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MCC/520 CRDR – Review
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Montlake Community – CRDR Review

The following is the MCC consulting parties' review of Chapter 7 of the Cultural Resource Draft Report (CRDR) dated October 2010. This review outlines both general land area and property-specific descriptions of the effects on the Montlake Community related to the 520 Project. The specific descriptions include the following three categories: the location of the property/area within the Area of Potential Effects (APE), an analysis of adverse effects/damage in accordance with Section 106 of the National Historic Preservation Act (NHPA) and specifically with Section 36 CFR part 800.5(a)1 – Protection of Historic Properties, and recommendation(s) on how to resolve adverse effects in accordance with CFR 800.6.

General:

The Montlake Community will be affected by the 520 Project as follows:

Adverse Effects

1. Air Quality

- Increased exhaust gases in atmosphere will degrade the air quality within the community
- Increased exhaust gases in the atmosphere will affect the frequency for cleaning and repainting facilities
- Increased airborne particulate raining down onto the community streets, property and buildings

2. Water Quality

- Airborne exhaust gases and particulates degrading waterways
- Project storm runoff degrades waterways
- Floating scum collects on water-borne property and causes increased maintenance

3. Visual Pollution

- Portage Bay viaduct creates a manmade visual barrier to the adjacent panoramic views and sky
- Signs and barrier walls create visual impairment of panoramic view from neighborhood

4. Noise Pollution

- Increased traffic closer to Montlake adds to the ambient roar during construction and after the project has been completed

5. Increased Traffic Congestion

- Project revisions restrict and encumber access to neighborhood

Wildlife Impacts (raccoons, beaver, ducks, geese, etc.)

Fish Impacts (degradation of fish habitat)

Endangered Species (Portage Bay crayfish)

6. Seismic Risks

- Collapse of Portage Bay viaduct could cause a tsunami effect to floating assets, for example, boats and floating homes

7. Wetlands

- Damage to waterfront park

8. Parking

- Reduction of available parking

9. Damage/Destruction

- Residences along Montlake Blvd. will be impacted by 520 Project, Option A

Area/Property Specific:

The following comments address the community's concerns. They include: (1) 19th/Lynn Haul Route, (2) E. Lake Washington Blvd. Haul Route, (3) Seattle Study – Lake Washington, (4) Seattle Study – Lake Washington Blvd. – Shelby/E. Hamlin, (5) Seattle Study – Lake Washington Blvd.(E. Shelby/E. Hamlin/Montlake Blvd., (6) Seattle Study – Lake Washington Blvd. (E. Hamlin/E. Shelby), (7) Seattle Study – Lake Washington Blvd. (E. Hamlin/E. Shelby), (8) Montlake Historic District – Project Effect from Operation.

1. CRDR Ref.: Exhibit 7-4, Page 26
Location of Property/Area: Montlake Historic District – 19th/Lynn Haul Route

Adverse Effect/Damage:

The Montlake Community Club (MCC) submitted public review comments on the potential construction haul routes proposed along local streets in the Montlake Historic District as part of our response to the Supplemental Draft Environmental Impact Statement (SDEIS, Jan 2010) for the SR 520 I-5 to Medina: Bridge Replacement and HOV Project (Montlake Community Response, 15 April 2010). In response to our comments that a haul route proposed from SR 520 via Montlake Blvd/24th Ave E and northwestward on Boyer Ave (“old proposed route”) would have unacceptable impacts to our community, WSDOT has proposed to adjust haul routes in the name of avoiding or minimizing construction impacts on the Montlake Historic District, proposing a new haul route traversing our Historic District from SR 520 via E Roanoke St/W Montlake Pl/19th Ave E/E Lynn St (“new proposed route”).

As detailed below, this new proposed route would result in equal or greater impact to the Montlake community than the old proposed route and is, therefore, also unacceptable.

1.1. Arterial designations and use. According to the Transportation Discipline Report included in the SDEIS, Seattle classifies arterials that accommodate significant freight movements through the City and to and from freight traffic generators as Major Truck Streets. The four-lane Montlake Blvd and 24th Ave E are designated Major Truck Streets. The 35-foot-wide Boyer Ave is designated a major arterial street by SDOT. In contrast, the narrower W Montlake Pl, 19th Ave E and E Lynn St used in the proposed new route are designated minor arterial streets by SDOT and, therefore, are much less suitable as truck haul routes.

