

Primary Corridor Transportation Project

DELIVERABLE 7-12A HISTORICAL / ARCHAEOLOGICAL / CULTURAL RESOURCES IMPACTS TECHNICAL REPORT SUPPLEMENT (FOR SAND ISLAND BYPASS / NIMITZ HIGHWAY)

Prepared for:

**City and County of Honolulu
Department of Transportation Services**

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INTRODUCTION AND OVERVIEW

This report discusses the potential impacts of the No-Build, Transportation System Management (TSM), Bus Rapid Transit (BRT) and Bus Rapid Transit/Sand Island Scenic Parkway (BRT/SISP) Alternatives on the historic and archaeological resources in the study area (see Figure 1A to Figure 1D). Consultation with the State Historic Preservation Division (SHPD) will continue as project planning proceeds. Project features will continue to be discussed with the SHPD and the public with the intent of developing a project concept that will have "no adverse effect" on all historic properties in the study area. Mitigation measures to help in accomplishing this goal are discussed in this report.

Preliminary assessments of the "effect" on historic and archaeological resources of the alternatives are provided in this report. If the TSM, BRT or BRT/SISP Alternative is selected, detailed impact analysis and investigation of feasible mitigation measures will continue, in coordination with the SHPD, as design details become available. A Memorandum of Agreement (MOA) will be prepared as part of the preliminary engineering/FEIS studies for sites where an "adverse effect" is determined.

1.0 REGULATORY CONTEXT

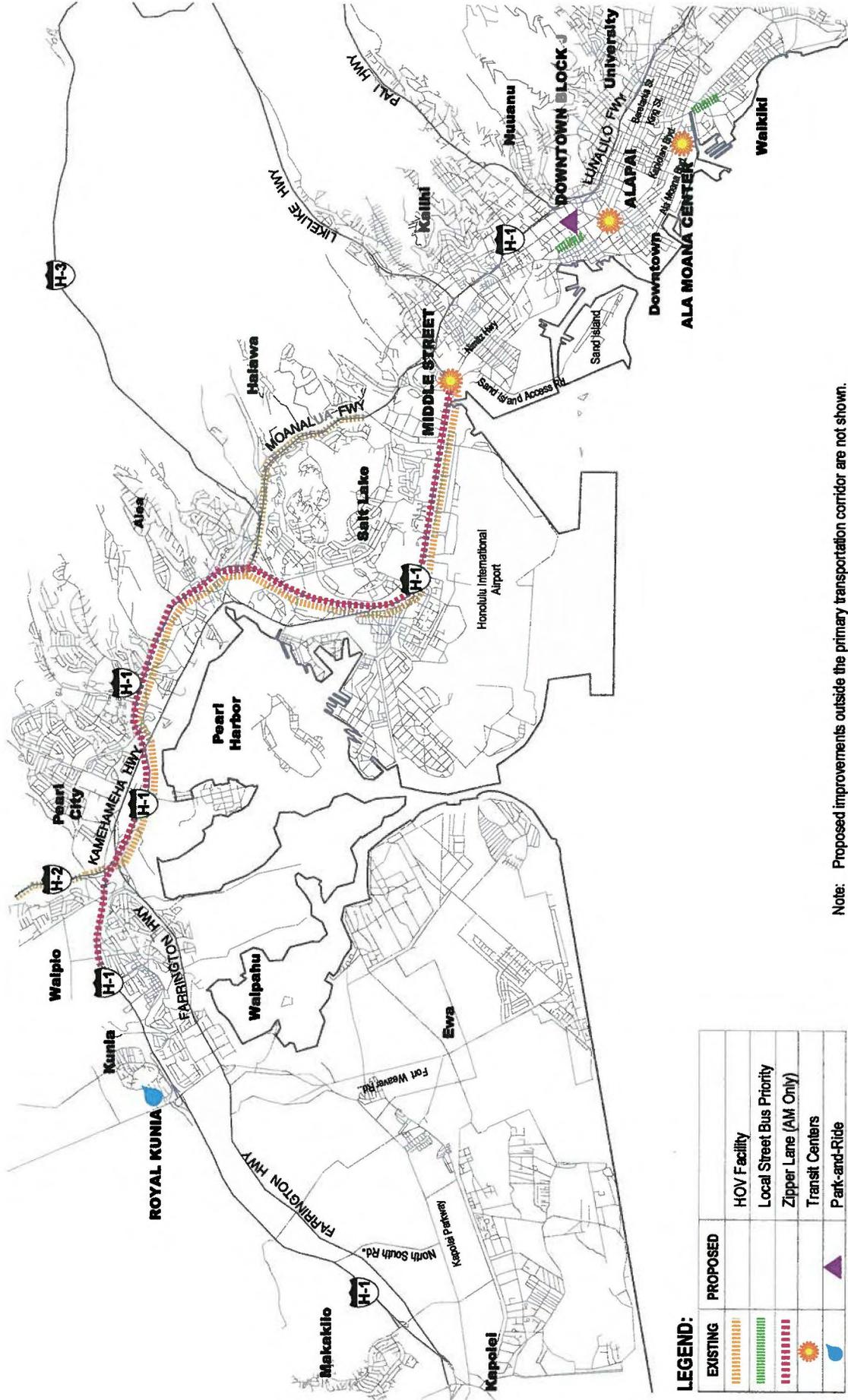
Because of potential federal participation, this project must comply with Section 106 of the National Historic Preservation Act. In accordance with Section 106, the "effect" of the project on historic or archaeological resources must be determined by the federal agency proposing or regulating the project. There are three possible "effect" findings:

