4.12 Cultural Resources

The cultural resources analysis included conducting background research, two phases of archaeological survey, and a reconnaissance-level architectural history survey of previously undocumented buildings, structures, and objects 45 years old or older in the Project site Area of Impacts (AI). While National Register of Historic Places (NRHP) eligibility is generally limited to resources 50 years old or older, this analysis uses a 45-year cutoff to cover resources that will reach the age of 50 years by the time the Project is constructed. The archaeological survey was completed within the footprint of disturbance, and the architectural history survey was completed within four parcels that contained built-environment resources. No archaeological resources were identified during the survey. Four historic built environment resources were documented, one of which is recommended eligible for listing in the NRHP, Washington Heritage Register (WHR), and Pierce County Register of Historic Places (PCRHP), and the remaining three resources are recommended not eligible for local, state, or national registers of historic places. The full results of the cultural resources field survey are presented in Appendix F.

4.12.1 Study Area

The AI is defined as the areas in which Project activities have the potential to impact cultural resources, should any be present. The AI includes the combined footprint of the Project and all locations where ground disturbance would occur (Figure 3-2). The study area of the proposed Project encompasses the AI, which includes the proposed seven warehouse buildings with associated grading, paved parking, and related infrastructure that would impact a total of 126 acres of a 188-acre property. Ground disturbance would include leveling and clearing, installation of utilities, and construction of the seven buildings and associated landscaping. Prior to this review, no cultural resources were recorded within the AI. Four cultural resources surveys have been conducted within the AI parcels and found no cultural resources (Gill and Berger 2007; McClintock et al. 2013, 2014; Flenniken and Trautman 2015; Durkin et al. 2021).

4.12.2 Relevant Plans, Policies, and Regulations

The Project requires compliance with SEPA, which is a process to understand the impacts on the environment, including cultural resources, that result from decisions made by Washington State (RCW Ch. 197-11). Compliance with RCW 27.44 (Indian Grave and Records) and RCW 27.53 (Archaeological Sites and Resources) is required. Additionally, compliance is also required with Title 18S.30.020 PCC (Archaeological, Cultural and Historic Resources) and the Pierce County Comprehensive Plan (Table 4-63).

Table 4-63. Pierce County Comprehensive Plan Policies for Cultural Resources

Select goals and policies from the Pierce County Comprehensive Plan related to cultural resources are listed below.
Cultural Resources Element *Identification* Goal CR-1. Identify, protect, and enhance historic properties and cultural landscapes throughout unincorporated Pierce County. • Policy CR-1.1. Use current professional standards for cultural resource management of historic properties *Protection*

Goal CR-2. Recognize the importance of resources that reflect the uniqueness and diversity of Pierce County in surveys, inventories, and local, state, and national registration programs.

Goal CR-3. Protect cultural resources through land use actions.

- Policy CR-3.1. Consider cultural resources as part of initial Project planning, review, and development.
- Policy CR-3.2. Develop and enforce protections for cultural resources.
- Policy CR-3.3. Protect sacred sites to preserve people's cultural roots and connections to the past.

While the City of Puyallup is serving as the lead agency on this EIS review, the Project site is located in unincorporated Pierce County, within the City's UGA and adjacent to Puyallup's corporate limits.

National Register of Historic Places Criteria for Evaluation

The criteria for listing a property in the NRHP require that, in addition to a site, building, structure, object, or district being more than 50 years of age and possessing integrity, it must meet at least one of the following criteria (NPS 1997), outlined in 36 CFR 60.4:

- Property is associated with events that have made a significant contribution to the broad patterns of our history; or
- Property is associated with the lives of persons significant in our past; or
- 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 represents a significant and distinguishable entity whose components lack individual distinction; or
- Property has yielded, or is likely to yield, information important in prehistory or history.

In addition to possessing significance under at least one of the criteria listed above, a property must retain integrity, which is a measure of how a property conveys its significance. To retain integrity, a property must retain several, if not all, of the following seven aspects:

- **Location**: the place where the property was constructed or the place where the historic event occurred.
- **Design**: the combination of elements that create the form, plan, space, structure, and style of a property.
- **Setting**: the physical environment of a historic property.
- **Materials**: the physical elements that were combined or deposited during a particular period of time, and in a particular pattern or configuration, to form a historic property.
- **Workmanship**: the physical evidence of the crafts of a particular culture or people during any given period in history or prehistory.
- **Feeling**: a property's expression of the aesthetic or historic sense of a particular period of time.
- **Association**: the direct link between an important historic event or person and a historic property.

Washington Heritage Register Criteria for Evaluation

Sites that are listed in the NRHP are automatically added to the WHR (WAC 25-12); as such, a separate nomination is not needed. Additionally, to be independently eligible for listing in the WHR, a building, site, structure, or object must meet the following criteria (DAHP 2021):

- The resource must be at least 50 years old. If newer, the resource should have documented exceptional significance.
- The resource should have a high to medium level of integrity (i.e., it should retain important character-defining features from its historic period of construction).
- The resource should have documented historical significance at the local, state, or federal level.
- ACHP review and listing require the consent of the owner (DAHP 2021).

Pierce County Register of Historic Places Criteria for Evaluation

A property must be at least 50 years of age, although exceptions may be allowed for special resources, and possess the quality of significance in American history, architecture, archaeology, and culture and have integrity of location, design, setting, materials, workmanship, feeling, and association. The property must meet one or more of the following criteria:

1. It is associated with events that have made a significant contribution to the broad patterns of our history; or
2. It is associated with the lives of persons significant in Pierce County's past; or
3. It embodies the distinctive characteristics of a type, period, or method of construction or represents the distinguishable entity whose components may lack individual distinction; or
4. It has yielded or may be likely to yield information important in prehistory or history (Pierce County 2021c).

