

3.16 Cultural Resources

Federal regulations, particularly Section 106 of the National Historic Preservation Act of 1966, and Section 4(f) of the Department of Transportation Act of 1966, require identification and evaluation of historic properties, including archaeological sites, within the area of potential effect (APE) of proposed federally aided or sponsored projects. Properties or sites that are listed in the National Register of Historic Places (NRHP) are protected from project impacts. Those potentially eligible for NRHP listing require mitigation or further evaluation of eligibility.

During the Tier I NEPA Process, Eastern Washington University Archaeological and Historical Services (AHS) performed a cultural resources overview. Background research included archaeological and historical record reviews and consultations with staff of Pierce County, the Puyallup Tribe of Indians, and Washington State Office of Archaeology and Historic Preservation, which is now the Department of Archaeology and Historic Preservation (DAHP). Findings relevant to Tier I Preferred Alternative 2 included three properties recorded by Pierce County and an ethnographically documented Puyallup winter village. Both the Tier I FEIS and Record of Decision (ROD) identified an archaeological survey would be done as part of Tier II studies. The Tier I FEIS called for special attention to creek crossings and remnant and extant marshes. The Tier I ROD required the Tier II project area also be canvassed for historic buildings.

3.16.1 Studies Performed and Coordination Conducted

During the Tier II NEPA Process, AHS conducted cultural resource investigations of the proposed SR 167 mainline and the interchange options and proposed weigh stations. Tasks included collection of background information, a pedestrian survey, evaluation and inventory of historic structures, archaeological testing, and preparation of a discipline report in 2001 that was subsequently revised to include supplemental information (AHS 2005). Most fieldwork was conducted in 2000 and 2001. Supplemental studies of the Hylebos Creek relocation and riparian restoration proposal were completed in 2002 (AHS 2002). Additional studies of buried trees in the city of Fife area and of a potential wetland mitigation site, which is no longer preferred, were conducted in response to comments on the Tier II DEIS. The two park and ride lots were studied in 2004 (AHS 2005).

The Tier II area of potential effect was determined in consultation among AHS, the Washington State Department of Transportation (WSDOT), the Puyallup Tribe of Indians, and DAHP (Brooks pers. comm. 2000). Site files at DAHP in Olympia were searched by AHS for previously recorded cultural resources.

AHS consulted with a geomorphologist-geoarchaeologist to identify landforms and other high potential areas for archaeological testing, which was only conducted after WSDOT obtained permissions to enter from property owners. AHS also coordinated with local farmers to delay surveys in fields containing market-ready vegetables.

Information on a potential area of interest to the Puyallup Tribe of Indians, in the vicinity of the Valley Avenue interchange options, was provided orally by the tribal historian. The cultural resource discipline report was provided to both DAHP and the Puyallup Tribe of Indians. FHWA, with assistance from WSDOT, consulted with the Puyallup Tribe of Indians to help identify traditional cultural properties (TCPs) in the project area that may be eligible for listing in NRHP. Sites indicated as culturally significant by the Puyallup Tribe of Indians were also studied.

Potential impacts of the Preferred Build Alternative were estimated by determining property parcels that contained cultural resource sites or historic structures identified during Tier II and through which passed the footprint of the mainline or interchange options, and related facilities like park and ride lots. This approach tended to maximize impacts, especially for historic buildings, because the structures were sometimes located well away from the project footprint. Thus, when calculating environmental screening scores for the interchange options, only those sites or structures within or immediately adjacent to the footprint were considered affected, and thus given a score of 5, as specified in the *Tier II EIS Study Plan* and Table 2-4 of this document. Structures in potentially impacted parcels, but away from the footprint, were scored a 1 because they would not be affected by the project.

3.16.2 Affected Environment

The project area was originally in the territory of the Puyallup Tribe of Indians. Four permanent Puyallup villages were potentially located on creeks, rivers, or upper tidal flats in or near the project area. The Puyallup Tribe of Indians utilized temporary camps during their annual subsistence harvests. Waterways served as the most important transportation routes because the Puyallup River Valley was covered by a dense forest with almost impenetrable undergrowth.

Fur traders were the first European-Americans to interact regularly with the Puyallup Tribe of Indians. Interactions became increasingly frequent and eventually resulted in the Treaty of Medicine Creek in 1854 that created the Puyallup Indian Reservation. Reservation boundaries were established in 1856, and tribal members were selecting and improving their personal allotments through the 1870s. In the 1890s Congress authorized possession of land on the reservation by non-Indians.

