



EXECUTIVE SUMMARY

Final Environmental Impact Statement

Alaskan Way, Promenade, and Overlook Walk

October 2016



Final Environmental Impact Statement
Executive Summary

Alaskan Way, Promenade, and Overlook Walk

Prepared for
Seattle Department of Transportation
Seattle, Washington

October 2016



Americans with Disabilities Act (ADA) Information

Materials can be provided in alternative formats—large print, Braille, or on computer disk for people with disabilities by contacting 206-499-8040. Persons who are deaf or hard of hearing may make requests for alternative formats through the Washington Relay Service at 7-1-1.

Civil Rights Act of 1964, Title VI Statement to the Public

The City of Seattle Department of Transportation hereby gives public notice that it is the policy of the department to assure full compliance with Title VI of the Civil Rights Act of 1964, the Civil Rights Restoration Act of 1987, and related statutes and regulations in all programs and activities. Title VI requires that no person in the United States of America shall, on the grounds of race, color, sex, nation origin, disability, or age, be excluded from the participation in, be denied benefits of, or be otherwise subjected to discrimination under any program or activity for which the department receives federal financial assistance. Persons wishing information may call the City of Seattle Office of Civil Rights at (206) 684-4500.



City of Seattle

Edward B. Murray, Mayor

Department of Transportation

Scott Kubly, Director

October 31, 2016

Dear Affected Tribes, Interested Agencies, and Members of the Public,

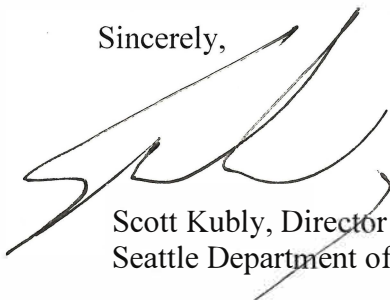
The City of Seattle proposes to construct a series of contiguous projects, known as the Alaskan Way, Promenade, and Overlook Walk (AWPOW), which are the most substantial of a series of infrastructure improvement projects planned along the Seattle Waterfront in response to the opportunities, transportation needs, and related public objectives created by the removal of the Alaskan Way Viaduct. AWPOW would create a new transportation corridor between S. King Street and Battery Street, construct new public open space along Elliott Bay, provide a major new pedestrian connection between the waterfront and Pike Place Market, and improve east-west connections between the waterfront and downtown Seattle.

On June 29, 2015, the Seattle Department of Transportation (SDOT), acting as lead agency under the Washington State Environmental Policy Act (SEPA), issued a Draft Environmental Impact Statement (Draft EIS) for AWPOW. The Draft EIS evaluated a No Action Alternative and an Action Alternative. In response to public comments on the Draft EIS and in order to coordinate more closely with current planning for the Seattle Aquarium, SDOT issued a Supplemental Draft EIS for AWPOW on April 18, 2016, which evaluated two additional alternatives, referred to as Main Corridor Alternative 2 and Overlook Walk Alternative 2.

SDOT is now issuing this Final EIS to document the final evaluation of AWPOW under SEPA to assist decision-makers and permit authorities in assessing the environmental effects associated with the Preferred Alternative, which was generally developed from blending the Action Alternative and the Overlook Walk 2 Alternative. The Final EIS discusses potential effects (adverse and beneficial) as well as mitigation measures for constructing and operating the Preferred Alternative.

This Final EIS has been prepared and is being circulated in compliance with SEPA. No action will be taken based on this document for at least seven days in accordance with SEPA and the City of Seattle Municipal Code. Thank you for your continued interest in this project.

Sincerely,



Scott Kubly, Director
Seattle Department of Transportation



Marshall Foster, Director
Seattle Office of the Waterfront

Fact Sheet

Project Name

Alaskan Way, Promenade, and Overlook Walk

Proposed Action

The City of Seattle is proposing a number of infrastructure improvement projects (collectively referred to as “Waterfront Seattle”) along the Seattle waterfront. These improvements are proposed in response to the opportunities, transportation needs, and related public objectives created by the replacement of the Alaskan Way Viaduct with a new State Route (SR) 99 tunnel.

The most substantial of the planned improvements are four contiguous projects that would create a new transportation corridor between S. King Street and Battery Street, construct new public open space along Elliott Bay adjacent to the new Alaskan Way, provide a major new pedestrian connection between the waterfront and Pike Place Market, and improve east-west connections between the waterfront and downtown Seattle. The four projects are referred to collectively in this environmental impact statement (EIS) as the Alaskan Way, Promenade, and Overlook Walk, abbreviated as AWPOW. The projects are:

- The Main Corridor: A new Alaskan Way corridor from S. King Street to Pine Street, and a new Elliott Way corridor from Pine Street to Battery Street with improvements for general-purpose traffic, transit, freight, and pedestrian and bicycle facilities
- The Promenade: A continuous public open space along the waterfront
- The Overlook Walk: A new structure providing open space, view opportunities, and pedestrian connections between the waterfront and Pike Place Market
- The East-West Connections: Improvements to portions of S. Main, S. Washington, Union, and Bell Streets adjacent to the Main Corridor to provide better connections between the waterfront and downtown Seattle and to enhance the pedestrian experience

Project Proponent and SEPA Lead Agency

City of Seattle Department of Transportation
700 Fifth Avenue, Suite 3900
PO Box 34996
Seattle, WA 98124-4996

SEPA Responsible Official

Scott Kubly, Director
City of Seattle, Department of Transportation

Contact Information

AWPOW
c/o Mark Mazzola, Environmental Manager
Seattle Department of Transportation
PO Box 34996
Seattle, WA 98124-4996

Email: info@waterfrontseattle.org

Document Availability and Cost

The Final EIS is available online at: waterfrontseattle.org/environmental

Printed copies of the Final EIS and technical appendices are available for review for no cost at:

Seattle Department of Construction and Inspections' Public Resource Center
700 Fifth Avenue, Suite 2000, Seattle, WA 98124

Seattle Public Library, Central Library
1000 Fourth Avenue, Seattle, WA 98104

The Executive Summary, which includes a CD of the Final EIS and technical appendices, is also available for review at the University of Washington Suzzalo Library, all City Neighborhood Service Centers, and all Seattle Public Libraries.

Printed copies of the Executive Summary are available to the public at no charge and printed copies of the Final EIS and technical appendices are available for purchase by calling 206-499-8040. Prices for printed volumes are:

Final EIS \$40.00

Technical Appendices \$50.00

Permits and Approvals

- Clean Water Act Section 402 National Pollutant Discharge Elimination System (NPDES) Construction Stormwater General Permit (Washington State Department of Ecology)
- Major Public Projects Construction Noise Variance (City of Seattle)
- Seattle Landmarks Board Approval (City of Seattle)
- Pioneer Square Preservation Board Certificate of Approval (City of Seattle)
- Pike Place Market Historical Commission Certificate of Approval (City of Seattle)
- Master Use Permit for Shoreline Substantial Development (City of Seattle)
- Street Use Permit (City of Seattle)

Authors and Principal Contributors

The List of Preparers can be found at the end of this Final EIS.

Date of Issuance for the Final EIS

October 31, 2016

Environmental Review

The City published the Alaskan Way, Promenade, and Overlook Walk Draft EIS on June 29, 2015. The Draft EIS public comment period was held from June 29, 2015 to August 26, 2015 and included a public open house on July 22, 2015. In response to public comments on the Draft EIS and in order to coordinate more closely with current planning for the Seattle Aquarium, the City developed an additional alternative for both the Main Corridor project and the Overlook Walk project. This analysis was presented in the Supplemental Draft EIS published on April 18, 2016. The City provided another public comment period on the Supplemental Draft EIS from April 18, 2016 to May 18, 2016, and hosted a public open house on May 10, 2016. Input received on the Draft EIS and Supplemental Draft EIS has been incorporated into the Final EIS as appropriate.

Publication of this Final EIS completes the State Environmental Policy Act (SEPA) environmental documentation process for the AWPOW projects. Final design and permitting are expected to be completed between 2017 and 2019. Construction would begin no earlier than 2019.

Related Documents

Background data and materials used for this Final EIS are listed in the References. Key documents used in this analysis include:

- Alaskan Way Viaduct Replacement Program environmental documentation, including the Draft, two Supplemental Drafts, and Final EISs with associated discipline reports
- Elliott Bay Seawall Project Draft, Final, and Supplemental Final EISs with associated discipline reports

Contents

Section	Page
Fact Sheet	i
Acronyms	vii
Executive Summary	ES-1
Introduction	ES-1
Community, Agency, and Tribal Involvement.....	ES-3
Summary of Public Comments on the Draft and Supplemental Draft EISs	ES-3
Objectives of the AWPOW Projects	ES-4
Main Corridor.....	ES-4
Promenade.....	ES-4
Overlook Walk.....	ES-5
East-West Connections	ES-5
Alternatives Evaluated	ES-6
Development of Alternatives.....	ES-6
No Action Alternative	ES-6
Preferred Alternative	ES-7
Construction Impacts and Mitigation	ES-11
Transportation	ES-12
Parking	ES-13
Land Use.....	ES-13
Aesthetics.....	ES-14
Noise	ES-14
Hazardous Materials	ES-14
Public Services and Utilities	ES-15
Historic Resources.....	ES-15
Archaeological Resources	ES-16
Water Quality.....	ES-16
Vegetation and Wildlife	ES-16
Energy Resources.....	ES-17
Air Quality	ES-17
Operational Impacts and Mitigation.....	ES-17
Transportation	ES-18
Parking	ES-18
Land Use.....	ES-19
Aesthetics.....	ES-19
Noise	ES-21
Hazardous Materials	ES-21
Public Services and Utilities	ES-21
Historic Resources.....	ES-21
Archaeological Resources	ES-22
Water Quality.....	ES-22
Vegetation and Wildlife	ES-22
Energy Resources.....	ES-22
Air Quality	ES-22
Cumulative Impacts and Mitigation.....	ES-23
Next Steps	ES-23

