings/objects in the APE were previously determined not eligible or noncontributing resources, or were recommended not eligible or noncontributing by FTA.

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1 Buildings build earlier than 1969 were reviewed for eligibility for the NRHP. While some are not yet 50 years old, it is anticipated that they will be by time construction is complete and therefore included in the survey.

2 Individual properties within a historic district are considered “contributing resources” if they retain integrity and convey a related or united history, aesthetic, or physical development that adds to the overall significance of a historic district. Properties that are not aesthetically or historically linked to the other resources within a historic district are considered noncontributing.
following the 2014 survey. The DAHP concurred with these determinations on October 27, 2015.

Figures 4.14-2 through 4.14-5 show the properties constructed in or before 1969 and their status with respect to eligibility for the NRHP. Appendix H14 is organized by the identification numbers on Figures 4.14-2 through 4.14-5, along with the building name for those that are listed in or determined eligible for the NRHP. Many of the historic properties on First Avenue and Stewart Street have adjacent areaways (see sidebar on the next page) which are considered part of the historic properties to which they are attached.

The three historic districts described below collectively make up the visual setting and historic character of a large portion of the APE. Outside of these historic districts, the visual setting is urban with both historic and modern buildings intermixed. The visual setting includes wide sidewalks and heavily trafficked roadway, including electric trolley buses. Most of the historic properties were built when the city streets were paved with bricks and the roads included streetcars and tracks.

**Pike Place Public Market Historic District** (with four contributing properties in the APE). In 1907, the Seattle City Council created a public market known as Pike Place along the waterfront, where local farmers could sell their produce to Seattle residents. It was an immediate success. Construction of a permanent structure to shelter the stalls was started soon after and completed by 1917, at which point the market had essentially taken on its current, now iconic appearance (as seen in the photo to the right). The market was composed of the Main Market with lower levels, as well as an Economy Market, Corner Market, and Sanitary Market. The market flourished through the 1920s and 1930s. The photo shows that the historic setting originally included streetcars and tracks.

**Pioneer Square-Skid Road Historic District** (with 54 contributing properties in the APE). Pioneer Square was the location of original settlement of the Seattle area, but the great fire of 1889 destroyed the original buildings. The rebuilding effort was “modeled after the then popular Richardsonian Romanesque buildings in Chicago and on the East Coast. Characteristics of this style include a heavy masonry base, use of the Roman arch, and varied architectural details on each floor” (Seattle Department of Neighborhoods, N.D.[a]). During the area’s
reconstruction, the boggy areas south of Yesler Way were
Figure 4.14-2  Historic Properties in Westlake and Pike Place Market Area
Figure 4.14-3  Historic Properties along First Avenue and Pioneer Square Area
Figure 4.14-4  Historic Properties in International District-Chinatown District
Figure 4.14-5  Historic Properties in South Lake Union Area

[Map showing historic properties in South Lake Union Area]
filled in and regraded, and new sidewalks were constructed. The new city was built higher than
the old city, leaving remnants of the old buildings and infrastructure below the street level in
Pioneer Square. The focal point of the square itself, a triangular piece of land that was made into
a public city park known as Pioneer Square Park (see photo), along with the Pioneer Building,
the large Native American totem pole, the iron pergola, and the fountain, was named as a
National Historic Landmark in 1977. The photo shows the historic setting, which originally
included streetcars, tracks and overhead wires along First Avenue.

**Seattle Chinatown Historic District** (with 14 contributing properties in the APE). This district
marks the center of Seattle’s Asian-American cultural history. Architecturally, it is
“characterized by three- to six-story brick hotels, one- and two-story commercial buildings, and
automobile garages from the period” primarily between 1907 and 1936 (Kreisman, 1986).
Developed as a rich and ethnologically diverse neighborhood, the area became the cultural center
for Chinese, Japanese, Filipino, Vietnamese, and African American immigrants (Seattle
Department of Neighborhoods, N.D.[b]). Just like Pioneer Square-Skid Road, the original
Chinatown was completely destroyed in the Great Fire of 1889. Between 1907 and 1910, the
massive regrading project known as the Jackson Regrade filled in the muddy tide flat areas along
S Jackson and S King Streets, which became the focal point for the new, rebuilt Chinatown.