Dairies, chicken ranches, bulb and berry operations, and vegetable truck farms became increasingly prevalent until replaced by hop fields in the 1870s. Vast acres of hops were severely impacted by parasitic hop lice in the 1890s, causing a return of more diversified farming. A number of small settlements sprang up in the area with the advent of railroads. Visible remnants of these remain, as do some farmsteads and scattered houses. In recent years proximity to nearby highways and the Port of Tacoma has created a demand for large manufacturing and product distribution centers in the project area. This has created contemporary changes in land use from traditional farming (see Section 3.11).

Tier II studies of the proposed footprint identified one prehistoric resource that is eligible for listing in NRHP. This site is located on private property along SR 99 in the I-5 Interchange portion of the proposed project. The Federal Highway Administration (FHWA) and WSDOT will ensure that this site is not adversely affected by the project.

One historic site near the Valley Avenue interchange options does not appear eligible for NRHP listing, based on results of archaeological testing in Tier II. However, there is a nearby site of potential interest to the Puyallup Tribe of Indians, based on interviews with the tribal historian. The Sites of Cultural Significance study did not identify any properties potentially eligible for NRHP listing as TCPs within the study area.

In the riparian restoration area between Hylebos Creek and proposed SR 167, a single probable prehistoric artifact was identified during survey and shovel testing. The land parcel that produced this prehistoric artifact is on higher ground than the surrounding area and contains fill from an unknown locale. The artifact does not appear to be associated with the property otherwise, and no possible artifacts were found in other testing of the location. The other field survey done in the riparian restoration area found some cultural material which is considered a historic-modern object of limited significance. The only cultural resource found at the park and ride sites was a 1920s era residence that is not eligible for NRHP listing.

Eight previously recorded historic structures along the mainline were re-evaluated during Tier II. Of these the Puyallup River / North Meridian Bridge, Firwood School Gymnasium, George Hoertrich Electrical Shop, and Golden Rule Motel were previously determined by WSDOT with SHPO concurrence not to meet NRHP criteria. The other four, plus another 56 newly recorded structures, have been evaluated for NRHP eligibility. Of these 60 historic properties, four appear to meet NRHP eligibility criteria. All are residential structures marked by excellent architectural integrity, physical condition, and/or setting.

The Carson Chestnut Tree, located at the SR 161 / SR 167 interchange, was nominated for the Washington Heritage Register as a historically significant arboreal specimen. The buried trees near Fife were determined to be typical of those buried by mudflows and flooding from Mount Rainier-derived lahars throughout the lower Puyallup River valley. Thus the buried trees are not cultural resources. No TCPs were identified in consultations with the Puyallup Tribe of Indians. Nowhere in the SR 167 area of potential effect are there enough historic properties of sufficient quantity and quality to define an historic district eligible for NRHP.

Section 4(f) applies to archaeological sites and structures eligible for inclusion in the NRHP. Section 4(f) analysis was conducted, as required under the Department of Transportation Act of 1966, and it comprises Chapter 5 of this Final EIS.



The Carson Chestnut Tree is thought to be the sole remaining feature of an 1853 land claim by John Carson.

3.16.3 Impacts of Construction

No Build Alternative

The No Build Alternative assumes that the proposed project will not be constructed and that no right-of-way will need to be acquired and developed. Under this alternative, land use development trends would continue to occur according to land use plans, zoning designations, and regulations adopted pursuant to the Growth Management Act (Pierce County and the cities of Fife, Puyallup, Milton, and Tacoma).

Build Alternative

Mainline

Potential impacts are summarized in Table 3.16-1. Most mainline impacts are associated with constructing the I-5 Interchange portion of the project. The NRHP-eligible, prehistoric cultural site near SR 99 and three NRHP-eligible historic structures are located here. Another 15 parcels in this portion of the project contain inventoried buildings, which are not NRHP-eligible historic structures. Chapter 5 discussed NRHP-eligible sites and structures in the context of Section 4(f) properties.

54th Avenue East Interchange Options

At this interchange there were no parcels containing sites or structures potentially eligible for NRHP or Washington Heritage Register (Table 3.16-1). The small difference in cultural resource screening scores between the Half-Diamond and Preferred Loop options at 54th Avenue East (Table 3-16.2) was considered inconsequential because there would be no direct effects to the inventoried structures.

Table 3.16-1: Cultural Resources Potentially Affected

Project Location	NRHP Site/Structures	WA Heritage Register	County Inventory
Mainline Segments			
SR 509	0	0	1
I-5	4	0	15
Valley	0	0	4
SR 161	0	0	2
54th Avenue East Interchange Options			
Half Diamond	0	0	2
Loop	0	0	0
Valley Avenue Interchange Options			
Freeman Road	1	0	12
Valley Avenue	1	0	4
Valley Ave Realignment	1	0	5
SR 161 / SR 167 Interchange Options			
Urban	0	1	2
Diamond Medium	0	1	2
Diamond Low	0	1	2
Total	5	1	28-38

Note: Parcels within the project footprint containing cultural resource sites or inventoried structures were considered to be impacted. All inventoried structures were considered to have potential Pierce County historical significance.