Section		Page
List of Tables		
Table ES-1.	Potential Construction Impacts	ES-11
Table ES-2.	Operational Impacts and Benefits	ES-17
List of Figures		
Figure ES-1.	Preferred Alternative Overview	ES-2

Acronyms

Term	Meaning
ADA	Americans with Disabilities Act
AWPOW	Alaskan Way, Promenade, and Overlook Walk
AWVRP	Alaskan Way Viaduct Replacement Project
bgs	below ground surface
BMP	best management practice
CFR	Code of Federal Regulations
City	City of Seattle
DAHP	Washington State Department of Archaeology and Historic Preservation
dB	decibel
dBA	A-weighted decibel
EBSP	Elliott Bay Seawall Project
Ecology	Washington State Department of Ecology
EIS	Environmental Impact Statement
GHG	greenhouse gas
Leq	equivalent sound pressure level
LPS	light-penetrating surface
MarketFront	Pike Place MarketFront
NAC	noise abatement criteria
NPDES	National Pollutant Discharge Elimination System
NPGIS	non-pollution-generating impervious surfaces
PGIS	pollution-generating impervious surfaces
RCW	Revised Code of Washington
SEPA	State Environmental Policy Act
SMC	Seattle Municipal Code
SR	State Route
WAC	Washington Administrative Code
WSDOT	Washington State Department of Transportation

Executive Summary

Introduction

The City of Seattle (City) is proposing a number of infrastructure improvement projects (collectively referred to as “Waterfront Seattle”) along the Seattle waterfront. The improvements are proposed in response to the opportunities, transportation needs, and related public objectives created by the replacement of the Alaskan Way Viaduct with a new State Route (SR) 99 tunnel. These opportunities, needs, and objectives for the waterfront are articulated in the Waterfront Seattle Guiding Principles, which affirm the following goals:

- Create a waterfront for all
- Put the shoreline and innovative, sustainable design at the forefront
- Reconnect the city to its waterfront
- Embrace and celebrate Seattle's past, present, and future
- Improve access and mobility (for people and goods)
- Create a bold vision that is adaptable over time
- Develop consistent leadership from concept to operations

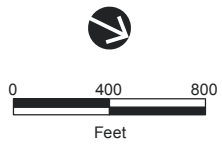
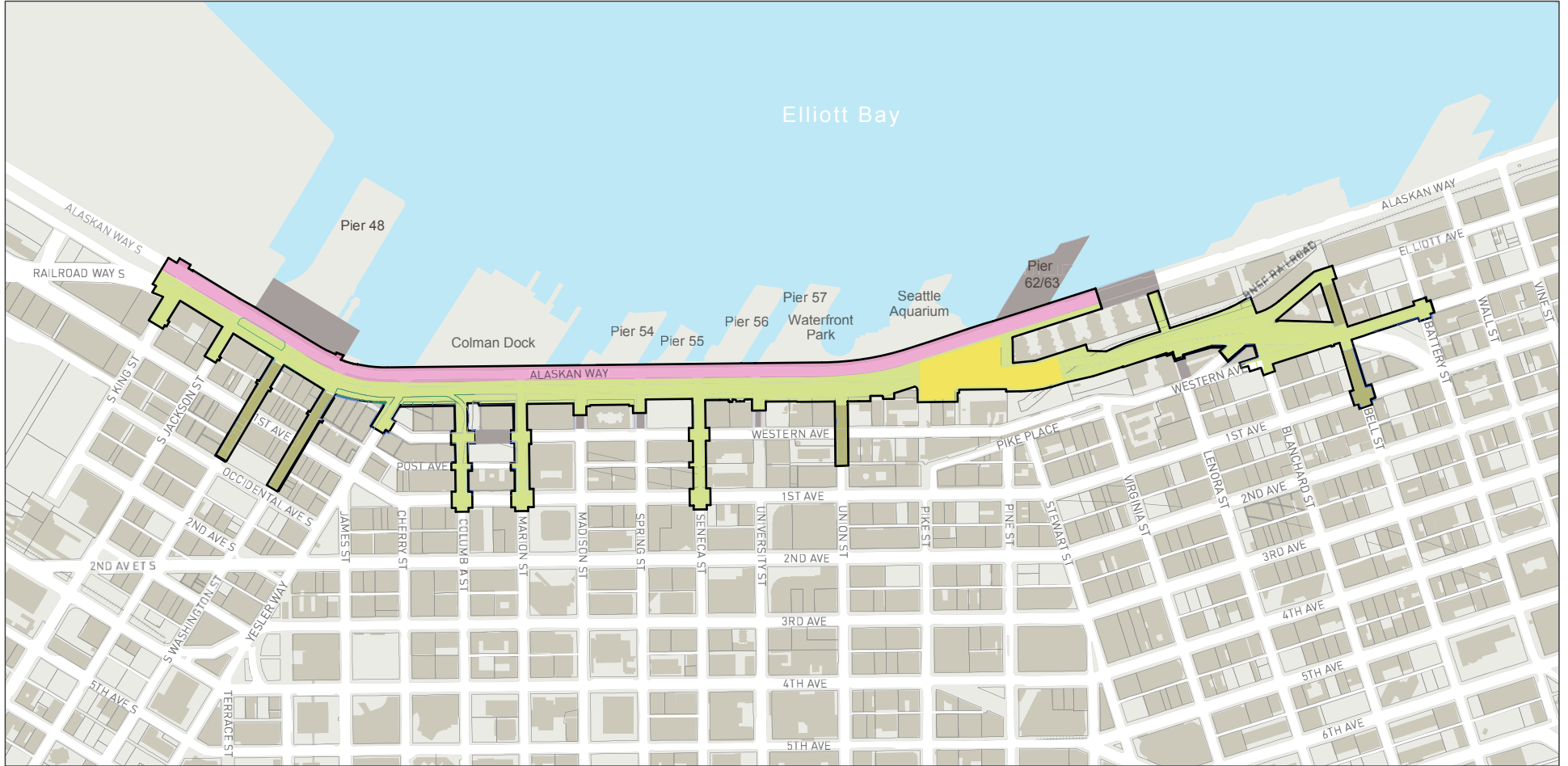
In June 2015, the City published the Draft Environmental Impact Statement (EIS) for the Alaskan Way, Promenade, and Overlook Walk (AWPOW) projects, which are part of a larger group of infrastructure projects known as Waterfront Seattle. The Draft EIS evaluated two alternatives—the No Action Alternative and the Action Alternative—for each of the four projects that form the components of AWPOW:

- The Main Corridor
- The Promenade
- The Overlook Walk
- The East-West Connections



In response to public comments on the Draft EIS and in order to coordinate more closely with current planning for the Seattle Aquarium, the City developed an additional alternative for both the Main Corridor project and the Overlook Walk project. These alternatives, Main Corridor Alternative 2 and Overlook Walk Alternative 2, were analyzed in a Supplemental Draft EIS published in April 2016. After considering the public comments and environmental analyses, the City combined components of the Supplemental Draft EIS alternatives with the Draft EIS Action Alternative to form the Preferred Alternative that is presented in this Final EIS.

Because of the complementary nature of the four AWPOW projects, and the fact that they represent the most substantial of the planned Waterfront Seattle improvements, the City is evaluating them together in this EIS, as authorized by the State Environmental Policy Act (SEPA) under Washington Administrative Code (WAC) 197-11-060(3)(c) and the Seattle Municipal Code (SMC) 25.05.060C.3. The four projects are referred to collectively in this EIS as the Alaskan Way, Promenade, and Overlook Walk, abbreviated as AWPOW, and are also referred to as the Preferred Alternative and “the project.” Figure ES-1 shows the footprint and general location of the AWPOW projects.





Although elements of the environment that are not significantly affected do not need to be discussed in the EIS (WAC 197-11-440(6)(a)), the City is providing the analysis that was completed for elements where no significant impacts were found. These elements of the environment are included in the EIS because the City believes the information is helpful for decisionmakers and the public.





Source: SDOT

-  Project Footprint
-  Potential Construction Staging Area

AWPOW Projects

-  Main Corridor
-  Promenade
-  Overlook Walk
-  East-West Connections

-  Parcel Boundary
-  Building Footprint

**Figure ES-1
Project Overview**

Alaskan Way, Promenade, and
Overlook Walk Final EIS

Community, Agency, and Tribal Involvement

Waterfront Seattle planning has involved substantial participation by elected officials, stakeholders, and community members. Since 2011, the City's public outreach program for Waterfront Seattle has included over 300 community events including public meetings, fairs, festivals, briefings, forums, and workshops. All planning and design efforts have taken place in partnership with a series of committees established by the Seattle City Council. The Central Waterfront Partnerships Committee, established in November 2009, developed the Waterfront Seattle Guiding Principles, which the Seattle City Council affirmed by resolution in January 2011. The Central Waterfront Committee replaced the Central Waterfront Partnerships Committee in January 2011, and consisted of a wide range of volunteer community representatives and leaders appointed by the Seattle City Council. The committee developed documents in its role as the broad overseer of the design, financing, public engagement, long-term operations, and maintenance of Waterfront Seattle. These documents included the Framework Plan, the Concept Design, and the Strategic Plan, which were all published in July 2012 and supported by the Seattle City Council in August 2012. They provide guidance, goals, and strategies for implementation of Waterfront Seattle. In October 2014, the Central Waterfront Steering Committee replaced the Central Waterfront Committee in order to advise the City on implementing the Central Waterfront Concept Design and Strategic Plan.