- No historic properties affected;
- No adverse effect; and
- Adverse effect.

"No historic properties affected" means that either there are no historic properties present or there are historic properties present but the undertaking will have no effect upon them of any kind (that is, neither harmful nor beneficial). An "effect" means alteration to the characteristics of a historic property qualifying it for inclusion in or eligibility for the National Register of Historic Places (NRHP).

"No adverse effect" means that there could be an effect, but the effect would not be harmful to those characteristics that qualify the property for inclusion in the NRHP. In other words, it would not diminish or adversely affect the integrity of the property's location, design, setting, materials, workmanship, feeling, or association.

An "adverse effect" means an undertaking may alter, directly or indirectly, any of the characteristics of a historic property that qualify the property for inclusion in the NRHP in a manner that would diminish the integrity of the property's location, design, setting, materials, workmanship, feeling, or association. Consideration is given to all qualifying characteristics of a historic property, including those that may have been identified subsequent to the original evaluation of the property's eligibility for the NRHP. Adverse effects may include reasonably foreseeable effects caused by the undertaking that may occur later in time, be farther removed in distance or be cumulative. If an "adverse effect" is determined, an MOA between the federal agency and the State Historic Preservation Officer (SHPO) would need to be prepared. Other parties are allowed to be signatories to the MOA.



Note: Proposed improvements outside the primary transportation corridor are not shown.

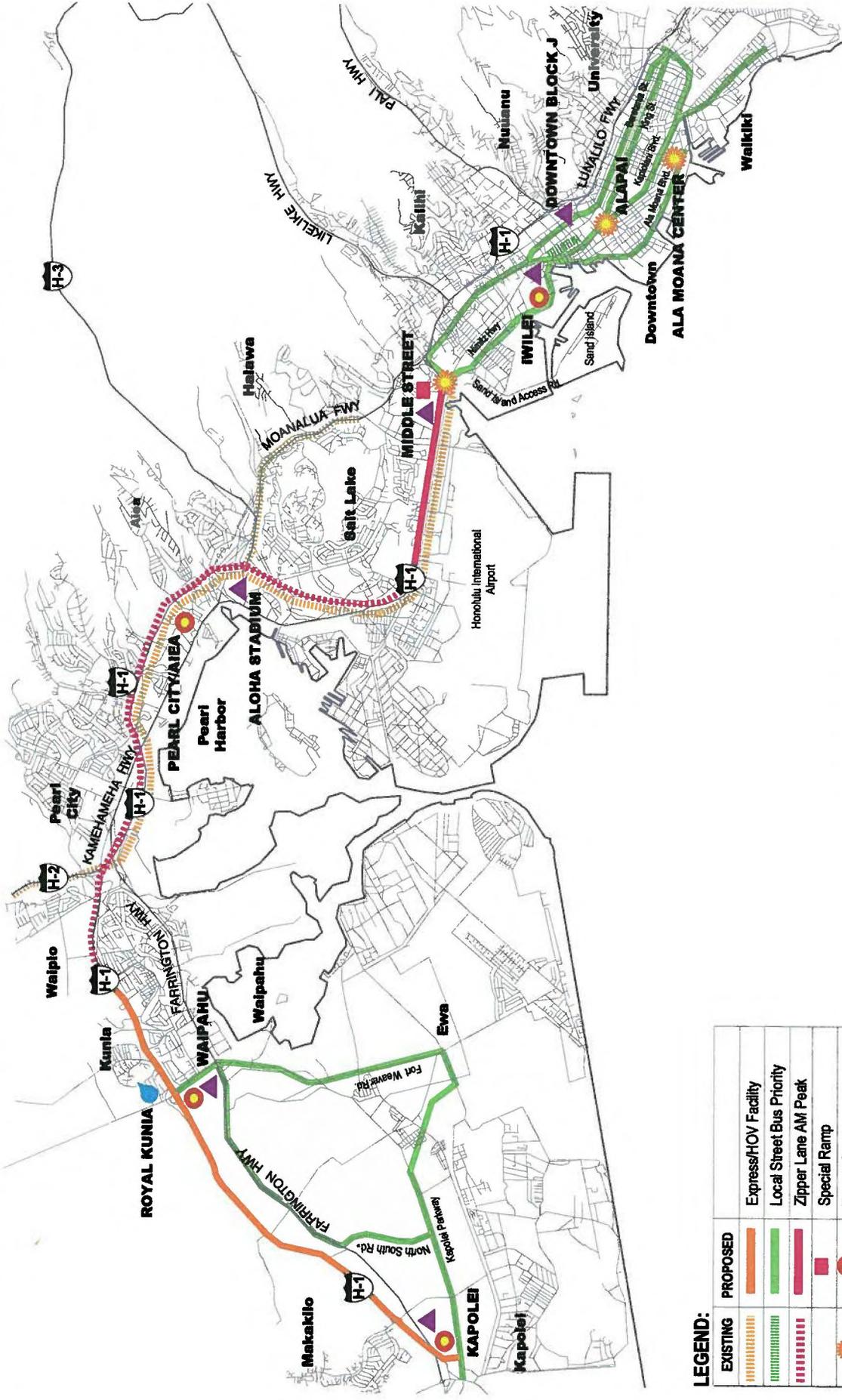
LEGEND:

EXISTING	PROPOSED
	HOV Facility
	Local Street Bus Priority
	Zipper Lane (AM Only)
	Transit Centers
	Park-and-Ride



No-Build Alternative

Figure 1A



LEGEND:

	EXISTING		PROPOSED	Express/HOV Facility
				Local Street Bus Priority
				Zipper Lane AM Peak
				Special Ramp
				Transit Centers
				Park-and-Ride

Note: Proposed improvements outside the primary transportation corridor are not shown.



Figure 1B

TSM Alternative

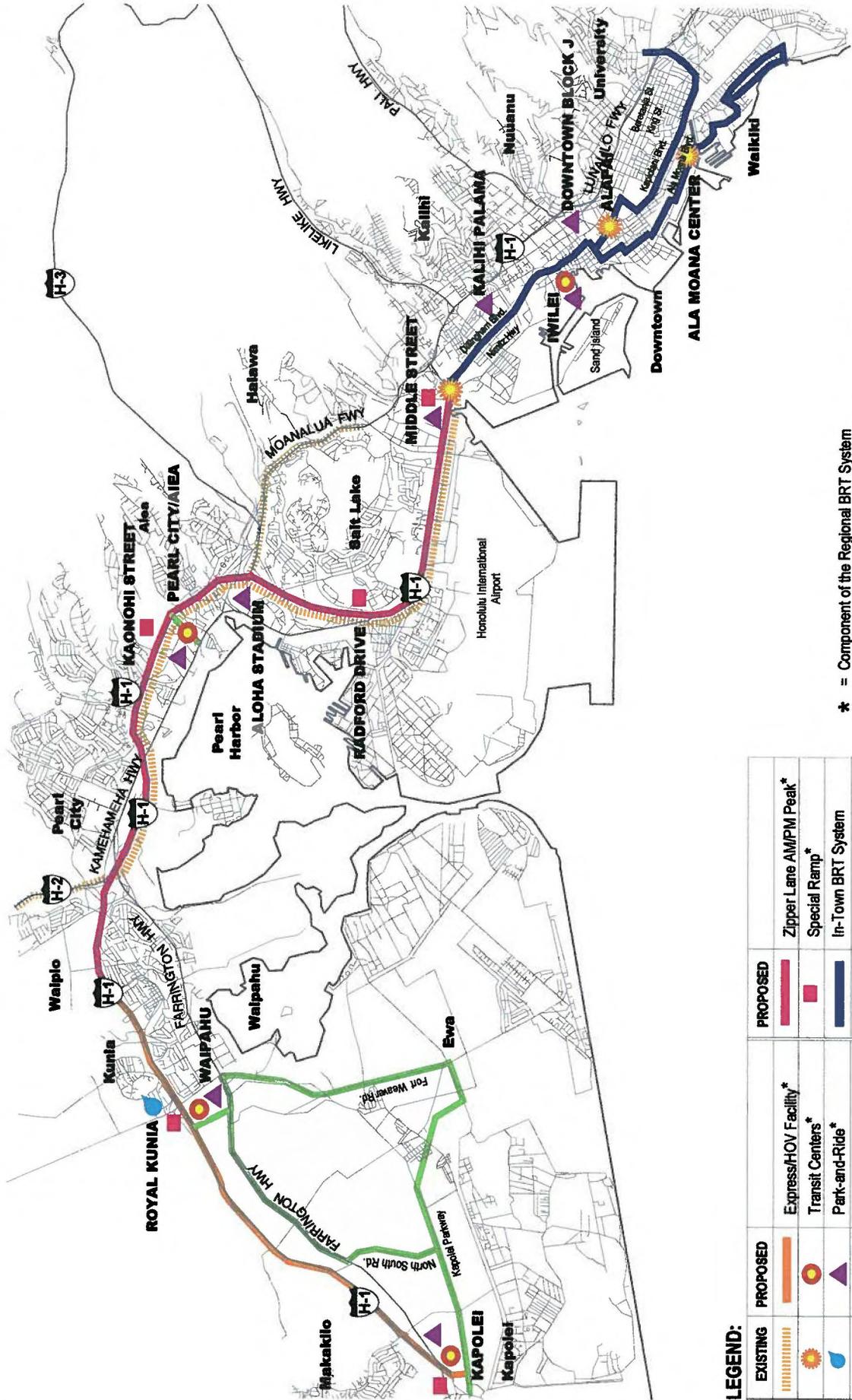
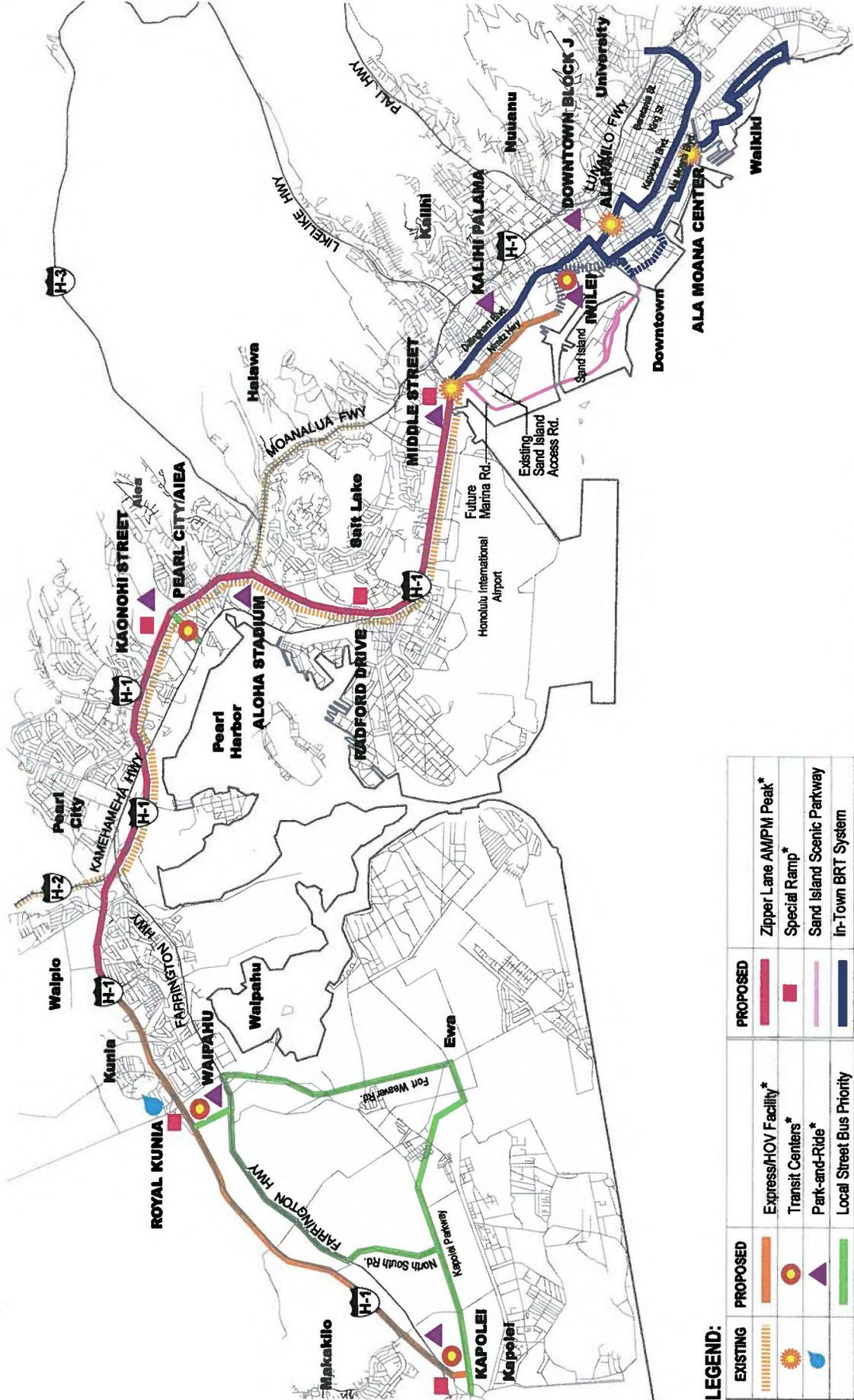