1.2. Increased frequency of haul truck traffic. The old proposed route had a projected truck frequency of 11 to 12 truckloads per 10-hour day average with a peak of 50 truckloads per day, which was unacceptable. The new proposed route has a projected average frequency of 15 truckloads per 10-hour day with peaks of 160 truckloads per day, or 16 truckloads per hour (one every 3 to 4 minutes), which would cause severe changes in traffic patterns. The SDEIS justified the selection of the old proposed haul route along Montlake Blvd/24th Ave E (designated Major Truck Streets) and Boyer Ave (major arterial) by saying “the estimated number of truck trips along these arterials would be relatively low compared to overall arterial volumes” (Social Elements Discipline Report, p. 61, and Transportation Discipline Report, p. 10-25, both December 2009). This is not true for the minor arterials included in the new proposed route, even at the old route projected truckload frequency. Proposing now to also increase average day hauling truckload frequencies and more than triple peak frequencies from that previously presented in the SDEIS does not make it any less untrue and is completely unacceptable. The resulting vibration, noise, dust, traffic, and access damage and impact to our residential streets in the Historic District is also unacceptable.

1.3. Street Width of New Proposed Route. The old route along Boyer Ave involved a 35-ft wide local street. The MCC Response to the old route cited that the residential nature of Boyer was not suitable as a truck haul route. Similarly, another old proposed route (which has been reasonably removed from consideration in the current CRDR Report revision) using E Hamlin

and E Shelby involved 25-ft wide local streets, which are too narrow for safe haul route use. The residential streets of W Montlake Pl, 19th Ave E, and E Lynn St included in the new route are 32-, 25-, 32-foot wide, respectively, and thus are also not suitable as haul routes.

1.4. Distance between homes and haul route. The MCC Response to the old proposed route using E Hamlin and E Shelby (and subsequently removed from consideration following the Response) cited that many homes on those streets are within 35 feet of the street, and, therefore, the extreme noise would exceed the 86 dBA noise level allowable for haul trucks at a 50-foot distance. In addition, exposure to diesel fumes for residents on these streets would make use of those streets unacceptable. Many homes on E Lynn St and 19 Ave E along the new proposed route are within 28 feet of the street, making the new haul route even more unacceptable with respect to noise and pollutant exposure. In addition, many houses in the Lynn St area of the new route were built on uncompacted soils and are especially vulnerable to vibration. 160 large hauling trucks a day will create vibration. Years of vibration will take a toll on many of these homes – most of serious historical significance and many built in the 1920s.

1.5. Designated School Walking Route. The new proposed haul route is one block south of the Historic Montlake Elementary School along a School Walking Route designated by SDOT, including a designated school crosswalk where a large number of students must cross the new proposed haul route just north of the intersection of 19th Ave E and E Lynn St. This is already a dangerous crossing due to its proximity to the blind curve intersection (see Item 1.10), and as a haul route, it would not be feasible for children to cross on their own.

1.6. School bus routes. Multiple school bus routes exist with designated stops along the new proposed haul route, endangering small children.

1.7. Additional Danger to Children. A great many children live in the houses along the new proposed route. This does not count the children who come to the house on W Montlake Pl. This house is a daycare/school. Every weekday morning a great many families drop off children curbside along this street. Every weekday afternoon the same parents return to pick up the children. The street bend transition from E Roanoke St to W Montlake Pl adjacent to the daycare/school is already a challenging intersection for safety and the location of many traffic accidents. Finally, both a pedestrian stairway and wheelchair ramp way exist further east on W Montlake Pl serving to connect the Montlake community east of the new proposed haul route with the Montlake Playfield, Community Center, and western portion of the Montlake Historic District. All of these considerations present additional danger to children, making the new proposed route unacceptable as a haul route.

1.8. Metro Bus No. 25 route. Truck hauling impacts along the new proposed route would negatively impact patrons at stops along the route and delay connectivity between the Historic District and downtown.

1.9. Use of dangerous blind curve at 19 Ave E and E Lynn St. This 90-degree curve along the new proposed route is already dangerous to pedestrians and the site of many traffic accidents. Additional use as a haul route would exacerbate this situation, making it unsuitable as a truck haul route.

1.10. Access to Montlake Playfield. The new route would impact vehicular access by City residents and other users of Montlake Playfield by making park access via the non-arterial 18th Ave E at the intersection with E Lynn St more difficult. This is a very heavily used route to park entry.