The City began public scoping for the AWPOW EIS in compliance with SEPA in summer 2013. Scoping is the first step in the EIS process; its purpose is to narrow the focus of the EIS to significant environmental issues, to eliminate insignificant impacts from detailed study, and to identify alternatives to be analyzed in the EIS. Scoping also provides notice to the public and other agencies that an EIS is being prepared, and initiates their involvement in the process. The public was invited to submit comments by mail, email, an online comment form, or in person at a public scoping meeting, which was held at Seattle City Hall on September 9, 2013.

The City received over 200 comments during the scoping period. Most of the comments came from individuals. The remainder were from agencies; community, business, and labor organizations; and the Suquamish Tribe. Some main themes in the comments pertained to the width and number of lanes on Alaskan Way, local waterfront transit options, impacts on nearby residential properties, bicycle and pedestrian facilities and safety, and parking. Other comments requested that the EIS address fish, wildlife, and their habitats; stormwater and water quality; and hazardous materials. These comments assisted in shaping the scope and analysis found in this EIS. The Draft EIS Appendix N, Scoping Summary, contains more information on the comments received during the scoping process.

After the Draft EIS was published in June 2015, the Seattle City Council approved the Seattle Aquarium's Master Plan for Expansion (Seattle Aquarium 2015) for the purpose of allowing further review of a proposal to locate the Seattle Aquarium Ocean Pavilion (Aquarium Pavilion) where Building C was proposed. Following passage of Resolution 31603, the City and the Aquarium have worked together to coordinate the two projects. The City has also continued to meet with other stakeholders and project partners to coordinate on project design and to provide information about the project following the publication of the Draft and Supplemental Draft EISs.

Summary of Public Comments on the Draft and Supplemental Draft EISs

Following publication of the Draft EIS, the City held a public comment period from June 29, 2015 to August 26, 2015 and hosted a public open house on July 22, 2015. The City received 107 pieces of correspondence (letters, emails, and submittals from the public open house) with comments on the Draft EIS from tribes, agencies, businesses, organizations, and members of the public. After the Supplemental Draft EIS was published, the City provided another public comment period from April 18, 2016 to

May 18, 2016, and hosted a public open house on May 10, 2016. The City received 168 pieces of correspondence with comments on the Supplemental Draft EIS.

The two topics that received the most comments were transportation and alternatives, followed by parking and construction. Transportation topics included pedestrian, bicycle, transit, freight, access, and general traffic-related comments. Comments on alternatives and design-related components tended to focus on the Overlook Walk and the portion of the Main Corridor south of Colman Dock. Several commenters expressed concern for the amount of parking lost as a result of the project and suggested that mitigation should be provided. Comments on construction were varied, but many expressed concerns about construction-related impacts on local businesses and residents, such as traffic and noise.

Brief summaries of comments received during the public comment periods for the AWPOW projects are provided in Section 1.4, Comments on the Draft EIS and Supplemental Draft EIS. Individual responses to each piece of correspondence are contained in Final EIS Appendix D, Draft EIS and Supplemental Draft EIS Comments and Responses.

Objectives of the AWPOW Projects

Each of the four projects within AWPOW has its own distinct purpose, which is based on a set of identified needs and policy decisions, and is consistent with the Waterfront Seattle Guiding Principles. The objectives, or purpose and need (the term used in the Draft EIS), of each project are summarized below; more information is provided in Chapter 1 of this EIS.

Main Corridor

Purpose of the action: Accommodate safe, efficient, and reliable travel between the south downtown area and Belltown for general-purpose traffic, regional transit, freight, ferry traffic, pedestrians, and bicycles.

Need for the action: AWPOW responds, in part, to transportation needs created by the Washington State Department of Transportation (WSDOT) replacement of the Alaskan Way Viaduct with a tunnel. Because of the elimination of the viaduct, Alaskan Way will be required to serve additional traffic demand and replace the viaduct's surface connection to Belltown. The new Alaskan Way will accommodate increased demand by vehicles, freight, pedestrians, bicyclists, and transit users, and comply with Seattle's "complete street" policy promoting safe operations for all users. This new roadway requires a corridor with speed limits similar to those of other downtown streets, signalized intersections that provide safe and convenient places to cross, generous sidewalks, and a street width as narrow as possible, given the traffic functions that the roadway must accommodate.

Promenade

Purpose of the action: Provide significant public open space adjacent to the Elliott Bay shoreline in downtown Seattle to accommodate pedestrian demand, create public amenities, and strengthen the connection between the city and its waterfront.



Looking south on Alaskan Way near Union Street

Need for the action: Currently, the waterfront is difficult to access and provides little space to accommodate pedestrian movement and gathering. Visual and physical connections to the shoreline are limited. The quality of the existing pedestrian environment is compromised by the Alaskan Way Viaduct, and will also be compromised in the future by the location of the restored Alaskan Way after construction of the Elliott Bay Seawall Project (EBSP) is completed. Collectively, these factors have resulted in a wide zone dominated by motor vehicles immediately adjacent to the city's most visited shoreline. The City's Pedestrian Master Plan identifies substantial opportunities along Alaskan Way to improve pedestrian linkages, roadway crossings, and the quality of the pedestrian environment.

Overlook Walk

Purpose of the action: Provide a grade-separated pedestrian crossing, view opportunities, and public open space between the waterfront and Pike Place Market.

Need for the action: Access between the Pike Place Market and the waterfront, two of Seattle's most popular attractions, is impeded by steep topography and at-grade street crossings; open space in this area is limited, and there are few opportunities for views. The existing viaduct provides expansive views for motorists, but these views will be eliminated when the viaduct is demolished. The heavy use of this area by the public warrants the provision of additional open space that facilitates pedestrian movement while providing opportunities for people to gather and enjoy scenic vistas.

East-West Connections

Purpose of the action: Improve key east-west streets adjacent to the Main Corridor to provide better connections between the waterfront and downtown Seattle and to enhance the pedestrian experience.

Need for the action: There is currently a lack of strong pedestrian connections between the waterfront area and the downtown Seattle street grid. At the southern end of the Main Corridor, access from Alaskan Way to Pioneer Square is hindered by uneven sidewalks, high curbs, and lack of facilities on east-west streets built to comply with the Americans with Disabilities Act (ADA). The central portion of the Main Corridor, from Seneca Street to the Pike Street Hillclimb, affords no east-west access for people with limited mobility between the waterfront and First Avenue. In the northern portion of the Main Corridor, the elimination of the viaduct and decommissioning of the Battery Street Tunnel provide opportunities to reconnect and enhance portions of the east-west street grid for pedestrian and bicycle use. Improvements to east-west streets in these areas would strongly support the Waterfront Seattle Guiding Principles, as well as the policies and recommendations of the City's Pedestrian Master Plan (SDOT 2014).



Alaskan Way looking north from Yesler Way in 2003

Alternatives Evaluated

Development of Alternatives

The opportunity to reconfigure the downtown waterfront was made possible by a 2009 decision by the State of Washington, the City of Seattle, and King County to replace the Alaskan Way Viaduct (SR 99) with a tunnel and improve the Alaskan Way surface street. The viaduct stands on City right of way, which will become available for reuse once the structure has been demolished. Together with the existing Alaskan Way surface street, this right of way creates a swath of contiguous City property along the Elliott Bay shoreline that can be used for transportation, open space, and key east-west connections, in accordance with AWPOW's objectives.

While removal of the viaduct opens up opportunities for use of the City right of way underneath, there are several constraints on how the space can be used, including existing topography, right of way (property) boundaries, historic features, shoreline law, roadway facilities, and pedestrian and bicycle facility goals. Given these constraints, only the No Action Alternative and Action Alternative were evaluated in the Draft EIS. However, in response to public comments on the Draft EIS and in order to coordinate more closely with current planning for the Seattle Aquarium, the City developed an additional alternative for both the Main Corridor project and the Overlook Walk project. These alternatives were analyzed in the Supplemental Draft EIS.

After considering the Draft and Supplemental Draft EIS analyses and public input, the City combined elements of the Supplemental Draft EIS alternatives with the Draft EIS Action Alternative to form the Preferred Alternative. The Preferred Alternative and the No Action Alternative are summarized below. More information on alternatives development is provided in Chapter 2 of this EIS.

No Action Alternative

Under the No Action Alternative, the AWPOW projects would not be built. However, as a result of several ongoing projects that are separate from AWPOW, conditions in the area would be different from those that existed at the time of publication of the Draft, Supplemental Draft, and Final EISs in 2015 and 2016. Major changes assumed to be in place under the No Action Alternative are:

- The Alaskan Way Viaduct Replacement Project (AWVRP) will be complete, with the viaduct eliminated and the SR 99 tunnel in operation. Parking that existed beneath the viaduct prior to the start of AWVRP construction is assumed to have been restored.
- The EBSP will be complete, and will include a new sidewalk inset with light-penetrating surface (LPS).
- The Pike Place MarketFront (MarketFront) Project¹ will be complete.

The analysis for the No Action Alternative is based on the expected conditions in 2030, which is the project design year (the year used for the assessment of future conditions). The No Action Alternative serves as the baseline against which the potential impacts of the Preferred Alternative are evaluated.

