

3.11 HISTORIC AND CULTURAL RESOURCES

This section characterizes existing historic and cultural resources in the North Bay site vicinity and identifies potential impacts to these resources under the Proposed Actions and Alternatives. This section is based on the January 2005 Historic and Cultural Resources Report prepared by BOLA Architecture and Planning and Northwest Archaeological Associates (see Appendix I).

3.11.1 Affected Environment

Background Information

Regulatory Overview

Federal, State and City of Seattle laws and processes govern the designation of historic resources in the City of Seattle. The National Register of Historic Places (NRHP) is the official federal list of districts, sites, buildings, structures and objects significant in American history, architecture, archaeology, engineering and culture. The National Park Service administers the register. Properties listed in the National Register must possess historic significance and integrity. Generally, the property must typically be 50 years old to be considered, and must be significant when evaluated in relationship to major trends of history in the community, state, or nation. The criteria for listing in the National Register include the following: (A) the property is associated with events that have made a significant contribution to the broad patterns of our history; or (B) the property is associated with the lives of persons significant in our past; or (C) the property embodies the distinctive characteristics of a type, period or method of construction or represents the work of a master, or possesses high artistic values, or presents a significant and distinguishable entity whose components lack individual distinction; or (D) the property has yielded, or is likely to yield, information important in prehistory or history (36 CFR Part 60). See Appendix I for further discussion the NRHP.

Within the City of Seattle, historic recognition is provided through designation of a property as a landmark by the Landmarks Preservation Board. The City's Preservation Ordinance (Seattle Municipal Code 25.12) has threshold requirements that a potential landmark must meet in order to be designated. The ordinance requires a property to be more than 25 years old and "have significant character, interest or value, as part of the development, heritage or cultural characteristics of the City, State or Nation." "Significant character" is a standard of integrity, indicating that sufficient original building fabric is present to convey the historic and architectural significance of the property. Seattle's landmark ordinance also requires a property to meet one or more of its six designation criteria: (A) it is associated in a significant way with an historic event, which has 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, period or method of construction; or (E) It is an outstanding work of a designer or builder; or (F) it is an easily identifiable feature of its neighborhood or the city due to the prominence of its spatial location; contrasts of siting, age or scale; and it contributes to the distinctive quality or identity of its neighborhood or the city.

Since all of the North Bay site falls within 200 feet of where the saltwater shoreline existed prior to fill or alteration (known as the U.S. Government meander line), this analysis adheres to the

guidelines set out in the City of Seattle Department of Planning and Development (DPD) Director's Rule 2-98 (SMC). This ruling describes how the city environmental guidelines mesh with those implemented under SEPA. Director's Rule 2-98 states that many of Seattle's existing and former shoreline areas may be sites of potential archaeological significance due to settlement patterns of Native Americans and early European settlements along Puget Sound. Areas where sites or resources of potential archaeological significance could be found include freshwater and saltwater confluences, river confluences and their vicinity, and historical sources of certain kinds of geological formations. Additionally, the City recognizes that there is a possibility that new resources may be discovered during construction in other areas.

Site History

Appendix I contains an overview of the natural history, and prehistoric and historic settlement and use of the region, the Interbay area and the North Bay site. The site is located in a low-lying area known as Smith Cove at the northern end of Elliott Bay. The area is an elongated trough formerly characterized by tideflats, estuarine marshes, and wetlands that extended from Elliott Bay northward to Salmon Bay. The mostly level topography that now characterizes the area is the result of extensive modification associated with urban and industrial development. Most of the surface is underlain by fill, capped by parking lots or buildings and structures with small areas of landscaping. The thickness of the fill varies across the site, reaching up to about 15 to 16 feet below the current grade in the Uplands (Area 2) and thinning considerably towards the margins closer to the former shoreline of Smith Cove in the West Yard (Area 4). (Section 3.1 and Appendix A discuss the character of the fill in greater detail.) The Armory property (Area 5) includes fills from approximately 1942.

The site is located in the traditional territory of the Duwamish peoples. No contact-era or early historic Native American villages were recorded in the immediate area of Smith Cove by early ethnographers. A 1920 study lists two places named by Native Americans in and near the site area (Waterman 2001 [1920]) (see Appendix I for further information).