Puyallup Register of Historic Places

The City Puyallup's Municipal Code Chapter 21.22.025 Puyallup Register of Historic Places (PRHP) outlines the process for determining designation on the Register. Any building, structure, site, object, or district may be designated for inclusion in the PRHP if it meets the requirements provided for as noted below:

> (a) It is significantly associated with the history, architecture, archaeology, engineering, or cultural heritage of the community;
>
> (b) It has integrity;
>
> (c) It is at least 50 years old or is of lesser age and has exceptional importance; and
>
> (d) It falls in at least one of the following categories:
>
> (i) Is associated with events that have made a significant contribution to the broad patterns of national, state, or local history;

(ii) Embodies the distinctive architectural characteristics of a type, period, style, or method of design or construction, or represents a significant and distinguishable entity whose components may lack individual distinction;

(iii) Is an outstanding work of a designer, builder, or architect who has made a substantial contribution to the art;

(iv) Exemplifies or reflects special elements of the city's cultural, social, economic, political, aesthetic, engineering, or architectural history;

(v) Is associated with the lives of persons significant in national, state, or local history;

(vi) Has yielded or may be likely to yield important archaeological information related to history or prehistory;

(vii) Is a building or structure removed from its original location but which is significant primarily for architectural value, or which is the only surviving structure significantly associated with a historic person or event;

(viii) Is a birthplace or grave of a historical figure of outstanding importance and is the only surviving structure or site associated with that person;

(ix) Is a cemetery which derives its primary significance from age, from distinctive design features, or from association with historic events, or cultural patterns;

(x) Is a reconstructed building that has been executed in a historically accurate manner on the original site; or

(xi) Is a creative and unique example of folk architecture and design created by persons not formally trained in the architectural or design professions, and which does not fit into formal architectural or historical categories.

4.12.3 Affected Environment

Background Research

Four cultural resource surveys have been conducted within the AI parcels and found no cultural resources (Gill and Berger 2007; McClintock et al. 2013, 2014; Flenniken and Trautman 2015; Durkin et al. 2021). Other cultural resources studies conducted within 0.5 mile of the AI were associated with developing recreational trails (Cole 2002; Shong and Miss 2003; Hartmann 2010), a wastewater treatment plant expansion (Piper 2014; Shong and Piper 2014), building construction, and transportation projects (Baldwin and Chambers 2014; Arthur 2016; Mueller 2016; Stipe 2016; Baldwin 2018; Elliot and Mayer 2019). No cultural resources were found. Finally, a sewer system upgrade in the city of Sumner identified historic-period archaeological site 45PI01415 (Baldwin 2017).

Two previously recorded archaeological sites are located within 0.5 mile of the AI. Site 45PI01360, a 1.5-mile segment of the Cascade Junction Wilkeson Branch of the North Pacific & Cascade Railroad that was abandoned in 1984, is approximately 0.4 mile south of the AI. Site 45PI01415 is located approximately 0.3 mile northeast of the AI. The site is a large historic-period domestic dump comprising artifacts

manufactured between 1900 and 1970 (Paton and Hanson 2016; Baldwin 2017). Neither site has been evaluated for eligibility for listing in the NRHP.

There are no historic buildings, structures, or objects listed in the NRHP or WHR within 0.5 mile of the AI. Additionally, there are no resources listed on the Pierce County or Puyallup registers of historic places within 0.5 mile of the AI. Finally, there are no documented cemeteries within 0.5 mile of the AI (Durkin et al. 2021).

The DAHP predictive model for archaeological sites categorizes the location of the AI as an area with Very High Risk to High Risk for archaeological resources. In general, the southern and eastern portions of the AI are classified as Very High Risk, while the High-Risk areas are in the north and east portions of the AI.

Environmental Context

Topography and Geology

Recurring episodes of glaciation have changed the topography of the Puget Sound region during the Pleistocene epoch, between 18,000 and 15,000 years ago. The Puget Lobe of the Cordilleran icecap scoured and covered the region, making several advances and retreats (Porter and Swanson 1998; Pielou 2008). The last phase of this glaciation was the Vashon Stade (Franklin and Dyrness 1973; Orr and Orr 2002).

The AI is in the Puget Trough Physiographic region, which runs from the border of Canada to the Willamette Valley of Oregon (Franklin and Dyrness 1973; Pojar and Mackinnon 2004). Today the Puget Trough is characterized by rolling hills with rivers, lakes, and inlets, an area approximately 2,000 square miles in size. The Puget Trough was carved out and shaped by thousands of years of glacial, sedimentary, and volcanic activity. Subduction of tectonic plates and processes of coastal uplift provided a back-and-forth effect that raised the Coastal Range, which includes the Olympic Mountains, and lowered the interior areas, forming the Puget Lowland or Puget Trough. Glacial activity and the resulting floods when the glaciers melted caused the area to be scoured and carved (Orr and Orr 2002). This resulted in the formation of north-south trending ridges interspersed with drainages in the Puget Sound area (Porter and Swanson 1998). Glacial outwash materials accumulated in thick layers atop older bedrock. Human occupation could have occurred in the Project site after the retreat of the glaciers, by approximately 14,000 years ago.

The surface geology in the AI is described as a Holocene Alluvium described as loose, stratified to massively bedded fluvial silt, sand, and gravel (Schuster et al. 2015). A 2015 geotechnical engineering study conducted for the Project described the soils within the AI as a thin layer of topsoil transitioning to alluvial sand and silt deposits, with many of the pits containing wood fragments and small organic materials (Riegel and Campbell 2015). The majority of the soil within the AI is part of the Briscot soil series. A typical soil profile of this series is a dark grayish-brown silty loam from 0 to 22 centimeters below the surface (cmbs), then a grayish-brown silt loam with large prominent redox concentrations from 22 to 43 cmbs, and then a grayish-brown finely stratified silt loam, fine sand, and fine sandy loam with large prominent redox concentrations from 43 to 150 cmbs. The Briscot series forms in recent

alluvium on floodplains (NRCS 2020). Other soils series present in small sections of the AI include Sultan silt loam in the northwest corner of the AI, Pilchuck fine sand along the banks of the Puyallup River, and Puyallup fine sandy loam along the eastern boundary of the AI (NRCS 2020).