1.11. Historical residences and buildings. The new proposed route includes 64 properties within the Montlake Historic District. 43 homes on these properties are Contributing resources to the Historic District, which makes them eligible for national registration. In addition, three homes on these properties are both Contributing resources and individually eligible for national registration and two properties (including St. Demitrios Church and one home) are individually eligible for national registration. This compares with 40 properties within the District along the old proposed route along Boyer Ave from 24th Ave E to E 16th St, of which 32 are Contributing resources. The negative impacts to historic residences and buildings along the old proposed route made that route unsuitable for truck hauling use. The new proposed route contains an even greater number of homes and buildings eligible for national registration and is, therefore, also unacceptable for use as a haul route.

1.12. Impacts to St. Demitrios Church. St. Demitrios Church is listed as eligible for national historic registration. Both the old and the new proposed haul routes would adversely affect the church services during the week and on weekends. While both the old and new proposed routes are severely impacting, Church representatives have indicated that the new proposed route is even more negatively impacting due to loss of access impacts on its large E Lynn St parking lot. The new proposed route would greatly impact parking access to its religious activities and congregation, and severely impact its revenue-producing private rental hall events and annual Greek Festival fundraiser. There is no mitigation possible that can replace resulting loss of congregation members as a result of this impact.

1.13. Misleading duration designation. Exhibit 7-4, included in the revised CRDR, presents the new proposed route and cites it graphically as “Haul Route -- Limited Duration.” However, the text of the revised document says that the new proposed route would be used for the entire 70-month project duration and does not use or define the term “limited-duration.”

1.14. Lack of public review process for new proposed route. The Project SDEIS Transportation Discipline Report (December 2009, p. 10-24 and 25) lists “the following local Seattle streets might be used as part of a haul route:” 16 streets are listed. None of the local streets included as part of the new proposed haul route are included in this list (neither E Lynn, 19th Ave E, W Montlake Pl, nor E. Roanoke St are named). Since none of these streets were cited as possible local streets that might be considered for the project, none of them were included in any of the analyses of possible haul route construction impacts included in the SDEIS and public review process. Therefore, the public at large (including residents and other community entities along the new proposed route) has not been served public notice of this proposed route change nor provided the required public review process.

Changes made to the proposed project that reduce negative impacts in response to SDEIS public review comments are permitted in the public review process which culminates in a Final EIS for the project (e.g., from p.7-32 of the revised CRDR, “Construction impacts on the [Roanoke Park]

historic district have been reduced compared to those of the design options evaluated in the SDEIS....”). Changes made that increase negative impacts after the public review comment period are not permitted without additional opportunity for full public notice and review/comment process. Such opportunity has not been provided.

Resolution:

The above Adverse Effects/Damage shall be resolved by use of an alternate haul route to and from the 520 main staging area (MOHAI) via 520/I-5/45th/University Bridge to staging areas on Boyer Ave. and E. Roanoke St., or other alternate route established prior to construction that has less impact than the new proposed route, in order to avoid using as haul routes local residential streets of the Montlake Historic District.

Item: 2

Location of Property/Area: Montlake Historic District – Programmatic Agreement (PA).

In addition to the conditions cited for inclusion in the Montlake Historic District PA (revised draft CRDR p. 7-77), conditions, at a minimum, shall also include: Montlake Historic District consultation in the development of a hauling route review plan (including final route(s) selection in consultation with SDOT, and details regarding duration and timing) to achieve hauling route impact minimization and equitability; consultation on noise minimization measures; and participation in traffic management planning (similar to conditions granted to the Arboretum and Botanical Garden Committee on revised draft CRDR p. 7-79).

2. CRDR Ref.: Exhibit 7-4, Page 26
Location of Property/Area: Montlake Historic District – E. Lake Washington Blvd. Haul Route
1. (1) Diminishes the integrity of the property both as a result of the project and during construction, resulting from change (increase) in traffic and change in type of traffic (heavy construction vehicles) due to [a] construction vehicle traffic on E. Lake Washington Blvd. (proposed haul route) during construction, [b] vastly increased traffic (from approximately 5,000 cars/day at present to 20,000 cars/day as a result of the project’s new 24th Ave. E. overpass southbound exit to E. Lake Wash. Blvd.).
 2. (2) Damage to property due to excessive vibration during construction phase (see #4 below).
 3. (5) Change of the character of property’s use of physical features within the property’s setting. Presently, households (including children and disabled persons) in the Roanoke St./Royal Ct./E. Lake Wash. Blvd. neighborhood have pedestrian access to the northern parts of the Arboretum. This access will no longer be available, both during the construction and as a result of the project, thus severely affecting the quality of life in this neighborhood. There is also the potential loss of parking both during construction and as a result of the project.
 4. (6) Introduction of visual, atmospheric or audible elements, i.e. noise, vibration and air contamination. Because E. Lake Wash. Blvd. is a proposed haul route, there will be increased noise, vibration, and air contamination. Furthermore, as a result of the project, with the increase