Upon completion of the portion of the EBSP south of Pine Street, it is assumed that Alaskan Way between S. King Street and Pine Street will be restored to the alignment that it occupied before construction began on the AWVRP and EBSP, immediately west of and generally parallel to the present alignment of the Alaskan Way Viaduct. The roadway will have two lanes serving general-purpose traffic in each direction, with an additional northbound lane to serve ferry traffic between S. King and S. Main Streets and two left-turn lanes between S. Main Street and Yesler Way. The east-west streets will generally connect to the restored roadway as they did before EBSP construction started, although the

¹ This project was previously called the Pike Place Market Waterfront Entrance (PPMWE) in the Draft EIS. Because the name evolved during EIS development, this Final EIS has been updated to use the current name—MarketFront.

intersections of Alaskan Way with Columbia and Seneca Streets will be modified after removal of the Alaskan Way Viaduct ramps. There will be traffic signals at all intersections. Alaskan Way will not have a direct connection to Western Avenue or Elliott Avenue in Belltown. Vehicles traveling north will need to use Wall, Vine, or Broad Streets to cross the BNSF rail line and access Belltown.

Under the No Action Alternative, the City-owned right of way beneath the Alaskan Way Viaduct is assumed to be restored to its original configuration in 2010, before construction of AWVRP and EBSP began. This configuration included parking spaces with pay stations as well as business and parking access lanes. Approximately the same number of parking spaces is assumed to be provided as were in place in 2010.

Bicycle and pedestrian facilities are assumed to generally match those existing in the corridor before EBSP construction began, but with improvements to meet ADA requirements. A sidewalk with a continuous band of LPS to improve aquatic habitat conditions will run along the western edge of the restored Alaskan Way. On the east side of Alaskan Way, an 8- to 10-foot-wide path will provide through access for bicycles and pedestrians.

Preferred Alternative

The Preferred Alternative would be implemented after the AWVRP, EBSP, and MarketFront projects have been constructed. This alternative consists of the Main Corridor (which includes a new Alaskan Way with new connections to Elliott and Western Avenues), the Promenade, the Overlook Walk, and the East-West Connections. Each project is briefly described below; more detailed information on their design is provided in Chapter 2.

The Preferred Alternative for AWPOW includes the following projects:

- **Main Corridor:** A new Alaskan Way corridor from S. King Street to Pine Street, and a new Elliott Way corridor from Pine Street to Battery Street with improvements for general-purpose traffic, transit, freight, and pedestrian and bicycle facilities, as generally evaluated under the Action Alternative in the Draft EIS and Main Corridor Alternative 1 in the Supplemental Draft EIS.
- **Promenade:** A continuous public open space along the waterfront, as evaluated under the Action Alternative in the Draft EIS.
- **Overlook Walk:** A new structure providing open space, pedestrian connections, and view opportunities between the waterfront and Pike Place Market, evaluated in the Supplemental Draft EIS as Overlook Walk Alternative 2. This configuration would accommodate the Seattle Aquarium's plans for expansion.
- **East-West Connections:** Improvements to portions of S. Main, S. Washington, Union, and Bell Streets adjacent to the Main Corridor to provide better connections between the waterfront and downtown Seattle and to enhance the pedestrian experience, as evaluated under the Action Alternative in the Draft EIS.

These four projects would serve a wide variety of people and uses. The waterfront is one of the City's most visited tourist destinations, is often used by local residents and workers for recreation or as part of their commute, and is designated as a Major Truck Street. The different types of users include pedestrians, cyclists, transit riders, cars, and freight trucks.

Main Corridor

The Main Corridor would operate as part of the regional transportation system, serving some of the functions that will no longer be provided by SR 99 after the Alaskan Way Viaduct is replaced with a tunnel. It would serve both local and regional transportation needs for a wide array of users, providing access between SR 99 and downtown Seattle as well as direct access to northwest Seattle. In addition to passenger, transit, and freight vehicles, it would accommodate high levels of pedestrian and bicycle traffic

and would improve connections between the waterfront and downtown Seattle. The proposed improvements would consist of:

- Construction of the new Alaskan Way between S. King Street and Pine Street, along the east side of the right of way
- Construction of a new arterial connection, called Elliott Way, which would follow the path of the existing Alaskan Way Viaduct from Alaskan Way at Pine Street up the hill into Belltown, where it would connect with Elliott and Western Avenues
- A new intersection at Pine Street (referred to as the Pine Street extension) that would connect the new Alaskan Way and new Elliott Way with the existing Alaskan Way north of Pier 62/63
- A dedicated transit lane in each direction along Alaskan Way between S. King Street and Columbia Street and on Columbia Street between Alaskan Way and First Avenue
- Northbound ferry queuing lanes between S. King Street and Yesler Way, which include double left-turn lanes between S. Main Street and Yesler Way onto Colman Dock
- On-street parking and loading zones located along the curbside where space is available

Improvements for pedestrians would include wider sidewalks along the east and west sides of the new Alaskan Way. Sidewalks would continue along both sides of Elliott Way, allowing pedestrians to walk from the waterfront to Belltown. Signalized pedestrian crossings would be provided at all intersections on Alaskan Way. Other pedestrian improvements would include:

- Rebuilding the portion of the Marion Street pedestrian bridge over Alaskan Way, which connects to the Seattle Ferry Terminal
- Reconstructing the stairs, sidewalk, and parking at Seneca Street between Alaskan Way and Western Avenue
- Reconnecting the Lenora Street pedestrian bridge to the new Elliott Way
- Constructing or reconstructing sidewalks and connections on S. Main and S. Washington Streets, Union Street, and Bell Street as part of the East-West Connections project (see East-West Connections section below)

A continuous, protected two-way bicycle facility would run along the west side of the new Alaskan Way. The facility would begin at S. King Street and continue north on the west side of Alaskan Way to about Virginia Street, where it would cross the road to join the existing path on the east side of the roadway. At the new intersection with Elliott Way, the bicycle facility would transition to separate northbound and southbound paths that would connect with existing bicycle lanes on Elliott and Western Avenues in Belltown. Along Alaskan Way, the bicycle facility would be separated from the roadway and pedestrian areas by landscaping and other means to limit potential conflicts between pedestrians, bicyclists, and motor vehicles.

As noted above, the Main Corridor would include dedicated transit lanes that would allow regional transit vehicles to travel between downtown and southwest Seattle via Alaskan Way and Columbia Street. In addition, accommodations would be provided for future local waterfront transit service that could provide connections to waterfront-area destinations for recreational visitors, local employees, and residents. The Main Corridor would be designed in such a way that, if travel demand declined in the future and the full width of the corridor was not needed in order to achieve the project's objective, then portions of the roadway could be converted easily and at low cost to provide on-street parking and loading, and to widen sidewalks at intersections to narrow the pedestrian crossing distance.

Improvements for freight would include design of the corridor's overhead and side clearances, structural capacity of bridges, and turning radii to accommodate large freight vehicles. Alaskan Way would continue to be designated as a Major Truck Street, meaning that it would accommodate significant

freight movement through the city, to and from major freight traffic generators. This includes the ability to accommodate over-dimension and over-weight vehicles, as well as vehicles transporting flammable and other hazardous materials.

Promenade

The Promenade would be a continuous public open space along the west side of the new Main Corridor from King Street to Virginia Street that would be designed for walking, sitting, gathering, and viewing the waterfront. Design features and landscaping along its length would create a series of different environments, or “places,” that would reflect the character of the surrounding areas. These places are:

- **Colman Dock Transit Hub** – This area would support the regional transit hub in front of the Seattle Ferry Terminal. It would accommodate the heavy pedestrian, bicycle, and vehicle traffic coming through the Yesler Way, Columbia Street, and Marion Street intersections. The area’s primary design features would be a grouping of trees, seating, and bicycle parking and rental facilities. The curb zones along Alaskan Way near the Colman Dock Transit Hub would be designed to accommodate general-purpose vehicle, transit, taxi, and ADA drop-offs and pick-ups.
- **Historic Piers 54 through 59** – This area of the Promenade would be a wide open space along the front of the piers. Along its east edge, the Promenade would have a narrow path that would traverse planted terraces with integrated seating. These areas would provide social and gathering spaces. The lower terraces would be designed to collect stormwater runoff from portions of the street and from the Promenade. Kiosks would be located in this area of the Promenade near Spring, Seneca, University, and Union Streets.
- **Aquarium Plaza** – This area would be a broad public gathering area where the Overlook Walk stairs meet the Promenade between the Seattle Aquarium and the Pike Street Hillclimb. In this location, the Promenade would widen because of Alaskan Way’s eastward shift to transition into Elliott Way. The Aquarium Plaza would connect the Aquarium’s existing buildings with the new Overlook Walk, Pier 62/63, and pedestrian facilities to the north. Public amenities could include elements such as bench seating, recreational features, and a café area with movable tables and chairs.

The westernmost portion of the Promenade would include the band of LPS, cantilevered over Elliott Bay, which will be built as part of the EBSP. New, permanent railings would replace the temporary railings installed by the EBSP at the western edge of the overhang. The remainder of the Promenade would be constructed of an architectural concrete surface with decorative elements.

A linear canopy of trees would provide a buffer between the Promenade and the street. Kiosks would be located on the Promenade near the intersections of Alaskan Way with Spring, Seneca, University, and Union Streets, which would provide focal points for wayfinding, programs, and other services. Lighting along the Promenade would be designed in a layered pattern to provide visual interest and wayfinding clarity.

Overlook Walk

The Overlook Walk would occupy existing and new public space south of Victor Steinbrueck Park, west of Pike Place Market, and northeast of the existing Seattle Aquarium. The Overlook Walk would include one building (Building B), a lid, staircases, and two elevators. The sloping lid would include pedestrian pathways, open space, and landscaping that would extend southwest from the Pike Place Market across the new Elliott Way, where the lid would be approximately 40 feet above the Promenade. Space for park operations and maintenance, as well as public restrooms, would be provided under the staircases.