Climate and Vegetation

Between 12,000 and 7,000 years ago, major climate changes occurred throughout western Washington, resulting in a warmer, drier climate than today's climate (Whitlock 1992). Shifts occurred between 6,000 and 5,000 years ago, causing a cooler, moister climate and altered the vegetation across the landscape. Mosaic-forest parkland shifted to a closed-canopy forest, much like that of today. Typically, the current Pacific Northwest climate is one of cool summers and wet, mild winters (Suttles 1990).

Today, western Washington is part of the *Tsuga heterophylla* (western hemlock) vegetation zone. This vegetation zone has a wet, mild maritime climate. Latitude, elevation, and relative location to the mountain ranges can affect climatic variations within this zone (Franklin and Dyrness 1973). Lying in the rainshadow of the Olympic Mountains, the area typically has a current precipitation range from 80 to 90 centimeters annually (Franklin and Dyrness 1973).

Dominant tree species in this vegetation zone include Douglas-fir (*Pseudotsuga menziesii*), western hemlock, and western red cedar (Pojar and Mackinnon 2004). Grand fir (*Abies grandis*), Sitka spruce (*Picea sitchensis*), and western white pine (*Pinus monticola*) are less common, but still present (Franklin and Dyrness 1973; Barnosky et al. 1987; Brubaker 1991; Whitlock 1992). Secondary species include red alder and big-leaf maple (Franklin and Dyrness 1973). Historic-period and modern use of the AI has likely allowed vegetation that thrives in disturbed soils (i.e., blackberry and Scotch broom) to flourish.

Fauna

During prehistoric and ethnographic times, fauna were plentiful and diverse, depending on microenvironments in the vicinity of the AI. Large mammals would have included deer (*Odocoileus hemionus*), elk (*Cervus canadensis*), black bear (*Ursus americanus*), mountain lion (i.e., cougar, *Felis concolor*), and coyote (*Canis latrans*). Medium and small mammals consisted of red fox (*Vulpes vulpes*), snowshoe hare (*Lepus americanus*), porcupine (*Erethizon dorsatum*), raccoon (*Procyon lotor*), and weasel (*Mustela frenata*) (Larrison 1967; Kruckeberg 1991).

Riverine and lacustrine species in the lower Puget Sound and Puyallup River would have consisted of all five species of salmon, freshwater fish (e.g., trout [*Oncorhynchus* sp.], whitefish [*Coregonus* sp.], and eels [*Anguillidae* sp.]), otter (*Lutra candensis*), muskrat (*Ondatra zibethica*), beaver (*Castor canadensis*), and waterfowl (*Aix* and *Anas* sp.) (Larrison 1967; Suttles and Lane 1990; Kruckeberg 1991). Important shellfish species included butter clam (*Saxidomus giganteus*), littleneck clam (*Protothaca staminea*), horse clam (*Schizotherus nuttalli, S. capax*), geoduck (*Panopea generosa*), thin-shelled clam (*Protothaca tenerrima*), razor clam (*Siliqua patula*), and bay mussel (*Mytilus edulis*) (Suttles 1990).

Cultural Context

Precontact Context

The Project is located within the Southwestern Coast Salish region of the Northwest Coast culture area (Ames and Maschner 1999). Several cultural chronologies have been formulated for this region, each

based on a different set of archaeological sites depending on the scale of the analysis and the availability of data at the time.

In general, people in western Washington are thought to have used an increasing number and diversity of plant and animal resources during the Archaic Period (12,500–6,400 years before present [BP]). Archaeological data indicate that this period is characterized by broad-spectrum foraging economies emphasizing terrestrial resources associated with the oak woodland and savanna. Lithic tools include dart points that were hafted for use with an atlatl or throwing-stick. The Bear Creek Site (45KI839) in Redmond dates to between 8,000 and 12,000 years old. This early Holocene stratum contained evidence of salmon harvesting as well as large mammal hunting (Kopperl et al. 2016). Toward the end of the Archaic period, hunting and gathering shifted to more extensive use of riverine resources, as these resources were enhanced by changes in the environment that stabilized river gradients and flows, leading to the cultural changes of the Pacific Period (6,400–200 BP) (Ames and Maschner 1999).

Early Pacific Period (6,400–3,700 BP) technological adaptations reflect a shift from subsistence emphasis on terrestrial mammals to marine mammals, fish, and shellfish indicated by a diversity of bone and antler tools, including barbed points for harpoons. Woodworking tools include groundstone celts and mauls (Ames and Maschner 1999). Shell middens have been found dating to this period, including the DuPont Southwest Site (45PI72) overlooking the Nisqually Reach that dates to at least 5,200 years ago (Wessen 1989), and the West Point Site Complex (Sites 45KI429 and 45KI429) in Seattle that dates to at least 4,250 years ago (Larson and Lewarch 1995).

The Middle Pacific Period (3,700–2,400 BP) is marked by the introduction of plank houses and plank-house villages, evidence for the accumulation of wealth and social inequality that continued into the historic period. Storage pit features at some sites indicate that food storage was important (Ames and Maschner 1999). Villages tended to be located in coastal areas and near the mouths of major rivers such as the Duwamish No. 1 Site (45KI23) in Seattle and the Tualdad Altu Site (45KI59) in Renton (Campbell 1981; Chatters et al. 1990).

Archaeological data suggest that Late Pacific Period (2,400–200 BP) cultures were similar to those observed in early historic times. Changes within the Late Pacific Period include increasingly specialized subsistence patterns focused on seasonally abundant food resources (especially camas and salmon) and technologies for preserving and storing these foods for use in winter. Changes in the lithic technology include the introduction of small, notched projectile points, indicating the adoption of bow and arrow technology (Ames and Maschner 1999).

Ethnohistoric Context

The AI is in the traditional territory of the Puyallup Indian Tribe, a subgroup of the Southern Coast Salish (Smith 1940; Carpenter 2002). The Southern Coast Salish comprised two language groups, the Twana and the Lushootseed (further subdivided into Northern and Southern groups). The Puyallup were part of the Southern Lushootseed dialect group (Suttles and Lane 1990). These groups followed the general Southern Coast Salish subsistence and settlement pattern.

