Chapter 16 Historic and Cultural Resources

1 What is the definition of historic, cultural, and archaeological resources?

A historic or cultural resource is any site, building, structure, object, district, traditional cultural place, or cultural/historic landscape that has historical significance at the local, state, or federal level. The Washington State Department of Archaeology and Historic Preservation (DAHP) uses the phrase “cultural and historic resources” for property types representing human culture and heritage, including sites, buildings, structures, objects, districts, traditional cultural places, and cultural/historic landscapes that have been identified and documented as being significant in local or state history, architecture, archaeology, engineering, or culture.

This chapter will focus on resources that qualify for listing in the Washington Historic Register, the National Register of Historic Places (NRHP), and local registers or landmark registries.

An archaeological resource is an artifact, feature, or site that helps us understand the human past. Archaeology uses scientific methods to explain how human societies developed over time and how they used their environment.

2 What are the different types of resources?

Archaeological sites

Archaeological sites include shell middens, open sites or campsites, pictographs and petroglyphs, caves or rockshelters, wet sites, lithic sites, quarries, culturally modified trees, and
burial sites or cemeteries. Most sites reflect cultural uses by hunter-fisher-gatherer groups that go back as far as 12,000 years when humans first crossed the land bridge in the Bering Sea, from Asia to North America. Such uses include villages, camps, food gathering, and other seasonal activities. In the central Puget Sound region, these sites are often found along shoreline areas and waterways.

More recent archaeological sites include fur trade sites and early missions, military and homestead sites, as well as logging, mining, and railroad features.

Above-ground evidence of pre-historic sites is rare. The development of cities and communities along shoreline areas in the Puget Sound region has destroyed most above-ground evidence. There still may be below-ground evidence of pre-historic sites.

**Traditional cultural properties**

Traditional cultural properties reflect the role a place or property plays in reflecting the beliefs, customs, and practices of a living community of people. In the central Puget Sound region, these resources most commonly reflect the history of Native American tribes. Both federally and non-federally recognized tribes are allowed to identify traditional cultural properties.

**Historic properties**

Historic properties reflect the history of the region. The historic era dates back to the early 1790s when the first contact between Native American tribes and European explorers was established. Euro-American settlement in the central Puget Sound region began in the 1850s. Early settlers farmed, logged, ranched, and mined in the area. Railroad construction connected communities in the 1870s, and the transcontinental railroad arrived in Seattle in 1893. The Klondike gold discovery in 1896 sparked a population and development boom throughout the Puget Sound region. Evidence of early Euro-American settlements is widespread in the region. Many

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**What qualifies a resource to be listed on the National Register of Historic Places?**

Resources on the National Register are:

- At least 50 years old
- Retain important character-defining features from the past
- Have an association with events, activities, developments, or people who were significant in the past

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**What is a lithic site?**

Lithic analysis is the analysis of stone tools and other chipped stone artifacts. A lithic site would contain such artifacts.

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**What is a cultural resource?**

A cultural resource refers to the beliefs, customs, and practices of a living community that has been passed on for generations. In the central Puget Sound region, cultural resources are primarily associated with Native American tribes.

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**What is a historic property?**

A historic property is a site or structure that provides a valuable physical reminder of our region’s past.
historic buildings, bridges, and sites are listed on the NRHP, the Washington Historic Register, and local historic registers. The majority of historic properties currently listed are concentrated in major urban areas of Seattle, Tacoma, Bremerton, and Everett.

Exhibit 16-1 shows the historic and cultural resources listed on the Washington Historic Register as of 2008. The majority of resources listed on the state and national registers are from pre-World War II eras.

There is a growing interest in post-World War II properties and more recent properties dating back to the last 50 years. These properties are increasingly noted as being in need of protection because their qualities and significance may be overlooked and they are often in areas with high rates of redevelopment activities.