Figure 1C

BRT Alternative



* = Component of the Regional BRT System

LEGEND:

EXISTING	PROPOSED	PROPOSED
		Express/HOV Facility*
		Transit Centers*
		Park-and-Ride*
		Local Street Bus Priority
		Nimitz Boulevard
		Zipper Lane AM/PM Peak*
		Special Ramp*
		Sand Island Scenic Parkway
		In-Town BRT System
		Pohukaina/lialo Options



Figure 1D

BRT / SISIP Alternative

2.0 IMPACT ASSESSMENT FOR ARCHAEOLOGICAL RESOURCES

In terms of archaeological resources, SHPD staff has indicated that because most of the project area is urban, with ground conditions consisting of fill and top soil that has already been highly disturbed by construction, it is unlikely that archaeological remains or sites exist in much of the project area. However, SHPD staff did raise the possibility that construction of the BRT and BRT/SISP Alternatives could uncover archaeological resources during construction of a Middle Street maintenance facility and the widening of Kalia Road in the Fort DeRussy area for the In-Town BRT system, because of previous archeological finds in these areas. In addition, the TSM Alternative would include expansion of the Middle Street bus maintenance facility, the same area where burials were discovered. If evidence of archaeological remains or sites are uncovered during construction of the BRT or BRT/SISP Alternative, or even the No-Build or TSM Alternatives because they also involve construction activities, work would halt and the SHPD would be contacted immediately to coordinate special handling or investigative procedures.

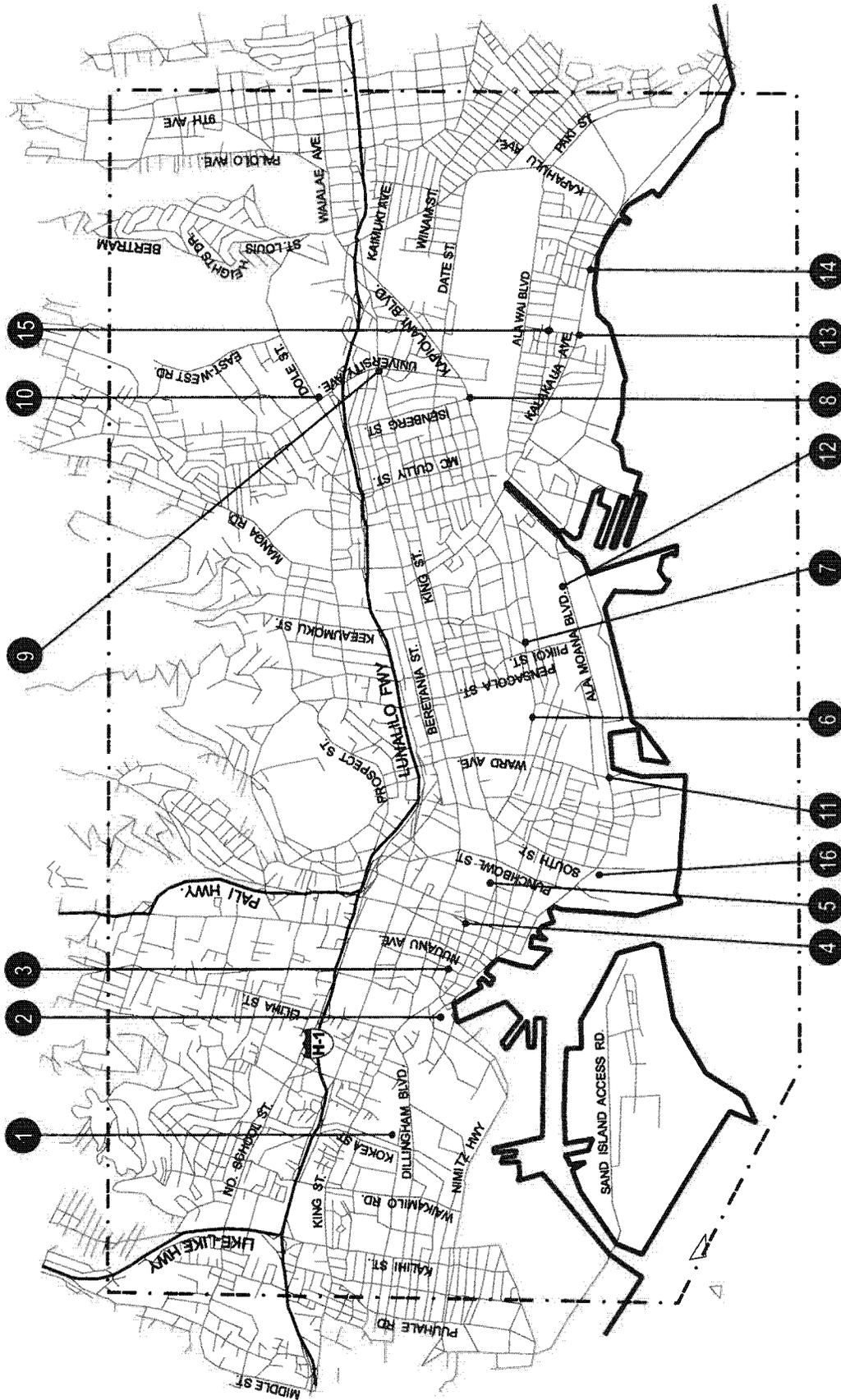
Archaeological surveys in areas that are known to contain subsurface archaeological deposits could be conducted during subsequent design of the selected alternative as part of the FEIS. At a minimum, archaeological monitoring would be conducted during construction in areas with a relatively high probability of uncovering archaeological resources and if subsurface disturbance by project construction is expected.