The ethnographically recorded lifeways centered around making seasonal rounds based on resource availability. Winter villages would have been semi-permanent to permanent locations with large cedar plank dwellings, spacious enough for several families to share, typically 100–200 feet long. The houses were built from cedar planks split from tree trunks by the use of elk horn wedges and the boards were smoothed with adzes (Carpenter 1986). The Lower Coast Salish groups placed wall boards horizontally within the longhouses and used twisted cedar twigs to tie them to the vertical pole framework (Haeberlin and Gunther 1930). Small partition walls of mats were incorporated into the winter village longhouses to give each family privacy (Haeberlin and Gunther 1930). Seasonal campsites were used during the spring, summer, and autumn, when groups traveled to hunting, fishing, and berry picking grounds. Seasonal campsite dwellings had pole frames covered with mats (Carpenter 1986; Suttles and Lane 1990). The typical Puyallup summer dwelling was either tipi-shaped or square. A frame of poles was lashed together at the top and covered with mats, which were tied with dried cattail rushes (Haeberlin and Gunther 1930).

Subsistence strategies were also based on seasonal rounds, where small task groups would travel to specific resource locations to hunt, fish, and gather plants and other materials, such as stone for lithic tools. Blacktailed deer and elk were the most important terrestrial animals. All five species of salmon, along with other fish, were caught using seines, gill nets, weirs, and traps (Suttles and Lane 1990). Winter fishing was often done in the Puyallup River, and this territory was shared with the Nisqually (Haeberlin and Gunther 1930). Waterfowl and shellfish were important resources as well (Belcher 1985; Suttles and Lane 1990). A variety of plants was commonly used by the Southern Coast Salish groups (e.g., roots, bulbs, sprouts, nuts). Acorn processing was common for the Puyallup (Haeberlin and Gunther 1930). A diverse array of berries was also noted by Gunther (1945), including blackberry, elderberry, salmonberry, thimbleberry, blackcap, salal berry, huckleberry, and blueberry. The Puyallup shared berry picking grounds with the Nisqually (Haeberlin and Gunther 1930). Camas and other roots were important staples that were dug on the Nisqually prairie (Haeberlin and Gunther 1930; Carpenter 1986).

The nearest ethnographically recorded village is st¢Á, which translates to “something pulled” located along the White River north of Sumner, approximately 0.75 mile north of the AI (Hilbert et al. 2001). When the river, then known as the Stuck River, changed course, the village was moved south to the confluence of the White and Puyallup rivers (approximately 0.7 mile northwest of the AI) (Smith 1940). The confluence of the White and Puyallup rivers is known as st¢Áucid, which translates to “pulled mouth; pulled opening; pulled river mouth” (Hilbert et al. 2001). The town of Sumner is ¨i¨istalb, which translates to “sandy,” and the town of Puyallup is sïil¢çac, which translates to “strawberry plant” (Hilbert et al. 2001). To the north of the AI, a depression on the top of the plateau likely used to snare deer was known as a€abid, which translates to “dig something” (Hilbert et al. 2001). Other ethnographically recorded place names have been recorded along the Puyallup River, to the east of the AI. A place along the Puyallup River at the town of McMillian, approximately 4 miles south of the AI, is known as ñùay€ac, which translates to “where dog salmon grow.” Another place along the river, north of Orting, approximately 8 miles south of the AI, is known as ¨¢¿¨¢¿i, which translates to “horse tail roots” (Hilbert et al. 2001).

Historic-Period Context

In 1833, Dr. William F. Tolmie visited the Puyallup Valley as part of his work with the Hudson's Bay Company trappers. He is believed to be the first Euroamerican visitor to the region. By 1846, the Oregon Treaty between England and United States ceded the Northwest to the Americans, and in 1850, with the federal Donation Land Act, Euroamerican settlement increased. In 1853, a wagon train on its way to the Puget Sound came northwest of the Oregon Trail and over Naches Pass to the Puyallup Valley (Becker 2006; Chesley 2008). The first American settlers were impressed with the valley's rich soil and began to build their homes on the ancestral lands of the Puyallup Tribe (Price and Anderson 2002).

While the Puyallup peoples and the first Euroamerican settlers formed cooperative relationships, this early peace was soon broken. In 1854, Washington Territory's first territorial governor, Isaac I. Stevens, convinced 62 leaders of Northwest Native American tribes to sign the Medicine Creek Treaty, ceding their rights to approximately 2.24 million acres of land. In exchange, the Puyallup Tribe received guaranteed hunting and fishing rights along with 1,280 acres for the Puyallup Reservation and cash stipends over ten years (Chesley 2008). The reservation lands proved woefully insufficient, and the resulting Indian Wars of 1855–1856 stalled Euroamerican settlement in the region, but only briefly (Becker 2006; Douglas 2016).

In the 1860s, the rich river valley quickly attracted farmers who recognized the region's agricultural potential, including Ezra Meeker, who arrived with his family in 1862. In 1865, when Charles Wood first brought hops to the region, the Meeker family was quick to acquire some of the roots for planting. Hops, integral to brewing, thrived in the Puyallup River Valley, and the Meekers were excellent salespeople, quickly marketing their crops overseas. As a successful hop grower, Ezra Meeker carved 20 acres from his farm in 1877 and platted the new town of Puyallup. At the same time, the Northern Pacific Railway was constructing a new railroad southwest of the Puyallup River, connecting Tacoma and Wilkeson as part of its transcontinental route. The new railroad faced financial difficulties but would eventually open up the Puget Sound to the nation's East Coast, providing shipping for local products and spurring the growth of commercial centers such as Tacoma (Robertson 1995).

The earliest created maps that included the AI were cadastral surveys. These surveys were conducted under the Land Ordinance of 1785 to divide the land in the United States and establish plots to be sold. The surveyors, working for the General Land Office (GLO), produced plats that document the landscape and some cultural features that were present at the time of each survey. The first of these surveys done in Pierce County took place in 1864. At that time, only two homesteads were recorded in the vicinity of the AI. R.S. More's property overlaps with the AI, and I. Woolery's property was to the east, in the vicinity of the current Sumner Cemetery (U.S. Surveyor General [USSG] 1864).