### 4.14.1 Archaeological Resources in the APE

The archaeological literature search identified one archaeological site within the APE, near King
Street Station along Jackson Street between Third and Fourth Avenues. However, this site was
determined not eligible for listing in the NRHP by the DAHP. Field work areas just outside the
APE, within two blocks of First Avenue, found heavily charcoal-stained layers, brick fragments
of varying sizes, charcoal flecks and pieces, larger pieces of charred wood and fragments of
unburned wood, wood stove waste (clinker and ash), organic layers probably representing
sawdust, and one artifact (a stoneware ceramic sherd)—possibly from the Great Seattle Fire of
1889—but none of these items was determined eligible for the NRHP (Northwest Archaeological
Associates, 2006).

### 4.14.2 Impacts

#### 4.14.2.1 No Build Alternative

The No Build Alternative would not adversely affect any historic properties nor disturb the
ground surface and therefore would not result in excavating archaeological sites.

#### 4.14.2.2 Locally Preferred Alternative

**Operational Effects on Historic Properties**

This section describes potential effects on historic properties during operation of the Center City
Connector.

The project would not remove or damage any identified historic properties. An analysis using the
FTA’s noise and vibration modeling methodology described in Appendix H3, *Center City
Connector Noise and Vibration Technical Report* (SDOT, 2015b), determined that with
appropriate avoidance measures, no moderate or severe noise or vibration effects would occur to any building within the corridor, regardless of historic status. The following operational analysis focuses on whether there would be adverse effects on the visual or historic setting of any historic properties as a result of:

- Operating streetcars (including tracks, stations, OCS wires, and support poles)
- Operating the OMFs
- Operating the TPSS

**Effects of Streetcar Tracks, Stations, OCS Wires and Support Poles**

This analysis is supported by the visual impact assessment described in the *Center City Connector Visual and Aesthetic Resource Technical Report (SDOT, 2015c)*. The visual setting of the buildings that line the corridor would not be affected by the operation of streetcars because the streetcars would be similar to existing buses in size and because the overhead contact wires mimic those of the electric trolley bus wires that currently operate throughout most of the APE, including the segments of First Avenue and Stewart Street. Still, to minimize the visual impact of the overhead wires, the design includes wireless portions within the Pioneer Square-Skid Road Historic District and, in the Pike Place Public Market Historic District overhead wires would only be installed on the east side of the street. OCS support poles would be consolidated with existing utility and light poles to minimize the number of new poles and create an even distribution of poles along the street sidewalks.

The increased number of streetcars and overlapping operations of the South Lake Union and First Hill Streetcar lines would not detract from the historic character of any buildings or districts because the roadway currently experiences heavy traffic from vehicles, buses, and delivery trucks.

Adding the trackway, including turnback tracks, would not detract from or affect the historic character of adjacent historic buildings because streetcars were an important component of the area’s original historic setting. Since automobile traffic would be limited to one lane in either direction, the proposed project may result in less traffic interfering with views of the adjacent historic façades. Similarly, removal of parking would alleviate some of the visual clutter that distracts from viewing the buildings for some viewers.

New stations would have a minor visual effects on the limited area surrounding their proposed locations within the historic districts, but the effects would not lower the overall visual quality of the districts and their contributing resources. All of the proposed stations except the Third/Fourth Avenue Station on Stewart Street would be located in the center median, creating distance between the station structure and any historic buildings along the street. The new stations would not block views of or access to the historic properties; rather, the platforms would provide a vantage point from which to observe the historic buildings and would allow visitors easier access to the historic districts. The eastbound Third/Fourth Avenue Station platform would be on the sidewalk in front of the historic Macy’s Building (see Figure 4.14-6). The widened sidewalk station area and appurtenances would not interfere with views of the awning and ornate detail on the multi-story, corner-parcel Macy’s Building.

Station appurtenances would be minimal and visually subtle in order to blend in or complement their surroundings. The station designs would be developed in consultation with historic
preservation boards and conform to the particular historic district’s preservation ordinance and would not detract from its historic fabric. Similarly, paving material between the tracks and on the station platforms, and the design of OCS support poles and benches, would conform with the respective local historic districts’ preservation ordinances to minimize changes to the visual setting and historic character. A Certificate of Approval from appropriate local historic districts would be obtained prior to construction.

No adverse effects on the historic districts are anticipated from having tracks, stations, or OCS wires within the roadway, as illustrated by Figures 4.14-6 through 4.14-10.