The Preferred Alternative modifies the Draft EIS Overlook Walk design to accommodate the Seattle Aquarium’s plans for expansion in a separate but coordinated project. This separate project will design and construct a new building called the Aquarium Pavilion that would be owned by the City and managed

by the Seattle Aquarium Society as a public facility, similar to the existing Aquarium. Although the Final EIS generally evaluates the impacts of a conceptual plan, location, and building envelope for the Aquarium Pavilion, the building's uses, functions, size, and form will be evaluated by the Seattle Aquarium in a separate environmental document. The Aquarium's conceptual plans propose approximately 48,000 square feet of above-ground interior space for the Aquarium Pavilion with a potential loading zone on the southeast corner of the building. The height of the building would be approximately the same as that of the Overlook Walk lid, about 40 feet above the Promenade, with public open space and a view area on the roof that would be contiguous with and accessible from the Overlook Walk. The height of the Aquarium Pavilion and Overlook Walk structures would comply with applicable height restrictions.

On the west side of Alaskan Way, near the southwest corner of the Overlook Walk, a wide external staircase and an elevator would connect down approximately 40 vertical feet to the Promenade near the Seattle Aquarium. The stairs would be oriented north-south, and people walking down the stairs would have a view of the piers to the south. A crosswalk just south of this staircase would connect to the Pike Street Hillclimb and the Fix/Madore buildings. Near the northwest corner of the Overlook Walk there would be another set of stairs adjacent to the Pine Street extension on the north side of the proposed Aquarium Pavilion; pedestrians walking down this flight of stairs would have views over Pier 62/63. On the east side of the Elliott Way-Pine Street intersection, a set of stairs and an elevator would connect the northern part of the Overlook Walk to Elliott Way.

The Overlook Walk would include approximately an acre of public open space, provide active gathering spaces and elevated scenic viewing opportunities, create a robust and accessible pedestrian connection with multiple ways to travel between Pike Place Market and the waterfront, and provide opportunities to enhance the pedestrian experience and revitalize the area. The Seattle Aquarium's construction of the Aquarium Pavilion would create approximately 0.3 acre of additional public open space on the rooftop as an extension west of the Overlook Walk. The Overlook Walk would tie into the new MarketFront, which is currently under construction, at its easternmost end.

The Overlook Walk lid would include views of Elliott Bay to the west and the piers to the south as well as city views from several vantage points. The lid would be public open space that would include landscaping and tables and benches to provide seating at various points.

The configuration of the Overlook Walk against the hillside would provide an opportunity to create a new building, known as Building B. (The former Building A is now the MarketFront, which is a separate project.) Building B would be used for public uses and to serve transportation functions, as well as for incidental private uses. Located on the east side of Elliott Way, the building would rise above the east edge of the Overlook Walk lid, with windows facing onto the lid's main pedestrian ramp and landscaped areas. Building B would contain approximately 23,000 square feet of interior space, with elevator access provided to the Overlook Walk lid, Elliott Way, and the interior of the building.

East-West Connections

The East-West Connections are improvements to portions of S. Main, S. Washington, Union, and Bell Streets adjacent to the Main Corridor to provide better connections between the waterfront and downtown Seattle and to enhance the pedestrian experience. The S. Main and S. Washington Street Improvements would replace the roadway pavement and reconstruct the sidewalks to create more pedestrian-friendly links between the waterfront and Pioneer Square. The Union Street Pedestrian Connection would construct two elevated pedestrian walkways and associated elevators and stairs along the south side of Union Street to serve as an accessible pedestrian link between the new waterfront and downtown. The Bell Street Park Extension would continue the shared street (roadway and public park space) between Elliott and First Avenues, creating a better pedestrian connection towards Elliott Way and the waterfront.

Construction Impacts and Mitigation

Construction of the Preferred Alternative is expected to consist of the following general activities:

- Utility removal, replacement, or relocation
- Demolition of the existing roadway and appurtenances on Alaskan Way, and S. Main, S. Washington, Union, and Bell Streets
- Demolition of existing stairs and reinforcement and repair of the retaining walls at Union Street
- Ground improvement, where necessary, to stabilize soils for support
- Dewatering of excavations below the water table (generally about 5 feet below ground surface [bgs] along the waterfront) to provide a dry work area, where necessary
- Use of best management practices (BMPs) to protect water quality and reduce erosion; these may include installation of silt fencing, covering of stockpiled soil, and collection and treatment of construction stormwater runoff
- Drilling and vibratory pile driving for deep shafts to support the Overlook Walk and Elliott Way bridge structures
- Drilling shafts and placing foundations to support the Marion Street pedestrian bridge over Alaskan Way
- Vibratory pile driving and micropile driving to support the Union Street pedestrian structures
- Micropile driving to support structures such as the kiosks
- Earthwork (excavation and filling) for the Pine Street extension and the section of Elliott Way between Lenora Street and the bridge over the BNSF tunnel
- Placement of foundation and pavement for the new Alaskan Way and Elliott Way roadways, and bicycle and pedestrian facilities
- Excavation, formwork construction, and concrete pumping and pouring for the Union Street pedestrian structures
- Placement of roadway foundation and pavement for S. Main, S. Washington, Union, and Bell Streets
- Installation of Promenade elements including paving, benches, kiosks, and landscaping
- Installation of street lighting, signal poles, and signage

It is anticipated that construction activities would begin with early utility work in 2019 and be completed in 2022. The construction time frame could shift depending on when the AWVRP is completed.

Construction would be sequenced to build the new Elliott Way connection and the Columbia Street improvements first to provide an efficient connection to Belltown and improved transit connections in and through the corridor. The new Alaskan Way surface street would likely be constructed in segments. During construction of the Pine Street extension and the western portion of the Overlook Walk, Alaskan Way in the vicinity of Pine Street would be closed for a short period (assumed to be up to 4 months for the purposes of analysis); however, Elliott Way would be open to provide access to destinations on Alaskan Way north of Pine Street.

Table ES-1 provides a qualitative assessment of impacts by discipline, which summarizes impact levels across several categories of analysis. These impacts are described in more detail below. Implementing mitigation measures and adhering to permit conditions would minimize or avoid the potential for adverse impacts during construction of the Preferred Alternative. The No Action Alternative would not have any construction activities or impacts.

Table ES-1. Potential Construction Impacts

Discipline	No Action Alternative	Preferred Alternative
Transportation	None	Moderate Adverse Impact
Parking	None	Moderate Adverse Impact
Land Use	None	Moderate Adverse Impact
Aesthetics	None	Moderate Adverse Impact
Noise	None	Moderate Adverse Impact
Hazardous Materials	None	Minor Adverse Impact
Public Services and Utilities	None	Moderate Adverse Impact
Historic Resources	None	Minor Adverse Impact
Archaeological Resources	None	Minor Adverse Impact
Water Quality	None	Minor Adverse Impact
Vegetation and Wildlife	None	Minor Adverse Impact
Energy Resources	None	Minor Adverse Impact
Air Quality	None	Minor Adverse Impact

Transportation

Construction of the Preferred Alternative could affect transportation along Alaskan Way and the east-west cross streets in the corridor by increasing congestion and modifying local access to and from downtown Seattle. During the midday and non-peak commute periods, generally up to one lane in each direction could be closed periodically. However, it is anticipated that impacts on traffic operations would be relatively minor because roads would remain open for the majority of the construction period and closures would occur during periods of lower traffic volumes. Construction truck trips are not expected to substantially increase traffic volumes and delays because the number of anticipated truck trips is small in the context of overall truck use in the area.

The largest construction impact for the Preferred Alternative would be the closure of Alaskan Way in the vicinity of Pine Street while the Pine Street extension is built. For purposes of this analysis, the closure is assumed to last up to approximately 4 months. During this time, all non-emergency traffic from the south would access the waterfront north of Pine Street by traveling along the newly constructed Elliott Way to reach the northern portion of Alaskan Way via east-west streets. Southbound vehicles on Elliott Avenue would continue to access the northern segment of Alaskan Way via Wall, Vine, Clay, or Broad Streets; vehicles destined for Alaskan Way south of Pine Street would continue along Elliott Way to the waterfront.

This closure of Alaskan Way could result in delay and congestion when trains are using the at-grade crossings on these streets. Emergency vehicles would be able to cross the construction zone using the sidewalk along Elliott Bay to reach the northern portion of Alaskan Way without the need to cross the tracks. The City would work closely with emergency service providers to put in place appropriate measures for emergency access to and travel through construction areas to minimize impacts on response times.

Access to businesses would be maintained to the extent feasible throughout construction; any blockages would be temporary. Pedestrians and bicyclists would be rerouted around active construction zones; sidewalks that meet minimum ADA requirements would be provided during construction on at least one side of the street in all work zones, and the existing path on the east side of Alaskan Way would remain open, with detours as necessary. The Lenora Street pedestrian bridge would be closed for approximately 18 to 24 months while the new Elliott Way roadway is constructed, and the eastern end of the bridge would be modified to connect to the new Elliott Way. During construction of this connection, pedestrians would be directed to use other routes, such as Bell Street. Transit routes would run on interim pathways, which would likely be similar to where they were rerouted during construction of

EBSP and AWVRP. Construction is not expected to impact service or sailing schedules for ferries, cruise ships, or sightseeing boats.

The City would develop a Traffic Control Plan to reduce impacts on traffic operations and to protect and control motor vehicle, pedestrian, and bicycle traffic during all phases of construction. The plan would be developed in accordance with City construction specifications and would be updated as appropriate for each construction phase.

Parking

Construction activities for the Preferred Alternative would temporarily impact on-street parking throughout the study area. The amount of on-street parking affected would vary by construction stage and segment and would be determined once construction and staging plans are finalized. Some businesses could have access routes or loading zones temporarily blocked, but this would only occur intermittently.