SHPD staff has indicated the possibility of an "adverse effect" on unknown archaeological sites. If an "adverse effect" is determined, an MOA would be prepared and would specify possible survey and/or monitoring procedures. The decision as to whether the project would have an "adverse effect" on unknown archaeological sites would be made when more detailed information is generated on the preferred alternative.

3.0 IMPACT ASSESSMENT FOR HISTORIC-PERIOD RESOURCES

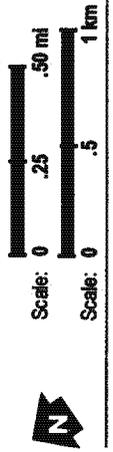
There are no historic-period resources within the Area of Potential Effect (APE) of the No-Build and TSM Alternatives.

Table 1 lists the historic districts and historic-period resources (buildings, structures and objects constructed after western contact) within the APE of the BRT and BRT/SISP Alternatives. See Figure 2 for resource locations. As indicated on Table 1, the BRT and BRT/SISP Alternatives would have "no adverse effect" on most of the resources listed because these properties would not be affected by right-of-way acquisition. In other words, elements of the BRT and BRT/SISP Alternatives (e.g., transit stops) would be close to the resources, but would not physically affect them.



SOURCES:
 ESRI Atlas GIS v4.0 1998; Information Delivery System (IDS),
 March 1998; City and County of Honolulu, October 1998;
 Mason Architects Inc., May 1999.

* Numbers correspond to Historic-Period Resources listed on Table 1.



**Historic-Period Resources In The Area Of Potential Effect:
 Kalihi To University Of Hawaii**

**TABLE 1
PRELIMINARY ASSESSMENT OF EFFECT ON HISTORIC PERIOD RESOURCES**

	Location	Resource	Preliminary Assessment
1	Dillingham Blvd./HCC Transit Stop	Honolulu Orthopedic Supply*	No Adverse Effect
2	Iwilei Transit Center	State Warehouse*	Adverse Effect
		OR&L Office and Doc. Storage Bldg.	No Adverse Effect
		Four houses behind Tong Fat	No Adverse Effect
		Chinatown Historic District	Adverse Effect
3	Hotel St./Kekaulike Mall Transit Stop	--Lung Doo Benevolent Society*	No Adverse Effect
		--Yew Char Building*	No Adverse Effect
		--Hotel Street Sidewalk Features	Adverse Effect
		Portland Building	No Adverse Effect
4	Hotel St./Union Mall Transit Stop		
5	Iolani Palace Transit Stop	Hawaii Capitol Historic District	Adverse Effect
		--Federal P.O./Customs Building	Adverse Effect
		--Hawaii State Library	Adverse Effect
6	Thomas Square/NBC Transit Stop	Roman Catholic Cemetery*	No Adverse Effect
7	Kapiolani Blvd./Keeaumoku St. Transit Stop	Bakery Kapiolani*	No Adverse Effect
8	Kapiolani Blvd./Isenberg St. Transit Stop	Kapiolani Apartments*	No Adverse Effect
9	University Av./King St. Transit Stop	Varsity Theater*	No Adverse Effect
10	Sinclair Circle Transit Stop	University of Hawaii Historic District	Adverse Effect
		--Sinclair Library*	No Adverse Effect
		--Bachman Hall	No Adverse Effect
11	Ward Av./Ala Moana Blvd. Transit Stop	Fisherman's Wharf*	No Adverse Effect
12	Ala Moana Transit Center	Ala Moana Beach Park & Features	No Adverse Effect
13	Kalakaua Av./Seaside Av. Transit Stop	Gumps (Louis Vuitton)	No Adverse Effect
14	Kalakaua Av./Uluniu Av. Transit Stop	Kapaemahu Healing Stones*	No Adverse Effect
15	Kuhio Av./Seaside Av. Transit Stop	Angels/Seaside Bar & Grill*	No Adverse Effect
16	South St. Transit Center & Sand Island Bypass Kakaako tunnel portal	Immigration Station	No Adverse Effect
		Kakaako Pumping Station	No Adverse Effect
		Fort Armstrong Walls*	Adverse Effect

Source: Mason Architects, December 1999.