in traffic (see [1] above), there will be permanent increased noise and air contamination. Persons with asthma, including children, live close to or on E. Lake Wash. Blvd. Both the proposed haul route and the project's new 24th Ave. E. overpass southbound exit will result in unlivable conditions.

3. CRDR Ref.: ID #239, Page 41
Location of Property/Area: Lake Washington Blvd.

Adverse Effect/Damage:

Lake Washington Blvd. is eligible for listing in the NRHP under Criterion A for its association with the Olmsted Brothers' plan for parks and parkways in Seattle. Where it falls within the boundaries of the Montlake Historic District, it is a contributing element to that district. The portion of the boulevard within the Washington Park Arboretum also contributes to that historic property.

The Preferred Alternative makes physical changes to Lake Washington Blvd. It requires the removal of all or part of one of the Montlake Blvd. medians between E. Hamlin St. and SR 520. It also includes the addition of a new planted median and the widening of Lake Washington Blvd. in the section between Montlake Blvd. and where Lake Washington Blvd. curves to the south. This area would be south of the new Montlake lid. The existing south curb of the eastbound lane would remain in place, and the westbound lane would move to the north side of the new planted median. At the intersection with E. Montlake Blvd., there would be an added right turn lane to the north of the westbound lane. Although construction activities would take place on the roadway to make these changes, the historic alignment of Lake Washington Blvd. would be maintained. The roadway materials, sidewalks, light standards and other features have been replaced or upgraded as a part of regular maintenance, so the primary physical integrity lies in the location and alignment of the roadway. Integrity of workmanship and materials has already been lost.

Resolution:

(The workmanship and material can be replaced without the need to widen the road.)

Its association with the Olmsted plan would not be diminished, and the intact characteristics of the historic transportation facility—location, alignment and design—would remain.

4. CRDR Ref.: Page 7-42, Lines 13-30
Location of Property/Area: E. Shelby/E. Hamlin/Montlake Blvd.

Adverse Effect/Damage:

Construction of second bascule bridge/ Adverse effects for the residents of E. Shelby and Montlake Blvd. will be the diminishment of the integrity of the property of their property as a result of the project during construction (noise day and night, fumes, dust, visual blight and intrusion, vibration, bright lights for night work, blocked access to homes on E. Hamlin and E. Shelby) and traffic backed up on Montlake after construction is completed waiting to get through

the stop light at Pacific Ave. which will be the choke point for four lanes of traffic crossing the two bridges northbound funneling into two lanes of traffic at the light. All of these adverse effects and demolishing two houses and placing several others much closer to Montlake Blvd. at the new bridge seems like a steep price for the neighborhood to pay for the convenience of bikers and the motorists who will be stalled on the bridges unless northbound Montlake is widened past Edmundson Pavilion.

Resolution:

Don't build the bridge. Or, at least, build well-designed, aesthetically attractive, permanent and solid sound walls between the bridge and the immediate homes on Montlake Blvd. and E. Shelby St. Do not do construction work at night. Do not allow construction workers to park on E. Hamlin and E. Shelby. Do not use E. Hamlin and E. Shelby for haul routes for bridge construction. Replace the historic stairs that are currently on the east side of the Montlake Bridge that go from Montlake Blvd. to the pathway along the Montlake Cut with stairs of the same design that will do the same except that one set of stairs will be on the west side of the old bascule bridge and the other will be on the east side of the new bascule bridge.

5. CRDR Ref.: Page 7-43, Line 22
Location of Property/Area: Montlake Blvd.

Adverse Effect/Damage:

Converting Montlake Blvd. median to roadway/Adverse effects include noise, pollution, lights if work is done at night.

Resolution:

Build the same sound walls described above along Montlake Blvd. from E. Hamlin to the Montlake Cut on the west and east sides of the Boulevard. And do so prior to starting construction of any kind on the 520 project. With some imagination the walls could give the E. Hamlin/E. Shelby streets entrances reminiscent of the Windermere entrance.