3 How are historic, cultural, and archaeological resources regulated?

Historic sites are regulated at the federal, state, and local government level. The following laws pertain to the preservation and protection of historic and cultural resources:

- Archeology and Historic Preservation—Legislative Declaration: RCW 27.34.200 and WAC 25-12
- State Environmental Policy Act (SEPA)
- Shoreline Management Act (SMA)
- National Environmental Policy Act (NEPA)
- Section 106 of the National Historic Preservation Act of 1966
- Section 4(f) regulations of the U.S. Department of Transportation (FHWA, 2005)
- Archaeological Resources Protection Act of 1979

For Washington State Law, refer to
http://apps.leg.wa.gov/RCW/default.aspx?cite=27.34.200

Washington state law promotes the designation, preservation, protection, enhancement, and perpetuation of any property, place, or artifact that reflects elements of the state’s historic, archaeological, architectural, or cultural heritage.
Exhibit 16-1. Historic Properties Listed in the Washington Historic Register (Includes Properties listed on the National Register of Historic Places)
What is the difference between plan-level and project-level environmental review?

This DEIS is a plan-level (rather than a project-level) EIS. Accordingly, alternatives are defined and environmental effects are evaluated at a relatively broad level. More detailed project-specific environmental review will be developed as appropriate in the future for projects identified in the Transportation 2040 plan that are selected for implementation by their sponsors: WSDOT, transit agencies and local jurisdictions.

What is Section 106 Review?

Section 106 review is a process whereby federal agencies are held accountable for the effects of their actions on cultural and historic resources. Section 106 requires coordination with Native American tribes and state and federal agencies charged with historic and archaeological protection.

Federal agencies are required to keep the public informed of possible effects to historic properties and artifacts and measures to mitigate effects.

Historic sites are regulated under federal law by the National Historic Preservation Act. A project that involves federal funding, federal permits, or federal lands is required, under Section 106 of the Act, to consider the effect of the project on historic or cultural resources within the region. The Section 106 review process involves consultation with the President’s Advisory Council on Historic Preservation, the State Historic Preservation Officer, Native American tribes, and the public.

At the state level, RCW 27.34.200 and WAC 25-12 protect historic sites. SEPA requires that any impacts to historic and cultural resources, known or unknown, be considered during the project-level environmental review process. The SMA regulates development permits issued by local governments, including areas with archaeological sites.

At the local level, cities and counties frequently maintain local historic registers for historic and cultural resources in their municipality, and many have ordinances protecting resources.

Section 4(f) is part of the Department of Transportation Act of 1966. It states that it is a national policy to preserve, where possible, “the natural beauty of the countryside and public park and recreation lands, wildlife and waterfowl refuges, and historic sites.”

The Archaeological Resources Protection Act of 1979 applies to archaeological sites on both tribal and non-tribal lands, which are managed under the federal government, such as the National Park Service and the Bureau of Land Management.

Compliance with Section 106, Section 4(f), and local historic preservation ordinances will be performed as applicable as part of project-level NEPA/SEPA documentation and review. Project-level planning should include consultation with the state DAHP, Native American tribes, and any affected local governments to determine the appropriate process for compliance with federal, state, and local historic preservation laws and regulations.
4 What effects to historic, cultural, and archaeological resources are common to all alternatives?

Long-term effects

Effects to historic, cultural, and archaeological resources are possible with any of the alternatives. Impacts to historic resources are most likely when land is disturbed as part of construction of new or expanded transportation facilities. Impacts are more likely to overlap with historic, cultural, or archaeological resources near areas of water in the case of archaeological sites; and in urban areas in the case of historic properties. Effects to traditional cultural properties could also occur in any context and are difficult to predict at a non-project level of environmental review. Generally, effects are defined as any action that alters the characteristics of a property that qualify it for inclusion in the national, state, or local register. The Section 106 process further defines adverse effects where alteration of a property significantly diminishes the historic integrity of the property to the point where it is no longer eligible for inclusion in the NRHP. Long-term effects can include the following:

▪ Destruction of historic properties required for project rights of way
▪ Isolation from or alteration of historic setting
▪ Restriction of access
▪ Economic deterioration of commercial districts or the deterioration of livability in residential districts
▪ Out-of-character visual, audible, or atmospheric elements
▪ Deterioration of property or setting through vibration, erosion, or other long-term negative change to its environment