Notes: * Historic status of resource has not been determined.

HCC: Honolulu Community College.

NBC: Neal Blaisdell Center.

The design of the stops in the historic districts would be developed to harmonize with the surrounding area as much as possible. Canopies would not be provided, street furniture would be selected to blend in with the surrounding area, and open areas near the transit stops would be modified to be pedestrian waiting areas, minimizing sidewalk congestion. A "no adverse effect" determination may be appropriate once the design details of the transit stops in the historic districts are more fully developed, in conformance with their setting.

A discussion of why preliminary assessments of "adverse effects" were rendered on the historic districts and certain historic-period resources is provided below.

Iwilei Transit Center. A warehouse built in 1949 could be demolished to construct the Iwilei Transit Center with one of the sites being considered for the Transit Center. The warehouse is on a site formerly used as a railroad freight shed a year after the rail line was discontinued. It has not been determined whether the warehouse is eligible for the NRHP. If the warehouse were eligible and if the site containing the warehouse were selected, the BRT and BRT/SISP Alternatives would likely have an "adverse effect" because of the warehouse demolition.

Hotel Street / Kekaulike Mall Transit Stop. This transit stop is located in Chinatown, a historic district with a very high level of street activity. Chinatown also is a commercial district with a large number of businesses that utilize the street-level frontage of buildings for entrances. Many shop owners utilize the sidewalk area for additional product displays, creating an outdoor street market atmosphere that contributes to the historic character of this district. The addition of a transit stop and a possible electrical substation at the Hotel Street and Kekaulike Mall intersection could affect a number of small street-level shops. In addition, Chinatown has a distinct architectural style, which would need to be reflected in the transit stop. Hotel Street's sidewalk features, which include granite paving blocks and lava rock curbs, have been specifically determined eligible for the NRHP because of their contribution to the Chinatown Historic District. Since these curbs would be temporarily removed during construction of the transit stop, a preliminary "adverse effect" assessment was made.

However, the transit stop would be designed to blend in with its context as much as possible. Kekaulike Mall would be modified to serve as a pedestrian waiting area, minimizing pedestrian congestion on the sidewalk. No canopy would be provided. The assessment may switch to "no adverse effect" once further design details for this stop are available.

The transit stop would not affect any buildings in Chinatown. Therefore, a preliminary assessment of "no adverse effect" was made regarding two buildings near the proposed transit stop.

Iolani Palace Transit Stop. The Koko Head bound transit stop is planned in front of the U.S. Post Office (Old Federal Building) in the area of a landscaped parking lot. The stop would not include a canopy structure but would include benches and a kiosk. The stop would be set-back from the sidewalk so as not to cause pedestrian congestion. A power substation may be located in the U.S. Post Office complex makai of the parking lot, and would be an intrusive new structure that would affect this building. Therefore, a preliminary assessment of "adverse effect" was made because of the potential the new structure would be out of character and change the feeling and setting of the historic district, including the U.S. Post Office. However, careful design and placement of benches and kiosks to complement the surroundings, placing the substation underground or within the building, and avoiding impeding pedestrian movement would help minimize impacts on this complex. This assessment would be consistent with the potential effect on the Galleria redevelopment project at the Post Office site.

The Ewa bound transit stop is planned in front of the State Library. There is ample space between the building and the South King Street sidewalk and the transit stop would have no canopy so that there would be no adverse effect to this important historic structure.

University of Hawaii Transit Stop and Alternate Stop at Varney Circle. This transit stop, which is part of the BRT and BRT/SISP Alternatives, would be located at the existing Sinclair Circle, which is located off of University Avenue, and is currently used for drop-offs / pick-ups and as a bus stop. Since the transit stop would include structures, there is the potential that these structures would be inconsistent with the character of the University of Hawaii (U.H.) Historic District. Therefore, a preliminary assessment of "adverse effect" was made. However, this assessment could be easily changed to "no adverse effect" if compatible designs were developed. The transit stop would not affect any buildings at the university. Therefore, a preliminary assessment of "no adverse effect" was made regarding the two nearest buildings, Bachman Hall and Sinclair Library.