Figure 4.14-6  Simulation of Third/Fourth Station at Stewart Street and Olive Way
Figure 4.14-7 Simulation of Pike Station

Figure 4.14-8 Simulation of Madison Station
Effects from Operation of Expanded Operations and Maintenance Facilities

Operation of the proposed OMFs expansion could affect visual setting and historic character in the APE. No other effects on historic properties are expected from operation of the expanded OMFs.

No historic properties are located adjacent to the existing South Lake Union OMF or the proposed location for its expansion. As a result, it would have no effect on historic buildings.

The existing Chinatown-International District OMF is located within the southern boundary of the local International Special Review District but outside the Seattle Chinatown Historic District boundary. There are no buildings that contribute to the NRHP district located in the immediate vicinity of the existing OMF and the expansion area would be to the south, farther away from the NRHP district. Therefore, operation of the expanded Chinatown-International District OMF would have no effects on historic properties.

Effects from Operation of Traction Power Substations

This section describes potential effects on visual setting and historic character from the TPSSs; no other effects on historic properties are expected from operation of the TPSSs. No historic properties are located adjacent to proposed TPSS Sites 1, 4, 5, and 6 (see Figures 4.14-2 and 4.14-3). As a result, they would have no effect on historic properties. TPSS Site 2 would be located within the NRHP-eligible Bon Macy’s Parking Garage, as shown on Figure 4.14-10. The character-defining features of the garage are its reinforced concrete parking-level floor plates and spiral (circular) entry and exit ramps at the north end of the building, which would remain intact.
The proposed TPSS site would not be visible from the street or sidewalk and would not visually alter any aspects of the building that make it eligible for listing in the NRHP. Operation of the TPSS would not affect these features.

**Figure 4.14-10**  TPSS Site 2 within NRHP-eligible Bon Macy’s Parking Garage at Stewart Street and Third Avenue

TPSS Site 3 would be constructed in a vacated Seneca Street right-of-way below First Avenue, adjacent to the Colonial Hotel/Grand Pacific Building, which is shown on Figure 4.14-11. The building is listed in the NRHP for its architecture and is significant as the work of one of Seattle’s major early architects and as representative of the working class hotels that once dominated the First Avenue streetscape. The main façade of the historic building overlooks First Avenue, and the small utilitarian structure would be located below the level of the building’s primary storefront and main façade; therefore there would be no adverse effect on the setting or elements that contribute to the building’s eligibility. There would be no adverse effects from the operation of the TPSS sites.

**Operational Effects on Archaeological Sites**

Operation of the Center City Connector streetcars, trackway, TPSS, and OMF expansion areas would not disturb archaeological sites.
Construction Effects on Historic Properties

Most Center City Connector construction activities and staging areas would be contained within existing street right-of-way, with limited construction activities within the sidewalk. While construction may require short detours for portions of sidewalks, access would be preserved to all buildings. Construction activities such as excavating the roadway, relocating utilities, welding and installing tracks, building station platforms, and installing OCS wires across the roadway would create temporary visual disturbance, noise, vibration, and dust. However, because these effects are temporary and would occur in a phased manner in small areas along the alignment, no adverse effects on historic properties are anticipated.

The remainder of the construction analysis addresses activities that would occur outside the public right-of-way, including the attachment of the OCS to historic buildings, the expansion of the OMFs, and the construction of TPSS sites inside or adjacent to historic buildings.

Effects from Construction of OCS

A physical effect on historic buildings could occur from the attachment of clips (eye bolts) to buildings as part of the OCS or from installation of contact-wire suspension poles to be fastened within historic areaways. No clips or OCS would be needed in the Pioneer Square-Skid Road Historic District.

Figure 4.14-12 illustrates a typical cross section of a pole attachment inside an areaway. The contact-wire suspension poles would be about 27 feet high and typically installed at intervals of 80 to 100 feet. Placement of these poles would generally occur in locations where poles already exist, and/or in locations where the number of street poles could be consolidated by combining light standards or other uses with the contact-wire suspension poles, as shown on Figure 4.14-13. In addition, historic areaways would be avoided where possible.
Any required improvements made to areaways as a result of construction activities would follow the guidelines presented in the *Secretary of the Interior’s Standards for the Treatment of Historic Properties* (National Park Service, 1995). If construction could affect a historic areaway, SDOT would survey the areaway before construction is initiated to verify the condition of the structure and determine if a Certificate of Approval from the City of Seattle is necessary.