Construction effects

Construction activities have the potential to disturb archaeological sites and alter, damage, or remove historic
properties. Clearing and grading activities in advance of construction also have the potential to result in the discovery of archeological sites or artifacts that were not previously cataloged. Construction effects to historic properties can include the following:

- Physical destruction, damage, or alteration, including removal, relocation, or demolition
- Isolation from historic setting or changing of the character of the setting
- Restriction of access
- Out-of-character visual, audible, or atmospheric elements
- Deterioration of property or setting through vibration, erosion, or other negative change to its environment

These types of effects are most likely to take place in urban areas where there are relatively high densities of historic properties, and on older rail and roadway corridors where the proximity to historic properties is likely to be greater.

5 What effects to historic, cultural, and archaeological resources are specific to individual alternatives?

While the effects discussed in the response to Question 4 are likely under any alternative, the particular mix of investments in each alternative will make certain types of impacts more or less likely in some alternatives.

Alternatives that include more new transportation facility construction or expansion have a higher probability of impacts to historic and cultural resources. Exhibit 16-2 shows the amount of new construction planned for each alternative.
The Baseline Alternative includes projects and programs that are currently planned and funded.

Alternative 1 focuses on efficiency investments such as transportation demand management and ITS programs. Strategic expansion and construction of new facilities is limited in this alternative, so fewer impacts, both positive and negative, to historic and cultural resources can be expected compared to other alternatives.

Alternative 2 would likely have the greatest impact to historic, cultural, and archaeological resources in the region. Freeway and arterial expansions to I-405, US 2, SR 3, SR 18, SR 104, SR 160, SR 167, SR 509, and SR 522; construction of new light rail facilities between Lynnwood and Everett, Federal Way and Tacoma, and in Redmond; and construction of BRT facilities along the I-405 corridor could affect land and buildings along these facilities. Right of way needs for these facilities (including construction staging areas) could displace historic buildings and properties. Clearing and grading activities associated with construction also have the potential to disturb, destroy, or discover archaeological sites or artifacts.

The impacts to historic and cultural resources from Alternatives 3 and 4 are likely to be more substantial and widespread than Alternative 1, but less so than Alternative 2.
The impacts to historic and cultural resources from Alternative 5 would occur in somewhat different locations compared to the other four alternatives. Alternative 5 recommends mixed-use development near transportation centers. Such development has the potential to affect historic buildings and settings in urban areas, where there are higher densities of historic properties, and in rural areas where traditional landscapes could be altered by more urban, nontraditional uses.

Alternative 5 focuses on investments in new high-capacity transit facilities and rights of way, as well as widespread investments in bicycle and pedestrian facilities. Impacts to historic and cultural resources could occur near new high-capacity transit alignments.

**Potential proximity effects**

To assess potential impacts to historic and cultural resources, the DEIS used the historic and cultural resources spatial database created by PSRC, and overlaid the location of projects within each alternative.

Exhibit 16-3 shows the number of historic and cultural resources in the central Puget Sound region that may potentially be affected—either positively or negatively—under each alternative, based on future transportation projects that would located within 100 feet of a historic or cultural resource.

Similar to Exhibit 16-2, the GIS data shown in Exhibit 16-3 indicate that Alternative 2 contains the most roadway and transit projects and therefore would likely result in the highest number of effects on historic and cultural resources. The Baseline Alternative contains the fewest roadway and transit projects and therefore would likely result in the fewest effects on historic and cultural resources. Among the action alternatives, Alternative 3 would likely result in the fewest effects on historic and cultural resources. Nonmotorized projects are not likely to result in negative effects upon historic and cultural resources.
What are cumulative effects?

The impact on the environment, which results from the incremental impact of the action when added to other past, present, and reasonably foreseeable future actions, regardless of what agency or person undertakes such other actions. Cumulative impacts can result from individually minor but collectively significant actions taking place over a period of time.

6 What cumulative effects to historic, cultural, and archaeological resources could occur if the Transportation 2040 actions coincide with other planned actions?