In 1889, Frederick G. Plummer published a Pierce County atlas. His map showed multiple residents around the area most likely farming. Two railroads were built between 1874 and 1889. One aligned northeast-southwest, less than 0.1 mile west of the AI, and the other east-west, less than 0.1 mile south of the AI. Both of these railroads are still present and operational today. Additionally, a new road system was built through the area. J.G. Williams and F.A. Clark obtained previously empty plots in the AI (Plummer 1889).

By 1891, the *New York Times* reported that hops farming in the Puyallup River Valley was responsible for bringing $20 million into the state and employing 15,000 people. The next year, the crop was crushed. Hop lice invaded Puyallup farms and decimated crops throughout the region, including Meeker's. Farmers unable to recover their hops fortunes turned instead to blackberries, raspberries, strawberries, and loganberries, which were developed in the region. The valley and the region also became known for its profusion of flower bulbs, including daffodil. Poultry and dairy farms added to the agricultural growth of the valley (BOLA 2007; Chesley 2008).

In 1900, Puyallup hosted its first "Valley Fair" to show off its local produce. This annual event would later grow into the Washington State Fair. By 1912, the Puyallup and Sumner Fruitgrowers' Association would claim a total of 1,300 members. The association's cannery had by then preserved almost 3 million pounds of produce (Price and Anderson 2002; Becker 2006).

While the Puyallup River Valley was home to fertile farmland, it was also subject to regular flooding. Pierce and King counties regularly partnered on flood control measures beginning in the early twentieth century. They began constructing levies and diversion dams and re-channelized the valley's many tributaries. In the 1930s, the USACE constructed the Mud Mountain Retarding Dam on the upper reaches of the White River to further control flooding and then went on to re-channel more than 2 miles of the Puyallup River (BOLA 2007; Pierce County Public Works Department 2013; Ott 2016).

While the valley was subject to flooding, the region's damp valley climate also proved perfect for cultivating daffodils. In 1926, Charles Orton, brother of E.C. Orton, invited local civic leaders from towns throughout western Washington to visit his estate and view the daffodils in bloom. By 1927, the valley, home to the Puyallup Valley Bulb Exchange, was producing 23 million bulbs. Just 2 years later, the total was 60 million, and local residents would go on to use bulbs as currency during the Great Depression. Since 1934, the region has been celebrating the daffodil harvest with a series of events, including the Daffodil Parade, which has since grown into the Daffodil Festival (Chesley 2007).

The Puyallup Valley, like many agricultural areas, had boosted crop production for World War I, but saw a slow and painful decline during the Great Depression. Not until World War II would farmers ramp up production again. In the 1940s, as industry boomed throughout the Puget Sound, the Puyallup Valley contributed to the war effort, as did other local industries. The Boeing Company alone required 7,500 additional staff just to meet government contracts (Price and Anderson 2002). While the Puget Sound region ramped up local production, it also suffered profound effects from the forced incarceration of Japanese Americans.

In 1942, following President Franklin D. Roosevelt's Executive Order 9066, the West Coast's Japanese Americans were forced into assembly areas, including the Puyallup Assembly Center, hastily erected in the Puyallup fairgrounds. From the Puyallup Assembly Center, also known as Camp Harmony, 7,500 Japanese Americans were sent to inland prison camps for the duration of the war. Incarceration disrupted lives, businesses, and educational trajectories, and split friends and family. It permanently altered the demographics of the region, as not all families, many of whom were successful farmers in Pierce and King Counties, chose to return to the West after the war (Price and Anderson 2002; Fiset 2008).

In the late 1940s, the Puget Sound region, including the Puyallup Valley, received returning servicemen anxious to start families and return to civilian jobs. The post-war years saw new construction, improvements to local roadways, and continued narrowing and straightening of the Puyallup River. The rail line through Puyallup that linked Tacoma and Seattle fell out of favor in the 1940s as trucking grew in popularity (Price and Anderson 2002).

By 1951, the closest cities to the AI, Meeker and Sumner, were highly developed. The road systems in the valley became more complex, and residential plots became smaller (Metsker 1951). Within the AI, the well-known farmer E.C. Orton owned a large plot on which he was famous for producing tulip bulbs. Portions of Orton's property were sold or given away by the 1960s; however, he remained a farmer in the area (Metsker 1960, 1965; Collins 1982). The city of Meeker became a neighborhood within the city of Puyallup by 1960. Interstate 410 was established to the north of the AI on the other side of the Puyallup River (Metsker 1960).

Tacoma and Puyallup continued to grow along with the greater Puget Sound region in the mid-century as projects, including the completion of Interstate 5 from California to Canada, improved access between regional hubs. While growth took place throughout the Puget Sound region, it had a particularly profound effect on once-agricultural communities in the Puyallup Valley, as more and more farmland was lost to development. As early as 1985, Pierce County asked voters to approve a $15-million plan to purchase development rights and preserve farmland. It was voted down. The expansion of freeways; the construction of new residential, commercial, and industrial developments on former farmland; and the increasing competition from bulb growers in other Washington counties and outside the United States has permanently altered the Puyallup Valley's character. According to the *Seattle Times*, by 1992, there were only 2 of the original 40 farms left in the Puyallup Valley producing daffodils: the Van Lierop Bulb Farm and Knutson Farms, Inc., the former E.C. Orton farm (*Seattle Times* 1992). The Van Lierop Farm, once bordering the Knutson Farm to the west, has since been acquired by the City of Puyallup and transformed into a community park (City of Puyallup 2021).

Development of the area continued. In 1990, the state's High-Capacity Transportation Act allowed King, Pierce, and Snohomish counties to cooperate on a high-capacity transit system. A three-county committee began meeting in 1992 and put forward a tri-county plan for light rail, commuter trains, and regional bus service. Sound Transit's Sounder commuter trains began carrying passengers between Seattle and Tacoma with service along the BNSF rails in Puyallup in 2000, making the Puyallup Valley even more attractive to developers (Cohen 2017).