To construct the new Alaskan Way, Pine Street extension, and Overlook Walk, a surface parking lot with approximately 60 spaces would be acquired and removed. These parking spaces are included in the total number of off-street spaces that would be permanently removed by the Preferred Alternative (as described below under Operational Impacts and Mitigation). These off-street spaces represent less than 1 percent of the off-street parking supply in the area. Off-street parking outside of the project footprint would not be affected, except for minor temporary changes in access to build the improvements.

While AWPOW would reduce the overall parking supply in the project footprint, the City would maintain parking availability to the extent feasible during construction. Once construction and staging plans have been developed, the City would develop practices to manage parking during construction to ensure, to the extent feasible, that parking is convenient and accessible to waterfront businesses and their patrons. In addition, the City would continue enforcement of short-term parking limits and the use of e-Park, which provides real-time off-street parking availability information, to make the most efficient use possible of the supply of short-term parking within the project footprint.

Land Use

Construction of the Preferred Alternative would result in temporary impacts to most or all land uses in and adjacent to the project footprint. Impacts would be due to noise, dust, congestion, loss of parking, and temporary access changes associated with construction that could negatively affect residences, recreational users, and businesses.

The Preferred Alternative would require the acquisition of two full parcels: a commercial surface parking lot with approximately 60 parking spaces, and a small two-story office building (the Harborscape Professional Building) with one business. Both of these uses would be displaced. In addition, one parcel would be partially acquired for the Preferred Alternative, converting a total of less than 0.1 acre to new City right of way. The partial acquisition would not alter or preclude the current use of the property. Temporary construction easements would also be needed for several properties adjacent to Alaskan Way. For these easements, the property would generally be restored to its previous condition before being returned to the property owner.

Mitigation measures and BMPs would address the construction impacts. For increased noise, traffic congestion, and aesthetic impacts, the City would implement measures as described for those disciplines. The City would work closely with property owners, businesses, and residents on communication and coordination to reduce the level of impact. The City would compensate the owners of properties acquired for right of way in accordance with Washington's relocation and property acquisition law and regulations (Revised Code of Washington [RCW] 8.26) and the City's relocation assistance policy (SMC 20.84). Fair compensation for all acquisitions and easements would be determined by a qualified appraiser.

Aesthetics

Short-term construction impacts on aesthetics would result from the presence and movement of construction equipment, stockpiled construction materials and debris, screening and safety fences, and nighttime illumination. Because work would be done in segments, views would be affected for only a portion of the overall construction period. Long-distance views from Victor Steinbreuck Park of visual resources such as the Olympic Mountains to the west would not be affected. Construction on east-west streets would occur in one- to two-block segments and would primarily be visible only to viewers in the immediate vicinity. Construction of the new elevator shafts at Union Street could potentially affect long-distance views from locations on Union Street east of Post Alley for a portion of the construction period. Local visual impacts could be reduced by minimizing construction-related light and glare and developing strategies to maintain views when locating and maintaining safety fencing and screening.

Noise

Construction noise would result from the operation of heavy equipment needed to construct various project features and structures, such as bridges, retaining walls, roads, and pedestrian and bicycle facilities. The contractor would be required to comply with the requirements of the City of Seattle Noise Control Ordinance; construction activities outside normal daytime hours would require a noise variance from the City. Maximum typical construction noise levels could reach as high as 88 dBA at the closest receiver locations.

The City would minimize construction noise at nearby noise receptors by complying with the Seattle Noise Ordinance and any variances to the ordinance that are obtained for the project.

Hazardous Materials

The Preferred Alternative has the potential to encounter contaminated materials such as petroleum products and metals during construction. Within the project footprint (specifically beneath Alaskan Way), there is documented soil and groundwater contamination that varies widely from location to location due to the large amount of fill material present and the area's history of industrial uses. In addition to this general contamination, nine specific sites with hazardous materials that are being overseen by the Washington State Department of Ecology (Ecology) were identified that have the potential to impact the project. Also, one of the acquired properties for the Preferred Alternative includes a building that would need to be demolished. The building could contain hazardous materials such as lead-based paint or asbestos-containing materials that might need to be abated before demolition begins. As a result of these conditions and the use of hazardous materials during project construction, potential construction impacts could include the exposure of workers or the public to:

- Contaminated materials contained in soil and groundwater
- Hazardous materials contained in underground storage tanks
- Hazardous materials in structures to be demolished
- Construction-related spills or releases

Impacts may also include the potential for the City to acquire hazardous materials-related liability as part of project-related property acquisition.

Mitigation for construction impacts includes the preparation and implementation of the following plans, programs, and procedures:

- Health and Safety Plan
- Hazardous Building Materials Survey and Abatement Program
- Monitoring Well Decommissioning and Protection Procedures
- Underground Storage Tank Decommissioning and Protection Procedures
- Contaminated Media Management Plan

Public Services and Utilities

Public services could be adversely affected by traffic congestion and detours during construction of the Preferred Alternative. Periodic closures and restrictions on east-west streets and the approximately 4-month closure of Alaskan Way for construction of the Pine Street extension would affect access for service providers. Emergency vehicles would be able to cross the construction zone using the sidewalk along Elliott Bay to reach the northern portion of Alaskan Way without the need to cross the tracks. The City would work closely with emergency service providers to put in place appropriate measures for emergency access to and travel through construction areas to minimize impacts on response times. In addition, timely communications would be provided to all service providers with details about detours, utility disruptions, and other critical activities. The City would also:

- Coordinate with solid waste service providers to minimize impacts on solid waste collection and recycling activities
- Notify the Seattle School District of construction detours that may affect school bus routings to and through the study area
- Notify the United States Postal Service of construction detours and access changes that may affect postal deliveries and its facility at S. Jackson Street

Utility relocations would be planned in coordination with construction activities for Alaskan Way, the Promenade, and the Overlook Walk. Impacts on utilities during construction of the Preferred Alternative would vary depending on the depth of the utilities below grade, their material composition, and the construction excavation limits. Potential utility outages would affect business and residential customers as well as public services. The project design would comply with current City of Seattle and State of Washington regulatory requirements; the City would work closely with utility providers to ensure appropriate space planning and construction sequencing to minimize overall risks, costs, and impacts. The City would also:

- Work with utility providers to provide maintenance and emergency access to all utilities throughout construction
- Ensure that outages are minimized and that critical utilities, such as power, water, and telecommunications for emergency response and public safety, are maintained
- Contact the utility provider immediately if any inadvertent damage to the utility occurs

Historic Resources

The Preferred Alternative's footprint includes portions of the Pioneer Square Preservation District and is adjacent to the Pike Place Market Historical District. Nineteen individual Seattle Landmarks outside of the historic districts are also located near the project footprint. During construction, reduced access and parking, as well as construction-related noise and dust, would make it more difficult for people to patronize businesses in historic buildings and districts. However, because construction work would be conducted in segments, each historic property would be affected for a relatively short period. While these short-term impacts would inconvenience residents, customers, and employees who use the historic properties, the ability of owners to maintain the historic integrity of their properties is not expected to be affected.

Potential mitigation measures implemented for transportation, parking, noise, public services, and water quality during construction would help protect the historic and physical integrity of the structures and the economic viability of the properties and districts. Before constructing the Preferred Alternative, the City would obtain the required Certificates of Approval for work within historic districts and any alterations, even temporary ones, to landmarked buildings. Such Certificates of Approval would be needed from the Pioneer Square Preservation Board, the Pike Place Market Historical Commission, and the Seattle Landmark Preservation Board. The City would repair any damage that occurs to historic

buildings as a result of AWPOW construction in accordance with the U.S. Secretary of the Interior's Standards for Rehabilitation (36 Code of Federal Regulations [CFR] 67).

Archaeological Resources

Five archaeological sites have been recorded within the Preferred Alternative's footprint. Three of the sites have been mitigated through recordation, and have been at least partially removed by previous projects that disturbed these sites. The other two archaeological sites are:

- Ballast Island, a site near Pier 48 that was formerly used as a Native American encampment and meeting place, which could be disturbed by construction of the sidewalk and bicycle facility
- A site near Union Street and Western Avenue, where a historic buried concrete wall could be affected by the pedestrian improvements at Union Street

Undetected sites may still be present in portions of the project footprint that have not been investigated for cultural resources. The greatest likelihood of encountering such materials is in the area between Pike Street and Blanchard Street, where construction depths could reach 80 feet below ground surface. Although regrading in this area has removed some of the native soils, the historic fill is thinner than it is along the shoreline, and deeper areas of excavation could intersect older deposits that have the potential to contain pre-contact materials. Construction activities on Union Street would be 40 to 60 feet deep due to the drilled shafts required for the pedestrian walkway connections; therefore, older archaeological deposits could also be encountered in this area.

To address the potential for project construction to impact currently undetected archaeological sites, the City would prepare an Inadvertent Discovery Plan before project construction begins. The City would also develop a plan in consultation with the Washington State Department of Archaeology and Historic Preservation (DAHP) and affected Native American tribes to conduct archaeological monitoring during construction activities affecting Ballast Island, and potentially in other areas having a high potential for encountering undetected archaeological resources.

Water Quality

Construction and associated staging activities such as earthwork, stockpiling, material transport, concrete work and paving, storm drain utility work, use of construction machinery, and dewatering have the potential to affect water quality in Elliott Bay. These pollutants can increase turbidity, change pH, and reduce available oxygen in the water. The impacts would be temporary, would vary in intensity and duration depending on the type of construction occurring, and would be mitigated through required preventative measures. The City would prepare and implement plans pursuant to the City of Seattle Stormwater Code, Stormwater Manual, and the NPDES Construction Stormwater General Permit that describe BMPs to prevent pollution, control stormwater flows, and protect Elliott Bay during construction and staging activities.