Transportation improvements through 2040 are expected to coincide with the increased urbanization of the region to accommodate future population and employment growth, identified in VISION 2040. Without oversight and protection by local, state, and federal government and by private entities, these activities could result in the loss of properties and artifacts that provide important information about the region and its peoples’ past. At the same time, development and growth can provide opportunities for redevelopment and reuse of historic or culturally significant structures.

Future cumulative effects on historic and cultural resources could be affected by other regional plans and actions. Local jurisdictions throughout the region may revise their existing land use plans to be consistent with VISION 2040 and complement the Transportation 2040 preferred alternative. New development resulting from these plans could have both positive and negative effects on the environment.

PSRC has performed an analysis of the development pattern changes that could result from the Transportation 2040 alternatives (refer to Chapter 5: Land Use, Population, Employment, and Housing) and has concluded that none of the action alternatives would induce future land use and development pattern changes that are substantively different than the Baseline Alternative. In addition, all of the Transportation 2040 alternatives are consistent with the adopted VISION 2040 Regional Growth Strategy. Therefore,
none of the Transportation 2040 alternatives would result in additional cumulative effects on historic and cultural resources.

7 How can the effects to historic, cultural, and archaeological resources be mitigated?

Appropriate mitigation measures for any of the Transportation 2040 alternatives would be determined in consultation with the lead agency, DAHP, Native American tribes, relevant local governments, and the public during project-level review. Potential mitigation measures are described below by resource type. Avoidance of archaeological sites, traditional cultural properties, and historic properties is the preferred strategy for all future regional transportation projects.

Archaeological sites

Mitigation for archaeological sites could involve the following measures:

- Review records to determine the location of known sites, prior to project site selection.
- Conduct archaeological monitoring during construction (to mitigate potential effects to unrecorded sites).
- Perform subsurface testing.
- Conduct data recovery excavations if sites are known or discovered.
- Monitoring, and in some cases subsurface testing, could be recommended in high probability areas, such as near lakes, rivers, and shorelines.
- Significant archaeological sites could be fully excavated to recover data that have the potential to contribute important information. If sites are discovered and found to be ineligible for inclusion in the national, state, or local registers, no further work is typically required.
Traditional cultural properties

If effects to traditional cultural properties eligible for inclusion in the NRHP are identified, all reasonable and feasible measures should be taken to avoid or minimize effects to these properties. Mitigation measures should be developed in consultation with the appropriate Native American tribes, or through consultation with other affected communities.

Historic properties

If effects to historic properties are identified at the project level, efforts could be made to relocate facilities to avoid the impacts. If facilities cannot be relocated, the following potential measures could be implemented to minimize the impacts:

- Ensure design compatibility of facilities near historic districts or sites.
- Require planning for the use or reuse of the historic property as part of project planning.
- Provide landscaping elements and/or walls to lessen noise and visual effects.
- Modify construction methods to avoid or limit construction-related effects (noise, dust, emissions, and vibrations).
- Monitor construction to ensure no significant effects occur.
- Relocate historic properties only as a last resort.

If no alternative to relocation or demolition exists, historic properties should be fully documented to standards agreed upon by the lead agency, DAHP, relevant Native American tribes and local governments, any consulting parties, and the public. All rehabilitation or relocation work should be done in a manner consistent with the Secretary of the Interior’s Standards for the Treatment of Historic Properties, or other agreed-upon standards. Additional mitigation for property removal could include interpretive displays and photographs of the affected properties.
properties or of the area’s history. These displays would be located in or near the former location of the historic property.

8 **Are there any significant unavoidable adverse effects to historic, cultural, and archaeological resources?**

Some significant unavoidable adverse effects on historic and cultural resources could occur under the Baseline Alternative and action alternatives. Effects to historic and cultural resources during construction may be unavoidable and could be significant and adverse in some locations. Such effects may include the following:

- The acquisition, demolition, or alteration of historic, cultural, or archaeological properties, or the use of a portion of such properties
- The potential for increased noise, vibration, dust and emissions, and visual changes to historic settings

Unavoidable effects would be evaluated further during project-level environmental review. These effects are anticipated to be few and localized in nature. Reasonable and feasible mitigation measures would be implemented to avoid or minimize these effects in accordance with applicable regulations.