4.12.4 Impacts

Methodology

Background Research Methods

Background research for the Project consisted of searching the DAHP online database (Washington Information System for Architectural and Archaeological Records Database [WISAARD]) for previous cultural resources studies, archaeological site records, cemetery records, and historic properties listed in the NRHP or the WHR within a 0.5-mile research radius of the AI. The statewide predictive model layer

on WISAARD was reviewed for probability estimates for archaeological resources within the AI, and HRA's in-house library produced information on the environmental, archaeological, ethnohistorical, and historical context of the AI and vicinity. The applicable historic-period plats from the USSG's GLO were examined for the presence of structures and features that might be extant within the AI. The GLOs and other online historic-period map archives were also consulted for indicators of potential archaeological sites and past land-use patterns.

For the purposes of architectural review, a number of these same sources were reviewed, as well as Pierce County assessor records and additional online sources, including the Puyallup Register of Historic Places, the PCRHP, local histories, newspaper archives, and historical maps and aerials. In preparation for field survey, HRA identified architectural resources within the AI constructed in 1976 or earlier (i.e., resources 45 years old or older) per SEPA guidelines, and because these resources might reach the 50-year age threshold for NRHP eligibility before the Project is completed.

Archaeological Survey Methods

HRA prepared a two-phase methodology for conducting archaeological survey of the AI and assisted the City in discussing the plan with DAHP and the Puyallup Tribe's Tribal Historic Preservation Officer (THPO). Following archaeological pedestrian survey of the parcels identified for development, two phases of subsurface probing occurred. The Project landform is shown as Very High Risk in DAHP's predictive model, and prior geotechnical sampling indicated that the property exhibits extensive flood sediments, requiring an intensive level of subsurface examination to the full depth of proposed construction disturbances through excavation of test probes using 8-inch bucket augers. The Phase 1 survey included a low-resolution sample of probes placed tactically in different areas of differing depths of impact based on the Project design. These probes sought evidence of buried surfaces and archaeological deposits.

All excavated sediments were screened through ¼-inch mesh to identify any small cultural items that may be present. All probe locations were plotted onto a Project map using a Global Positioning Satellite instrument.

HRA designed Phase 2 of the archaeological survey based on the results of Phase 1. An HRA geoarchaeologist reviewed the Phase 1 field data and identified four augers that contained potential buried surfaces that had the potential to contain cultural materials. Phase 2 of the archaeological survey focused on the area around those four auger probes. As before, the methods used for the Phase 2 survey were discussed with DAHP and the Puyallup THPO in advance of initiation of the fieldwork. Phase 2 involved 12 deep auger probes excavated in the cardinal and ordinal directions around the four Phase 1 probes with potential buried surfaces. Each probe reached the maximum depth of construction impacts in its location.

Architectural Survey Methods

An HRA architectural historian conducted field research for the Project, taking digital photographs and field notes documenting materials, style, and the history of use and alteration of each resource observed in the AI. Survey data was used to evaluate architectural resources against criteria for listing in

the NRHP. The results are documented in the technical report for the Project (Durkin et al. 2021) and in historic property inventory forms created in Washington's WISAARD database.

Survey Results

Archaeological Results

HRA observed no precontact or historic-period cultural materials during the pedestrian survey or the auger probe subsurface survey. In Phase 1, HRA archaeologists excavated 59 auger probes within the AI (Figure 4-74). The desired depths of the auger probes varied from 1.52 meters (5 feet) to 3.65 meters (12 feet). The majority of the probes reached the proposed depth of ground disturbance, but 24 were terminated early due to water inundation or impenetrable gravels. Although terminated early, these probes were able to reach a depth typically within 20 centimeters of the maximum depth of proposed ground disturbance, or a nearby probe reached the desired depth, which provided for an adequate subsurface sample.

Within auger probes A-4, CB-9, D-5, and E-4, an organic-rich stratigraphic layer was observed. The presence of an organic-rich deposit creates the potential for a stable surface that could have allowed human occupation and the creation of an archaeological deposit. These stratigraphic layers became the focus of the Phase 2 survey, which consisted of 48 deep auger probes, 12 at each of the four locations where buried surfaces were present (Figure 4-75). All probes reached the maximum proposed depth of ground disturbance in the four areas surveyed. The Phase 2 archaeological survey confirmed that the four buried surfaces observed within the auger probes excavated during Phase 1 of the archaeological survey were stable enough to accumulate organic materials but did not contain any precontact or historic-period cultural materials.