6. CRDR Ref.: Page 7-45, Lines 29-31
Location of Property/Area: E. Hamlin/E. Shelby

Adverse Effect/Damage

Demolition of Mohai/Adverse effect: Introduction of visual, atmospheric and audible elements (vibration, dust, air pollutants, noise, glare of lights). Also, diminish the property as a result of the project during construction due to noise and increased truck traffic on the two neighborhood streets.

Resolution

Prior to starting the project construct a solid, aesthetically designed, high sound wall between the Mohai staging area and the houses on E. Hamlin, E. Park and E. Shelby that will be impacted. Build it to extend from 520 to the Montlake Cut. Abide by reasonable hours of operation (8:00 a.m. to 5:00 p.m. weekdays and 9:00 a.m. to 5:00 p.m. weekends).

7. CRDR Ref.: Page 7-45, Lines 27-39
Location of Property/Area: E. Hamlin/E. Shelby

Adverse Effect/Damage

Staging area at Mohai/Adverse effects: Introduction of visual, atmospheric and audible elements (vibration, dust, noise, air pollutants, glare of lights for 24 hour use of facility). Also diminish the property as mentioned above.

Resolution

Sound wall as above. Do not change E. Hamlin/ E. Shelby to haul routes for the staging area. Do not punch through the east ends of E. Hamlin and E. Shelby to make these streets direct access routes for contractors to the staging area. Also, prior to starting construction, build a sound wall between the 520/Montlake Blvd. westbound exit and the southern boundaries of the E. Hamlin homes from Montlake Blvd. to the eastern edge of the Montlake lid. All homes in the E. Hamlin/E. Shelby neighborhood will be discolored by soot, exhaust and dust. They will all need to be repainted when the 520 project is finished.

8. CRDR Ref.: Exhibit 7-17, Page 7-84
Location of Property/Area: Montlake Historic District – Project Effects from Operation
Lake Washington Blvd.

Adverse Effect/Damage

A. Changes in Traffic Patterns: Significant increase in traffic after construction is complete

While there may be an effort to reduce the flow of traffic through the arboretum, there is no reasonable assessment in the report specifically considering the section of Lake Washington Blvd E from the existing onramp intersection, north to the westward curve towards the Hop In (north section of LWB). The removal of the current onramps will result in a significant number of cars that currently head east on 520 via these onramps, instead driving along the north section of LWB to access the 520. As is currently witnessed at times when the Montlake Bridge is raised, significant traffic prevents access to and from residential drive ways. Standing traffic in this residential area will create air / pollution issues for significant periods during peak periods. During traffic backups today, cars frequently make blind, illegal turns, driving on the wrong side of the street to turn west on E. Miller. This occurs as children are walking to and from school. Access to the park / green opposite E. Miller space will be more dangerous for residents, especially children.

B. Changes in Traffic Patterns: Significant increase in traffic during construction

All traffic accessing the major staging area at the current arboretum on ramps will use Lake Washington Blvd. E., creating noise, vibration and blocked traffic for an extended period during construction. This staging area is planned to operate constantly for large equipment.

C. Alteration of Property: Very high likelihood of damage due to vibration during and after construction.

Many of the properties along Lake Washington Blvd. E., including 2511, are susceptible to damage linked to stabilization changes. The brick structures are likely to crack. Foundations are likely to require repair due to significant settling caused by truck vibration during construction, and significant traffic after construction.

D. Introduction of visual, atmospheric and audible elements: During and after construction

During construction the main staging area by the current arboretum onramps will operate a high percentage of the time, both day and night. The staging area will produce noise, vibration, night lights and traffic. This staging area is 200 feet from my front door, and is visible from many east facing windows. Noise and lighting at night may prevent my 3 school age children from sleeping for an extended period. Increased commuter traffic will have a visual and audible impact after construction, significantly reducing property value.

Resolution

Change project effects from No Adverse to Adverse Effect

Marsha,
Thanks for the opportunity to share our concerns.

Sincerely,



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cc: Dr. Allyson Brooks, DAHP
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Acknowledgements:

The above review is based on the involvement of the Montlake Community 520 CRDR Committee, with area/property-specific comments by Kathryn Buchanan, Martha Sinkler, John O'Neil, Dick Dunn, Stuart Jamieson and the neighbors of the E. Lake Washington Blvd. area.