Euroamerican settlement of Elliott Bay and the Interbay tidelands area dates to 1852. One of the earliest and most prominent settlers in the site area was Dr. Henry A. Smith (1830 - 1915), for whom Smith's Cove took its name. In 1884 the Seattle, Lake Shore and Eastern Railroad (SLSER) built a line from Lake Washington to the shoreline of Elliott Bay, and then north, through Interbay and Ballard. The Great Northern Railway built a depot and the first piers at Smith's Cove in 1892, east of the current Piers 90 and 91; however, these structures no longer exist. Construction of the Lake Washington Ship Canal between 1911 and 1916 resulted in "reclamation" of about 150 acres of tidelands in the Smith Cove area. The Port began construction of Piers 90 and 91 shortly after its commissioning in 1911. Numerous wharves, buildings and structures on the fringes of the tidelands, along the shore, and at the base of the piers were since constructed. The US Navy acquired the land for use during World War II through the early 1970s, when it was re-acquired by the Port. The Armory property (Area 5) was a tideland prior to the development of the US Naval Station / Naval Supply Depot (13th Naval District) on the site. Area 5 was filled and developed as part of the Naval Station / Supply Depot beginning in 1942.

In 1911 there were city dumpsites located in Interbay at 16th Avenue West and Gilman Avenue, and at 22nd Avenue West and West Garfield Street. During the Depression, Interbay was the site of one of the city's three "Hooverville's." The small community of tarpaper shacks was located at the Interbay dump near 16th Avenue West and Gilman Avenue. The Interbay Dump

was closed to public dumping in 1967 and the site was redeveloped as a nine-hole golf course and a driving range in the 1990s. The Datsun/Nissan shipping and distribution center was located at a portion of the site from 1974 until 2001. See Appendix I for a complete discussion of the prehistory and history of the site and vicinity.

Methodology

A historic and cultural resource investigation was conducted by BOLA Architecture and Planning and Northwest Archaeological Associates from November 2004 through January 2005 to investigate the potential for archaeological and historical resources within the site area. Since the site is covered with impervious surfaces and buildings, the cultural resources assessment relied on previous studies, documents, maps, research publications, articles, books, and review of geotechnical work that has been carried out at Terminal 91 between 1965 to 2003 by Landau Associates (2004) to evaluate the probability for discovery of additional, unrecorded archaeological resources (see Appendix I for details on the past studies).

The investigation of historical resources included a field survey of structures located on the site. This study also included review of historic documents from the Port of Seattle; State Regional Archives; City of Seattle Department of Planning and Development; the federal Northwest Archives and Records Center; photographs in the collections of the Museum of History and Industry, the University of Washington and the Seattle Municipal Archives.

Results of Archaeological and Historic Resource Investigation

Archaeological Resources

Three archaeological studies have been previously conducted that focused on assessments of areas in or adjacent to Terminal 91 (Smith Cove). (Six other studies have been carried out in various locations within a larger area located within about one mile of Smith Cove.) A 1984 field survey found no archaeological materials on the site; however, the authors concluded there was potential for prehistoric resources to be found under the fill used to reclaim the Smith Cove wetlands. A 1992 study included a literature search and field survey of the Pier 90 Quarters (west of Piers 90 and 91), and found no archaeological materials from the prehistoric or ethnohistoric periods. The third archaeological study to include Smith Cove was part of a larger cultural resources assessment carried out along the proposed Seattle Monorail Project Green Line alignment in 2003. Although the results of the literature search and limited fieldwork indicated no significant archaeological resources were located along the proposed route, Smith Cove was considered to have high potential for harboring prehistoric and ethnohistoric period archaeological materials.

The known prehistoric archaeological sites in the Seattle area are on the fringes of the urban core, in other areas where development has not been extensive, or where intact surfaces are buried and preserved under fill materials (such as in the vicinity of the Duwamish Waterway). However, none of these are located in the vicinity of the North Bay site.

Based on archival research, analysis of historical maps, study of geologic and geotechnical data, and the results of previous archaeological research in the vicinity, no known archaeologically significant cultural resources are located on the site. However, the site is located in an archaeologically sensitive landscape setting that includes the former shoreline and tideflats of Smith Cove. Even though no known archaeologically significant cultural resources

were found during this cultural resources assessment, access to subsurface sediments was hampered by buildings and impervious surfaces. See Appendix I for discussion of investigations of the site.

Historical Resources

The historic property survey identified 14 buildings and one structure that are at least 50 years of age on the site; additional research of these resources was completed. The investigation of historic resources found that none of the properties located on the site have sufficient individual historic and architectural significance to meet the threshold standards for NRHP listing or designation as a City of Seattle landmark. See Appendix I for a detailed description of all structures at least 50 years of age that are located on the site.

3.11.2 Impacts

This section discusses potential impacts to any existing historic and cultural resources in the site area related to construction and operation of future land uses identified under Alternatives 1 through 6.