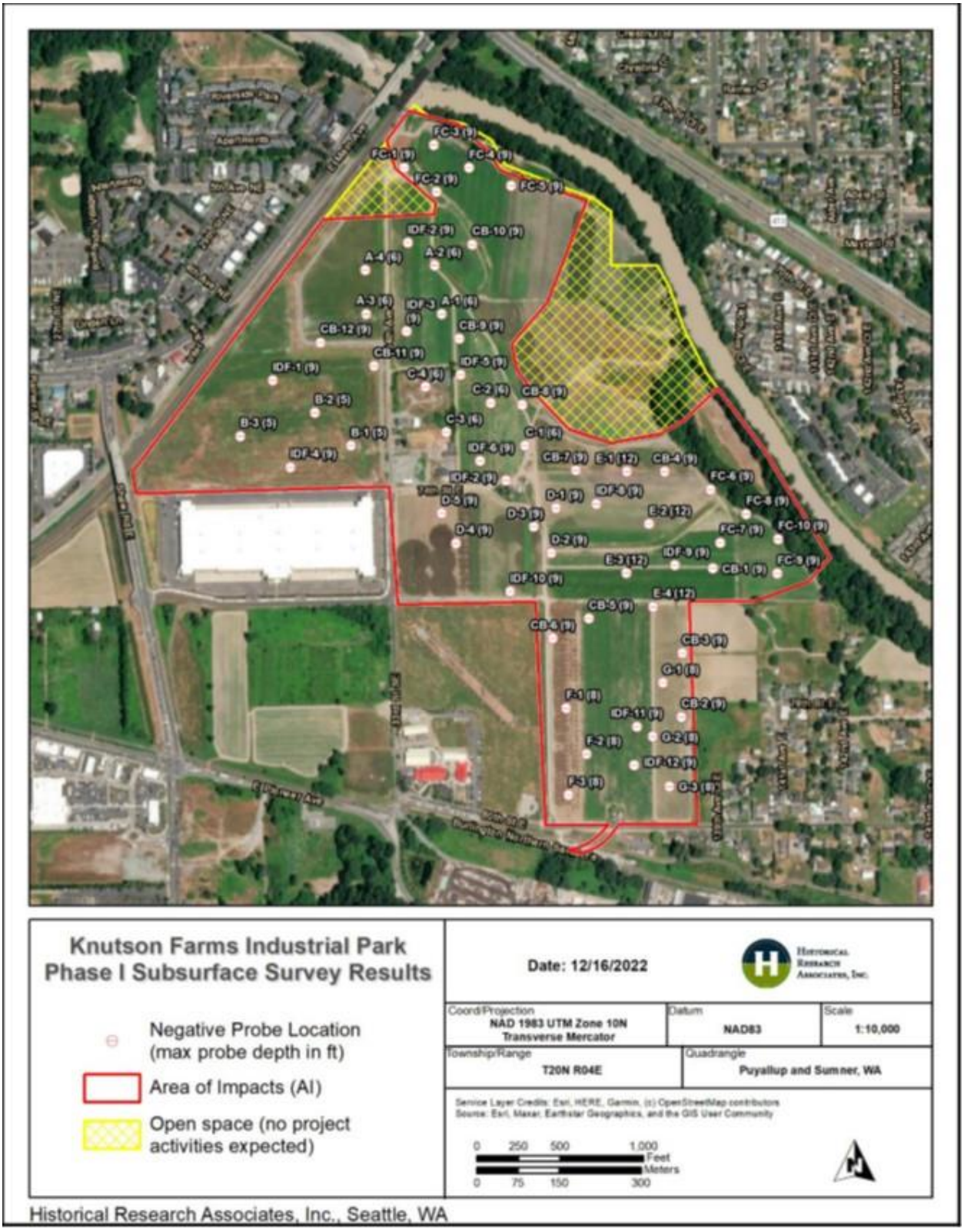

Figure 4-74. Phase 1 Auger Probe Locations

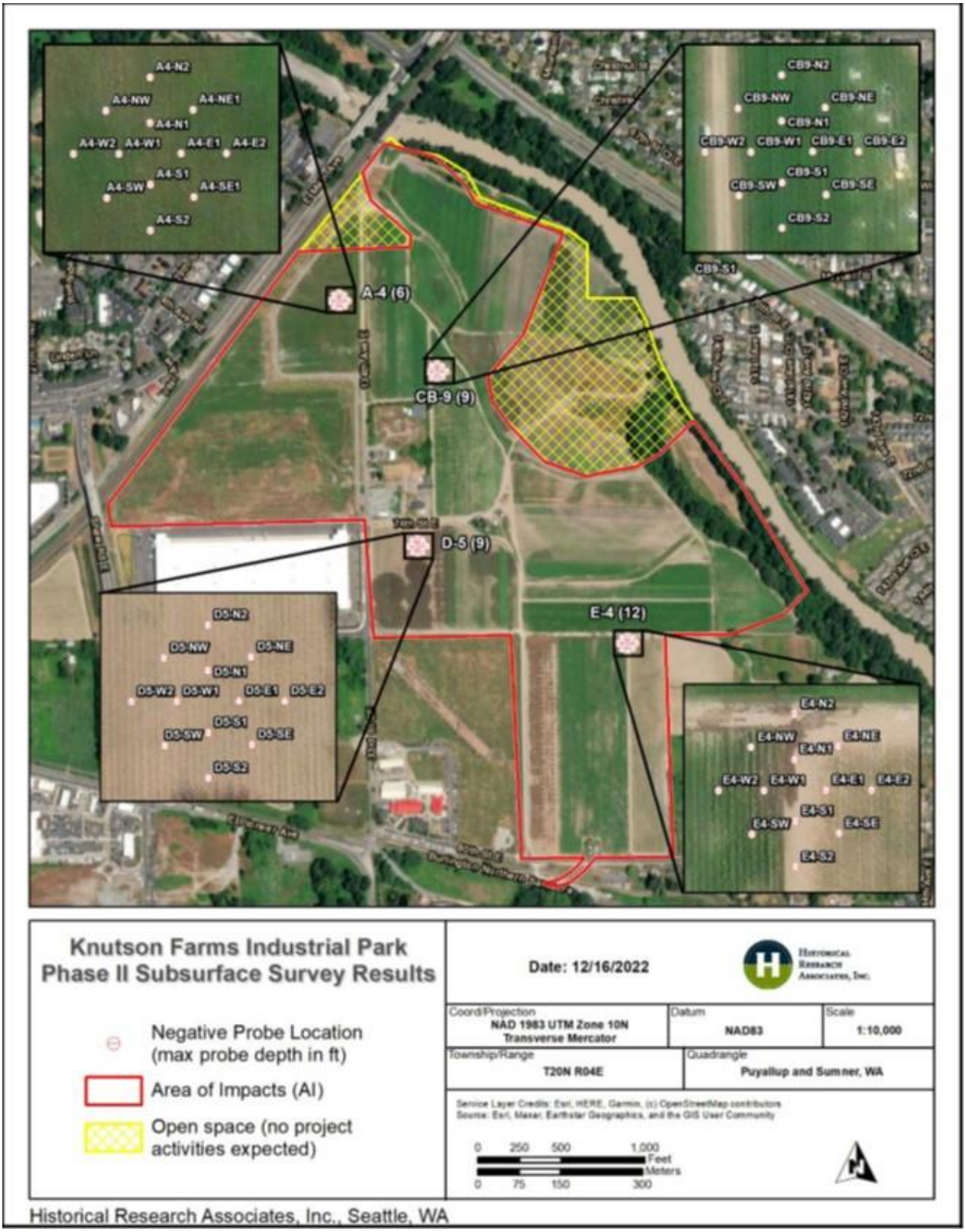

Figure 4-75. Phase 2 Auger Probe Locations and Results

Architectural Survey Results

HRA's architectural historian surveyed four parcels with built-environment resources that are 45 years in age or older within the AI. Buildings on three of the four parcels lack integrity due to alterations and additions. These resources are recommended not eligible for the NRHP, WHR, or PCRHP:

- 13719 80th Street E, a small, one-story, rectangular bungalow constructed in 1930 (DAHP Property ID #725699);
- 7301 134th Avenue E, a two-story single-family residence constructed circa (ca.) 1955 (DAHP Property ID #725701); and
- 7215 134th Avenue E, a single-story residence constructed in 1940, with a barn/garage constructed ca. 1955 (DAHP Property ID #725702).