Vegetation and Wildlife

During construction of the Preferred Alternative, human activity and noise from construction equipment could disturb wildlife. However, wildlife species that use habitats in the study area are already adapted to high levels of noise and human activity, and construction noise and activity would not constitute a substantial increase in disturbance compared to the No Action Alternative. A Tree, Vegetation, and Soil Protection Plan would be developed to ensure the selection of appropriate protective measures during construction. These measures would identify protective measures for trees and other vegetation to be retained as well as for soil surfaces to guard against compaction and erosion. They would also include appropriate measures to minimize the risk of introduction and spread of noxious and invasive species. The City would restore and landscape the project footprint as soon as practicable during construction and would implement appropriate conservation measures and BMPs to minimize potential impacts on wildlife. No adverse impacts on vegetation and wildlife are expected as a result of construction activities.

Energy Resources

Construction activities would consume energy to manufacture materials, transport materials, and operate construction equipment. Construction would also contribute to greenhouse gas (GHG) emissions through the burning of fossil fuels to operate construction machinery and transport workers. In addition to construction activities, GHG emissions would originate from the production of concrete and steel for the project and from the project's use of electrical energy generated by fossil fuels.

The amount of energy used for AWPOW, although substantial, would be a small fraction of overall energy consumption in Seattle and is not expected to have a substantial impact on energy resources. Similarly, AWPOW is not expected to contribute significantly to overall GHG emissions or to hinder compliance with GHG reduction targets in Seattle or the state. BMPs, such as limiting idling of equipment, would contribute to improved energy efficiency during construction.

Air Quality

During construction of the Preferred Alternative, soil-disturbing activities, operation of heavy-duty equipment, commuting workers, and the placement of concrete and asphalt may generate emissions that would temporarily affect air quality. The total emissions and the timing of these emissions would vary depending on factors such as construction phasing and the types of equipment used.

State law requires that construction site owners and operators take reasonable precautions to prevent fugitive dust from becoming airborne. Dust may become airborne during demolition, material transport, grading, vehicle and machinery operations on and off the work site, and wind events. Controlling fugitive dust emissions could involve BMPs such as spraying exposed soil with water, covering materials, and scheduling construction activities to keep disturbed areas to a minimum.

Operational Impacts and Mitigation

Table ES-2 provides a qualitative assessment of impacts by discipline, which summarizes impact levels across several categories of analysis. These impacts are described in more detail below. The AWVRP, EBSP, and MarketFront projects will be completed before AWPOW begins and are therefore assumed to be part of the future conditions for both the No Action and Preferred alternatives. The project would be designed to minimize or avoid the potential for adverse impacts; in addition, implementing mitigation measures and adhering to permit conditions would minimize or avoid the potential for adverse impacts.

Table ES-2. Operational Impacts and Benefits

Discipline	No Action Alternative	Preferred Alternative
Transportation	Minor to Moderate Adverse Impact	Moderate Benefit
Parking	No Impact	Moderate Adverse Impact
Land Use	Minor Adverse Impact	Moderate Benefit
Aesthetics	No Impact	Moderate Benefit
Noise	No Impact	Minor Adverse Impact
Hazardous Materials	Minor Adverse Impact	Minor Adverse Impact
Public Services and Utilities	Minor Adverse Impact (public services) No impact (utilities)	Minor Benefit (public services) No Impact to Minor Benefit (utilities)
Historic Resources	No Impact	Minor Adverse Impact
Archaeological Resources	No Impact	No Impact
Water Quality	No Impact	Minor Benefit
Vegetation and Wildlife	No Impact	Minor Benefit
Energy Resources	Minor Adverse Impact	Minor Benefit
Air Quality	Minor Adverse Impact	Minor Benefit

Transportation

The transportation analysis for both alternatives reflects the future conditions in 2030, the project design year, and accounts for population and employment changes and transportation improvements anticipated by that time. Under the No Action Alternative, traffic volumes are generally expected to increase by approximately 5 to 10 percent between 2017 and 2030 due to regional population and employment growth. The restored Alaskan Way roadway would not have sufficient capacity to accommodate this future travel demand. As a result, general-purpose and freight traffic would experience more congestion and delays at intersections. Pedestrian and bicycle facilities under the No Action Alternative would remain the same as in 2017; the stairs at Seneca and Union Streets would not meet ADA standards.

The primary operational impact of the Preferred Alternative would be to provide improved or additional facilities for motor vehicles, transit, bicyclists, and pedestrians in the study area. This would improve overall traffic operations, transit reliability, emergency service response, and pedestrian and bicyclist comfort and safety. Levels of service would improve at most intersections compared to the No Action Alternative, which would reduce delays for vehicle and freight traffic. Travel times under the Preferred Alternative would also improve or remain similar to the No Action Alternative. Along the east side of the new Alaskan Way, properties that currently use the City of Seattle right of way to access parking or loading areas would experience changes in access. Freight access to businesses would be accommodated with on-street parking and loading zones along Alaskan Way, side streets, and alleys, but with modifications in some locations. Regional transit would benefit from improved traffic operations and dedicated transit facilities in the study area. Water transportation services and rail would not be disrupted by the Preferred Alternative and would likely experience safety and congestion improvements because of improved roadway operations and levels of service.

At the north end of the project footprint, the extension of Bell Street Park between Elliott and First Avenues would change the roadway configuration to become a one-way shared street (roadway and public park space). This would have a minor impact on the roadway operations on Bell Street and the adjacent roadways.

Parking

The parking supply under the No Action Alternative is expected to remain the same as under 2017 existing conditions with the addition of the MarketFront development, which would add 250 new off-street parking spaces.² Population and employment growth would likely increase the demand for parking by 2030, the project's design year.

The Preferred Alternative would permanently remove approximately 57 on-street parking spaces along Alaskan Way, 377 parking spaces that existed in the Alaskan Way Viaduct footprint, 15 on-street spaces on Bell Street, 3 spaces on Union Street, and 1 space on S. Main Street. This loss of 453 on-street parking spaces represents approximately 25 percent of the on-street parking supply in the study area. The Preferred Alternative would also permanently remove 189 off-street parking spaces in the study area. The total project-related parking loss of approximately 642 parking spaces represents approximately

Existing Conditions

In the Draft EIS, the term "2017 existing conditions" is used to refer to the future condition of the study area after the AWVRP, EBSP, and the MarketFront have been constructed. The viaduct needs to be demolished before the AWPOW projects can be constructed. Because of AWVRP tunneling delays, the time frame for viaduct demolition has shifted from 2017 to 2019. This does not affect the overall AWPOW EIS analysis because the assumptions for future existing conditions remain the same. To keep the terminology consistent with the prior environmental documentation, the Final EIS continues to use "2017 existing conditions" as the baseline.

² The 250 off-street parking spaces that are currently under construction as part of the Pike Place MarketFront (MarketFront) development are expected to be completed in 2017. As a result, they were not counted in the existing parking supply counts obtained in 2013 and are therefore not included in the existing conditions (2017) parking supply inventory.

6 percent of all on- and off-street parking supply in the study area. The City would address this loss by modifying on-street parking policies and practices, improving enforcement of short-term parking limits, continuing the use of e-Park, and increasing awareness and encouraging use of alternative modes of transportation. Enhanced facilities for nonmotorized transportation and transit would help minimize the impact of parking loss for the Preferred Alternative and provide travel options to and from the waterfront, reducing the overall demand for parking.

It is expected that demand for both on-street and off-street parking would increase in conjunction with population and employment growth in Seattle's central business district. Because parking supply would decrease under the Preferred Alternative, this increase in demand for parking, coupled with the decrease in parking supply, is expected to increase the on-street and off-street parking utilization rates across all parking zones and time periods studied.

The proposed removal of on-street parking is consistent with applicable policies in Seattle's Comprehensive Plan (2005). The City is currently in the process of a plan update, which is scheduled for completion in 2016. The updated Comprehensive Plan's policies are largely similar to those of the 2005 adopted version. The removal of on-street parking spaces, in conjunction with the enhanced nonmotorized and transit facilities that are part of the Preferred Alternative, supports overall City planning goals for reducing dependency on single-occupant vehicles in the downtown area.

Land Use

Compared to the Preferred Alternative, operation of the No Action Alternative would result in higher traffic congestion and less potential for beneficial redevelopment in accordance with adopted land use plans. Because Alaskan Way would not have sufficient capacity to accommodate increased travel demand in 2030, the resulting congestion could affect business patronage, and would not address City land use goals of increased connectivity and mobility. The No Action Alternative would maintain the existing non-accessible and indirect pedestrian connections between the Pike Place Market and the waterfront. It would not support local land use plans that envision a downtown waterfront with enhanced connection to the shoreline, increased public gathering space, and improved accommodations for pedestrians, bicyclists, and transit users.

The operational impacts of the Preferred Alternative on land use are expected to be positive because the project would result in a more accessible waterfront and increase the desirability of the area for public use and general development. Positive operational impacts are expected because the new public facilities associated with this project would enhance traffic operations, support increased walking and bicycling, improve multimodal connectivity and mobility, provide new open space and recreation opportunities, and support economic development. Although the project would not change existing zoning or land use designations, increased activity and public amenities along the waterfront could encourage beneficial redevelopment of adjacent areas in accordance with applicable zoning and development standards. The Preferred Alternative is expected to support the goals of state, regional, and local land use plans, many of which call for improvements along the waterfront.