Fort Armstrong Tunnel Portal—Kakaako. A 2.4 meter (eight-foot) tall cut coral wall that runs approximately 40 to 45 meters (125-150 feet) along the Ala Moana Boulevard perimeter of the old Fort Armstrong site and flanks the entrance to Forrest Avenue, would be removed to construct the Kakaako portal of the Fort Armstrong Tunnel. The wall, which is the only remaining element of Fort Armstrong, was constructed in 1934-35, around the time the adjacent Immigration Station was built. The historic status of the wall (i.e. eligibility for the NRHP) has not been determined, but it is likely to be historic. The BRT/SISP Alternative would have an "adverse effect" because of its removal, even though the wall would be reconstructed at a nearby location.

4.0 IMPACT ASSESSMENT FOR TRADITIONAL CULTURAL PROPERTIES

Two traditional cultural properties (TCP) were identified in the study area: Chinatown and fishing activities near Mokauea Island.

Potential impacts to Chinatown were discussed above.

Consultation with the Native Hawaiian Fishermen's Association and the Mokauea Fishermen's Association yielded the following findings. In the meeting with the Native Hawaiian Fishermen's Association, it was determined that the Sand Island Scenic Parkway, an element of the BRT/SISP Alternative would not affect the fisheries at and near Mokauea Island because adverse water quality impacts are not anticipated. In addition, the parkway itself would not be near Mokauea Island since it would follow the alignment of the existing Sand Island Access Road as it crosses Kalihi Channel. In the meeting with the Mokauea Fishermen's Association, members of the organization expressed concern about run-off and water quality impacts on their fishing areas from tunnel construction. Engineering design would include features to minimize water quality impacts during construction. Additional consultation with Puhi Pau of Na Maka O Ka Aina is being planned regarding this issue.

Table 2 contains a list of the Section 106 Consultation regarding TCPs. Consultation will continue regarding some properties.

**TABLE 2
SECTION 106 CONSULTATION REGARDING TCPS**

Name and Affiliation	Date	Comments
Office of Hawaiian Affairs	May 21, 1999	Check Mokauea Island
State Historic Preservation Division	November 4, 1999 and various	Conducted document research and generated map of recorded Historic Sites in the Sand Island vicinity. Contacted SHPD personnel for guidance on appropriate Hawaiians for consultation.
Harold Meheula, President, Native Hawaiian Fishermen's Association	December 15, 1999	Recommended contacting Hawaiian residents in the immediate vicinity, if any. Also suggested contacting an organization called <i>Na Maka o ka `Aina</i> (Eyes of the Land).
Cameron Dickens, Spokesperson, Mokauea Fishermen's Association (MFA)	March 13, 2000	Meeting held at PB. MFA suggested SISP component not be close to the State's Sand Island Park to avoid runoff and water quality impacts to reef. PB will send MFA a DEIS. MFA to send PB a list of fish in their fishery.
Puhi Pau and Joan Lander, Principals, <i>Na Maka o ka `Aina</i>	For further research	Project information sent February 21, 2000. Comments requested to DTS by March 15, 2000.

Source: Parsons Brinckerhoff, Inc.

Coordination with the organization *Na Maka o ka `Aina* is expected.

5.0 MITIGATION MEASURES

5.1 CONSTRUCTION

If a burial or archaeological artifact is uncovered during construction, work would stop and the SHPD would be notified immediately. Construction would resume upon approval of the appropriate authorities. If an MOA is prepared, survey and/or monitoring procedures would be specified.

5.2 HISTORIC DISTRICTS AND HISTORIC-PERIOD RESOURCES

Provisions to maintain the character and integrity of historic districts and historic-period resources would be discussed and coordinated with the SHPD. If "adverse effects" are determined, design guidelines may be specified in an MOA and implemented. The design of a BRT transit stop can vary substantially. Despite whether an "adverse effect" is determined or not, transit stops within historic districts, such as Chinatown, Hawaii Capitol and University districts, would be designed to be compatible with the style of the affected district. For example, the design of the transit stops in Chinatown, the Capitol District and the University of Hawaii would be sensitive to the architecture of the adjacent historic buildings. In Chinatown, the extent of transit stop structures would be minimized to increase the amount of sidewalk space used for shopping. New benches and kiosks at transit stops would be placed so as to not impede pedestrian access. Since the buildings along Hotel Street already has canopies, no new overhead coverings will be required.

5.3 COORDINATION

Consultation with the SHPD and the public will continue as additional project details are developed and studies continue. For example, the results of the inventory survey research would be used to assess whether certain properties are eligible for the NRHP. Consultation with native Hawaiian organizations will also continue on the potential effect on the Mokauea Island fishing-related TCP.

In accordance with Section 106, FTA will make a final determination on the "effect" the project would have on historic properties. If an "adverse effect" is rendered on any property and the SHPO concurs, an MOA would be prepared, which would specify the mitigation measures and coordination processes to be followed for each property adversely affected.