The fourth parcel (7525 134th Avenue E) includes a residence constructed in 1920 (Figure 4-76) and two functionally related structures: a garage/chicken coop (ca. 1970) and a storage shed/barn (ca. 1920) (DAHP Property ID #725700).

Figure 4-76. 7525 134th Avenue E, Residence, View Southeast

The residence, storage shed/barn, and garage/chicken coop are significant under NRHP Criterion A. While some integrity has been lost, the residence and functionally related units continue to convey their significance. HRA recommends the residence, storage shed/barn, and garage/chicken coop as eligible for listing in the NRHP at the local level under Criterion A. The eligible resource, the primary building and functionally related units, is bound by the present and historic tax parcel boundaries, which include the associated farmland. The period of significance for the building and its functionally related units dates to its construction in 1920 and continues through 1970. Additionally, the residence and functionally related units are eligible for listing in the WHR at the local level, and/or the PCRHP under Criterion 1, and/or the PRHP under Criterion D(i).

This resource is recommended eligible for listing in the NRHP, WHR, PCRHP, and/or the PRHP. Formal determination of NRHP and WHR eligibility from DAHP is pending. Nomination by the Pierce County Landmarks and Historic Preservation Commission for listing in the PCRHP and/or nomination by the Puyallup Design Review and Historic Preservation Board for the PRHP is pending.

Impacts Analysis

One historic built environment resource, the residence and functionally related units at 7525 134th Avenue E (DAHP Property ID #725700) is recommended eligible for listing in the NRHP, WHR, and PCRHP. This resource should be avoided until it has been formally determined eligible by DAHP and Pierce County. Three historic built environment resources (DAHP Property ID #s 725699, 725701, and 725702) are recommended not eligible for listing in the NRHP, WHR, or PCRHP, and as such, are not considered for Project impacts. No additional cultural resources have been identified within the AI.

No Action Alternative

Under the No Action Alternative, the Project would not be built and the recommended NRHP, WHR, and PCRHP-eligible historic built environment resource would remain in its current state and not be impacted.

Proposed Project

Construction Impacts

Significant Impact. No impacts on precontact or historic-period cultural materials are anticipated, as none were observed during the pedestrian survey or the auger probe subsurface survey. The Applicant would be required to prepare an unanticipated discovery plan should any cultural materials be encountered during construction.

The recommended-eligible historic built environment resource is located within the ROW of 74th Street E and the northeast corner of the proposed footprint of Building D. As such, the residence and its functionally related units would be demolished and the associated farmland would be converted to new uses, which would be a significant impact because the resource is recommended as eligible for listing in local, state, and national registers of historic places. To date, DAHP has not provided concurrence on the recommended eligible historic built environment resource and no mitigation is proposed.

Operations Impacts

No impacts. No operational impacts to archaeology resources or the recommended-eligible historic built environment resource are anticipated since it would have been demolished prior to construction.

Alternative 1 – Rail Transport

Construction Impacts

Significant Impact. The construction impacts associated with Alternative 1 would be similar to those described for the proposed Project but would include construction of a rail line that would primarily be within the same Project footprint as the proposed Project. The recommended-eligible historic built environment resource is located within the ROW of 74th Street E and the northeast corner of the proposed footprint of Building D. As such, the residence and its functionally related units would be

demolished and the associated farmland would be converted to new uses, which would be a significant impact because the resource is recommended as eligible for listing in local, state, and national registers of historic places.

The AI under Alternative 1 would be slightly larger to include the proposed rail line connection between the Project site and the Meeker Southern rail line and track extensions from BNSF mainline/Meeker Southern interchange. Although these areas were not surveyed for cultural resources, it is not anticipated that any cultural resources would be impacted during construction. The surveys conducted for the nearby Project site under the proposed Project did not find any cultural resources. The depth of excavation required for the rail line would be up to 3 feet and, in this area, this depth has been heavily disturbed by agriculture and other development. Therefore, it is unlikely that any unknown cultural resources would be encountered during construction. However, the Applicant would be required to prepare an unanticipated discovery plan should any cultural materials be encountered during construction.

Operations Impacts

No Impacts. The operational impacts associated with Alternative 1 would be the same as those described for the proposed Project but would include operation of trains along the proposed rail line. Operation of trains under Alternative 1 is not anticipated to impact cultural resources.

Alternative 2 – Reduced Intensity Alternative

Alternative 2 considers the potential impacts that would result if the mitigation measures that reduce the site footprint of the facility (AES-2, LU-1, REC-1, and SW-4) as outlined in this Draft EIS for the proposed Project) were adopted by the Applicant. As noted below, Alternative 2 would still require Project implementation mitigation measures to reduce cultural resource impacts.

Construction Impacts

Significant Impact. No impacts on precontact or historic-period cultural materials are anticipated, as none were observed during the pedestrian survey or the auger probe subsurface survey. The Applicant would be required to prepare an unanticipated discovery plan should any cultural materials be encountered during construction.

The recommended-eligible historic built environment resource is located within the ROW of 74th Street E and the northeast corner of the proposed footprint of Building D. As such, the residence and its functionally related units would be demolished and the associated farmland would be converted to new uses, which would be a significant impact because the resource is recommended as eligible for listing in local, state, and national registers of historic places.

Operations Impacts

No impacts. No operational impacts to archaeology resources or the recommended-eligible historic built environment resource are anticipated since it would have been demolished prior to construction.