Aesthetics

There would be no visual impacts or benefits under the No Action Alternative because it would be identical to the 2017 existing conditions. Operational impacts of the Preferred Alternative would be generally positive because the streetscape and pedestrian spaces would replace paved areas currently dedicated to parking and vehicle traffic. Elements that are expected to enhance visual quality include trees and shrubs, gathering areas with seating, and custom paving patterns and lighting. With these landscaping and urban design elements, the Preferred Alternative streetscape and pedestrian spaces would generally be considered an aesthetic enhancement compared to the No Action Alternative.

The new kiosk structures along the Promenade would be prominent in the historic pier section of the waterfront. At their proposed height, the kiosks could impact views along designated view corridors at Seneca, Spring, Union, and University Streets. Along the Main Corridor, the Preferred Alternative could

result in negative impacts if the kiosk structures or tree canopies were to block or interfere with scenic views along the waterfront or toward Puget Sound and the Olympic Mountains. Depending on the final design, the kiosks and tree canopies could be perceived to have either a positive or a negative visual impact, depending on the viewer.

The Overlook Walk and Building B would be new structures in views from the waterfront and from Pike Place Market. This change to the visual landscape could also be perceived to have either a positive or a negative impact, depending on the viewer.

The Overlook Walk would accommodate the Aquarium Pavilion, which would be a large, prominent structure that may block private views from the southern end of the Waterfront Landings Condominium building. Views from the southern units of the building presently include an office building, driveway, parking, loading zone, and Alaskan Way, as well as limited water and pier views from some units. The Pavilion would not obstruct views from any locations where views are protected by the City's SEPA ordinance (SMC 25.05.675.P). In addition, new public viewing areas would be provided from the Pavilion's roof. The actual view impacts may vary from those generally described in this Final EIS because they would be dependent upon the final design of the Aquarium's building.

If the Overlook Walk were constructed without the Aquarium Pavilion, it could detract from the overall visual quality of the waterfront. The structural elements supporting the upper section of the Overlook Walk would be prominent in views from the waterfront areas near the Aquarium Plaza and historic piers, and the Overlook Walk would not screen Alaskan Way from the Aquarium Plaza.

The Union Street Pedestrian Connection would include walkways with new public viewpoints that would provide very high-quality views of the waterfront and Elliott Bay. The new pedestrian connection would also include elevator towers that would be compatible with existing nearby development, although the towers would partially alter the views of Elliott Bay currently provided at Union Street just east of Post Alley.



Visualization of the Preferred Alternative from Victor Steinbrueck Park, looking south

Noise

Noise levels in the study area are currently dominated by traffic. Modeled future noise levels, calculated as A-weighted decibels expressed in terms of average sound levels (abbreviated as dBA Leq), were compared to the Federal Highway Administration's noise abatement criteria (NAC). In 2017, after the AWVRP is complete, 1,136 noise receivers in the study area are predicted to be at or above the NAC for residential land uses, with noise levels ranging from 61 to 73 dBA Leq. Under the 2030 No Action Alternative, the number of units at or above the NAC would be the same as under the 2017 existing conditions, and traffic noise levels are predicted to range from 62 to 74 dBA Leq.

Under the Preferred Alternative, 1,211 residential units are predicted to be at or above the NAC; noise levels would range from 58 to 72 dBA Leq during peak hours in 2030. Noise levels would increase in some locations and decrease at others because of changes in the roadway alignment compared to No Action. Overall, traffic noise levels are expected to increase by up to 5 dBA in some locations (primarily in the northern portion of the study area), and decrease by 5 to 6 dBA in other locations compared to the No Action Alternative.

Several types of mitigation measures were reviewed for their potential to reduce noise impacts where the Preferred Alternative would cause noise levels to increase above the NAC. All of the measures reviewed were determined to be infeasible, in conflict with project objectives, or not cost effective. Although there are no clear, reasonable, and feasible methods of reducing noise in this area, it is important to note that the overall noise levels in the corridor would be up to 12 dBA lower than the noise levels with the viaduct in operation.

Hazardous Materials

Potential operational impacts under the No Action and Preferred alternatives include spills or releases from vehicles traveling in the corridor, the potential to create contaminant migration corridors through the installation of utilities, and exposure of workers to contamination during maintenance activities. The potential for such impacts would be minimized or mitigated through the use of BMPs and compliance with regulations governing the handling, storage, and disposal of hazardous materials.

Public Services and Utilities

The No Action Alternative would not construct the proposed connection between Alaskan Way and Elliott Way; as a result, it would take public service providers longer to reach destinations between Belltown and Alaskan Way than under the Preferred Alternative. The operational impacts on public services as a result of the Preferred Alternative would therefore be positive. The improved roadway capacity and connection to Belltown should reduce the time required to provide public services and respond to emergencies compared to the No Action Alternative.

The Preferred Alternative's impacts on utility operation and maintenance are expected to be minimal, and new facilities would provide a benefit. The Preferred Alternative would be designed to provide maintenance access to underground utilities that meets the standard access criteria and associated vehicle loading. Therefore, no mitigation for operational impacts would be necessary.

Historic Resources

The No Action Alternative would have minimal or no impact on historic resources. The Preferred Alternative would have minimal adverse impacts on historic resources and could have slight benefits. The primary potential impact of the Preferred Alternative would be alterations to the historic character of the waterfront, which could lessen the sense of connection between the waterfront and the buildings and neighborhoods east of Alaskan Way. Proposed improvements on S. Main and S. Washington Streets could potentially have permanent impacts on some areaways. The type and extent of alterations to historic resources would be determined during final design.

The City would obtain Certificates of Approval and undergo Landmarks Adjacency Reviews, as appropriate, for all permanent impacts the Preferred Alternative would have on historic resources. Certificates of Approval would be needed from the Pioneer Square Preservation Board, the Pike Place Market Historical Commission, and the Seattle Landmarks Board. The Seattle Department of Neighborhoods would conduct Landmarks Adjacency Reviews for project elements located next to or across the street from designated City landmarks. These approvals and reviews would consider the compatibility of project elements, materials, and designs with the area's historic character. The City would also use urban design and place-making approaches such as landscaping, interpretation, and reuse of historical elements (seawall railing, ship's wheel ornamentation, etc.) to enhance the sense of historical connection among the waterfront structures, the roadway, and buildings on the east side of Alaskan Way.

Archaeological Resources

No operational impacts on archaeological sites are anticipated as a result of either the No Action Alternative or the Preferred Alternative.

Water Quality

The No Action Alternative would not result in any operational impacts or benefits to water quality. The operational impacts of the Preferred Alternative are expected to be beneficial. The project would reduce flow volumes to the combined sewer by diverting a portion of the stormwater runoff area from the combined sewer system to the separated storm drain system. In addition, the project would reduce the overall quantity of pollutants in stormwater runoff by converting portions of the existing pollution-generating impervious surfaces (PGIS) to non-pollution-generating impervious surfaces (NPGIS) in the footprint. Also, the project would improve the quality of discharges to Elliott Bay by treating runoff from PGIS that was previously untreated.

Vegetation and Wildlife

The No Action Alternative is not expected to affect vegetation or wildlife. The operational impacts of the Preferred Alternative on vegetation and wildlife would be minimal. The primary effect would be a slight increase in native vegetation and the availability of habitat for native wildlife, as well as natural recruitment of native vegetation. This could lead to some increase in the populations and densities of wildlife in the study area. Because no adverse impacts are anticipated, no mitigation measures are proposed for vegetation and wildlife.

Energy Resources

Vehicles are expected to operate more efficiently and overall energy consumption is expected to decline slightly under the Preferred Alternative as compared to the No Action Alternative. Because the project would improve traffic operations and travel times, as well as reduce the number of vehicle miles traveled in the corridor, the Preferred Alternative is also expected to slightly reduce GHG emissions compared to the No Action Alternative. No adverse effects on energy resources and GHG emissions are expected from the operation of the Preferred Alternative.

Air Quality

Under the No Action Alternative, congestion on Alaskan Way and east-west cross streets would result in increased emissions of air pollutants. Congestion would be reduced by the improvements under the Preferred Alternative. Because air emissions are directly correlated to traffic volumes and congestion, the Preferred Alternative is expected to result in a slight reduction in emissions of air pollutants within the study area; therefore, no mitigation is required.

Cumulative Impacts and Mitigation

Cumulative impacts are project-related environmental impacts in combination with the impacts of other past, present, and reasonably foreseeable projects in the vicinity. In other words, they are the combined individual impacts of multiple projects over time. SEPA requires the evaluation of cumulative impacts as part of the EIS analysis.

AWPOW would be constructed once the SR 99 tunnel is in operation and the viaduct is removed. Construction would occur in the midst of a busy waterfront at the same time as other capital projects, including the Seattle Multimodal Terminal at Colman Dock Project. The construction-related impacts of AWPOW would add to the temporary adverse construction-related impacts of those other projects. Construction-related noise, dust, and traffic congestion would be greater with all of the projects together than if only one were constructed at a time. Therefore, AWPOW would contribute to an adverse cumulative impact during construction. Mitigation would consist of measures to reduce the overall impacts of construction by coordinating with other projects and agencies to verify the effectiveness of BMPs and ensure that residents, employees, and visitors can navigate efficiently and safely through the construction area.

The operational impacts of AWPOW, combined with those of other reasonably foreseeable projects, would result in long-term improvements to transportation, aesthetics, and water quality, and would further the goals of regional and local land use and transportation plans. Overall, project operation would not contribute to adverse cumulative impacts, and no mitigation would be necessary.

Next Steps

After the Final EIS is issued, final design and permitting are expected to be completed between 2017 and 2019. Construction would begin no earlier than 2019.