Alternatives 1 through 4

Construction

Archaeological Resources

No known archaeological sites are located within the site. Based on archival research, analysis of historical maps, study of geologic and geotechnical data, and the results of previous archaeological research in the vicinity, there is the possibility of finding archaeologically significant materials at the site during construction excavation, despite the previous modifications in Smith Cove associated with industrial and urban development. North of Piers 90 and 91, there appears to have been relatively little modification to former shorelines and the surface of the tidal flats; instead, most of the area has been subjected to filling to bring the surface above high tide. Given the landscape setting, the ethnographic accounts, and historical accounts, the area is considered to have potential for harboring archaeological materials related to prehistoric and ethnohistoric land use.

Because previous development north of the piers appears to have been limited to building on fill with little direct modification of underlying native surfaces, there is potential for archaeological materials to be located at the site. Some shoreline areas of Smith Cove may have been affected by subsequent land use, particularly by post-World War II development, but archaeological materials may be present along the former shoreline. Because access to subsurface sediments for investigation of the site was precluded by buildings and impervious surfaces, the effects of development at North Bay on cultural resources cannot be fully determined.

The potential for finding archaeological materials at the site would be greatest under Alternatives 1 through 3, as these Alternatives assume development on more area (including the Armory and BNSF properties). There would be less potential under Alternatives 4 since this Alternative assumes no further development of the Armory and BNSF properties.

The City of Seattle Department of Planning and Development (DPD) Director's Rule 2-98 recognizes that, although research may not identify the probable presence of archaeologically significant sites or resources, conditions may be imposed on a given project to ensure that no adverse impacts occur to an inadvertently discovered archaeologically significant resource. Therefore, it is recommended that monitoring be conducted during construction. See **Mitigation Measures** below for a list of measures to mitigate potential impacts to possible buried archaeological resources.

Historical Resources

None of the onsite structures investigated have sufficient individual historic and/or architectural significance to meet the standards for listing or designation as an historic resource. No NRHP-eligible or City of Seattle landmarks-eligible resources exist on the site. Therefore, there would be no potential for impacts to historical resources as a result of development of the site under the EIS Alternatives.

Operation

Archaeological Resources

All land disturbance on the site would occur during the construction phase of future development. No further disturbance would occur during the operational phase. There would be no potential for identifying any significant archaeological resources after construction is completed. No adverse effects on archaeological resources would be anticipated.

Historical Resources

As discussed above, no historical resources eligible for NRHP listing or designation as City of Seattle landmarks exist on the site. Additionally, all disturbances to the site would be completed during the construction phase. Therefore, there would be no impact to historical resources under development of the site under any of the EIS Alternatives.

Indirect/Cumulative

North Bay development would result in no indirect or cumulative impacts to area historic or cultural resources.

Alternatives 5 and 6

As described above, no archaeological resources are known to exist on the site; however, as under Alternatives 1 through 4, there would be potential for identifying buried deposits of archaeological resources during excavation for development under Alternative 5. The amount of land disturbance under this Alternative would be less than under Alternatives 1 through 3, and similar to Alternative 4; therefore, the potential for identifying buried deposits of archaeological resources would be more limited than under Alternatives 1 through 3. No additional development or excavation would be assumed under Alternative 6, as the site would remain in limited storage uses.

3.11.3 Mitigation Measures

- A monitoring plan would be developed prior to approval of permits for excavations associated with individual building and/or infrastructure developments, in accordance with the City of Seattle Department of Planning and Development (DPD) Director's Rule 2-98 and based on the likelihood of discovery of archaeological resources during specific construction activities and in specific portions of the site. Each monitoring plan would include an inadvertent discovery protocol to be implemented during construction. Specific archaeological monitoring requirements and the development of monitoring and discovery plans would be tailored to the needs of individual development projects at North Bay. If resources are inadvertently discovered, then work would be stopped, and DPD and the State Office of Archaeology and Historic Preservation (OAHP) would be notified. If human remains are inadvertently discovered, then in addition to DPD and OAHP, representatives of affected tribes would also be contacted.
- Monitoring could be conducted for excavations for the site, roadways and utilities on the Port-owned portion of the site, and if spoil-producing auger-cast drilled piling is used for building foundations (pile driving would not likely require monitoring as spoils would not be provided by driven piles). Monitoring on the Armory and BNSF parcels could be conducted for excavating that extend into the lower fill (below the Navy-era fill, generally below approximately 15 feet in depth) and if spoil-producing auger-cast drilled piles are used for building foundations. Specific requirements for monitoring during excavations and piling would be determined by DPD as part of the permitting process for infrastructure construction and individual building projects at North Bay.
- Contractors and subcontractors would be supplied with copies of regulations regarding protocols for dealing with any archaeological resources.
- Development at North Bay would abide by all regulations pertaining to the discovery and excavation of archaeological resources.

3.11.4 Significant Unavoidable Adverse Impacts

With implementation of mitigation measures, no significant unavoidable adverse impacts to historical resources would be expected under any of the EIS Alternatives.