Valley Avenue Interchange Options

One house on Freeman Road is eligible for NRHP at this interchange, which is slightly outside the project area, and thus would not appear to have any direct construction impacts. All three options at Valley Avenue interchange affect this house in the same manner.

One historic site at this interchange is slightly outside the project area, and thus none of the options at Valley Avenue interchange would appear to have direct construction effects.

One site in the vicinity of this interchange option is of potential interest to Puyallup Tribe of Indians. This area could be affected by construction of either the Preferred Valley Avenue or Freeman Road option at this interchange. Prior to any ground disturbing activity in this area, the Tribe will be consulted.

Differences in screening scores among the options reflect effects on structures inventoried during Tier II. The high score for the Freeman Road option (Table 3.16-2) resulted because seven structures were within or adjacent to the option footprint. Conversely, only one structure was considered affected by the Preferred Valley Avenue option. The Valley Avenue Realignment had an intermediate score, with effects predicted on three structures.

Table 3.16-2: Cultural Resource Screening Scores for Interchange Options

Project Location	NRHP	Total
54th Avenue East Interchange Options		
Half Diamond	0	2
Loop	0	0
Valley Avenue Interchange Options		
Freeman Road	1	40
Valley Avenue	1	8
Valley Ave Realignment	1	17
SR 161 / SR 167 Interchange Options		
Urban	0	7
Diamond Medium	0	7
Diamond Low	0	7

Note: Inventoried structures within or adjacent to the project footprint were considered affected and given a score of 5. Parcels with inventoried structures away from the footprint were scored a 1 for No Effect. A score of 0 indicates no parcels with potentially eligible sites or structures occurring within the interchange options, exclusive of the mainline footprint.

SR 161/SR 167 Interchange Options

There was no difference in cultural resource effects or screening scores among the three options at this interchange. No effect on the Carson Chestnut Tree is expected because WSDOT and FHWA have committed to avoiding the tree and avoiding construction activities that might damage the tree. All three options would affect the Puyallup River / North Meridian Bridge.

In spite of the detailed studies during Tier II, construction of SR 167 could disturb or destroy previously undiscovered archaeological sites. If sites or cultural resources are found during construction, all work in the area would stop and the requirements of the project *Cultural Resources Discovery Plan* would be followed.

3.16.4 Impacts of Operation

Cultural resource and archaeological sites are not usually adversely affected by operation of transportation projects after construction. Historic structures, or their use and enjoyment, may be affected by vibrations or noise caused by traffic. None of these factors are expected to cause major effects if this project is constructed.

3.16.5 Indirect Impacts

The geographic boundary for analysis includes lands within the Urban Growth Area developed by Pierce County. Although there is a county-wide inventory of historic properties, the temporal analysis was limited by the lack of historic property inventories outside the project area. Thus this analysis incorporates the current baseline and project effects from development of the Urban Growth Area defined by Pierce County.

The SR 167 Preferred Build Alternative is expected to lead to some limited construction impacts on cultural resources. As design progresses, further efforts will be made to avoid or minimize the effects to cultural and historic resources.

3.16.6 Cumulative Impacts

The SR 167 project and other planned development in the area will have cumulative effects to cultural resources in the immediate project area. Likewise, cumulative effects of other actions in the Puyallup Valley that are unrelated to the proposed SR 167 Extension would mostly result from ground disturbance or building demolition associated with transportation improvements and new commercial or industrial developments. These effects are anticipated to be concentrated in the Urban Growth Boundary as planned under the Growth Management Act, rather than dispersed throughout the county. The mitigation measures developed to avoid cultural resource effects by the proposed project would also minimize contributions to cumulative effects.

3.16.7 Mitigating Measures

The Tier I ROD called for design efforts that attempted to save the Carson Chestnut Tree. Accordingly, all options at the SR 161 / SR 167 Interchange were designed to protect this historic tree, which has been nominated for listing on the Washington Heritage Register.

A Section 106 Memorandum of Agreement (MOA) was developed in consultation with FHWA, SHPO, the Advisory Council on Historic Preservation, and the Puyallup Tribe of Indians to address adverse effects of the project to the identified archaeological site and four historic structures. The MOA includes measures to minimize or avoid the effects. The City of Fife will be notified prior to the purchase of the historic properties subject to protection under Section 106. Prior to any ground disturbing activity in the Valley Avenue Interchange area, the Puyallup Tribe of Indians will be consulted.

An Archeological Monitoring Plan, which may include geological model, detailing personnel and methodologies for locating presently undiscovered buried cultural resources potentially associated with ancient ground surfaces will be developed during final design.

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