In some instances, in lieu of support poles, clips may be attached to buildings along the alignment to secure overhead wires. These would resemble the existing clips that currently hold electric trolley bus support wires, as shown on Figure 4.14-14. Any clips required on historic properties would alter the physical building materials only in the immediate area of attachment. The nature and size of the hardware would be selected to limit effects. No clips or OCS would be used in the Pioneer Square-Skid Road Historic District. The attachment of any clips to historic buildings within the Pike Place Public Market Historic District would be implemented in conformance with the appropriate preservation ordinances. No adverse effects on the buildings are anticipated from the physical attachment of clips to building façades.
Effects from Construction of Expanded Operation and Maintenance Facilities

The Center City Connector Project includes expansion of storage tracks for additional vehicle storage at one or both existing OMFs in the Chinatown-International District or South Lake Union neighborhood. There are no historic properties adjacent to the existing South Lake Union OMF, and its construction would have no effect on historic properties.

The Chinatown-International District OMF expansion site is located within the southern boundary of the local International Special Review District but outside the NRHP-listed Seattle Chinatown Historic District. Therefore, construction of the expanded OMF would have no effect on historic properties, including the historic district.

Effects from Construction of Traction Power Substations

There are six proposed TPSS sites, but only Site 2 and 3 could potentially have construction effects on historic properties. Site 2 is located in the Bon Macy’s Parking Garage at Stewart Street and Third Avenue, which was determined NRHP-eligible in 2013. Construction of this TPSS within the historic garage would be temporary and would affect a small section of the large, utilitarian, nine-story, midcentury modern garage. The installation of the TPSS would remove 1 to 2 parking spaces but it would not affect the character-defining features of the garage consisting of reinforced concrete parking-level floor plates and spiral (circular) entry and exit ramps at the north end of the building.

The TPSS at Site 3 would be constructed in a vacated Seneca Street right-of-way below First Avenue, adjacent to the historic Colonial Hotel/Grand Pacific Building, which is listed in the NRHP. The vacated right-of-way is located adjacent to the building’s lower levels, beneath First Avenue and the historic building’s primary elevation. This section of the building is below the main street level and is clad in construction-grade brick. Although some visual, noise, and vibration effects from the construction of the TPSS could occur, these effects would be minor; they would occur at a significant distance below the building’s main entrance on First Avenue and away from its primary elevation. No adverse effects on historic properties are anticipated from construction of the proposed TPSS sites.

Construction Effects on Archaeological Sites

Much of the APE has had previous ground disturbance, fill, and development. However, data from previous projects, and the proximity of known historic and archaeological sites to the APE, suggest that intact archaeological sites likely exist beneath the ground surface in some areas at depths greater than 2.4 feet. The Center City Connector alignment runs along streets below which are existing utility corridors 8 to 15 deep, and most excavation associated with the project would not be this deep; therefore, it is possible but unlikely that construction activities would encounter unknown, intact sites.
4.14.3 Mitigation Measures

FTA, in consultation with SHPO, has determined that no Adverse Effect on historic buildings or structures would result from the project due to the nature and scale of the project, the history of streetcars that were once common along most of the alignment, and the context-sensitive design measures that will make the stations and improvement visually compatible with their surroundings; therefore, no mitigation will be required.

The project will have no effects on known archaeological or cultural sites. However, construction activities could encounter an unknown site. An archaeological monitor would be present to observe locations where ground-disturbing activities would reach 2.4 feet in depth or deeper, including the OMF expansion areas on the north and south ends of the APE, with the exception of activities existing utility corridors and where existing pole locations are re-used for new contact-wire suspension poles.

Also, a draft Archaeological Monitoring and Inadvertent Discovery Plan is included in Appendix H14, which provides procedures to be followed should a potential archaeological site be discovered during construction. SDOT will consult with FTA, the SHPO, and interested tribes to finalize the plan prior to beginning construction. If potential prehistoric- or historic-period archaeological sites are encountered, the plan requires SDOT to consult with FTA and the SHPO, interested Indian tribes, and other interested parties, as appropriate, regarding eligibility for listing in the NRHP, project effects, necessary mitigation, and other treatment measures.