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MEMORANDUM

To:	Logan Daniels, Snohomish County Parks and Recreation	**Date:**	September 11, 2015
From:	Barbara Bundy, Anchor QEA, LLC	**Project:**	140723-02.01
Cc:	Kathy Ketteridge, Anchor QEA, LLC		
Re:	Meadowdale Beach County Park Feasibility Study – Cultural Resources Evaluation		

Snohomish County Parks and Recreation (County) contracted with the Anchor QEA team to conduct a feasibility analysis and alternatives evaluation to develop a preferred conceptual design plan for improving the Meadowdale Beach County Park (Park) existing railroad crossing, redeveloping the lower Park area, and providing salmon habitat restoration within the lower Lund's Gulch Creek and delta. The existing railroad crossing consists of a concrete box culvert that conveys creek flow, sediment, and pedestrian traffic to the beach at the creek delta on Puget Sound (see Figure 1 of this memorandum). The focus of the feasibility study is to address public safety issues involving the existing railroad crossing, improve ADA access to the beach, and improve habitat conditions for salmon in the lower creek and creek delta. The lower creek and delta are habitat for Endangered Species Act (ESA)-listed species including juvenile Puget Sound Chinook salmon. The potential for impacts to cultural resources (archaeological, historical, and tribal sites) has been identified as an evaluation criterion. This memorandum assesses the potential of the conceptual design alternatives to affect cultural resources.

PROJECT DESCRIPTION

The Park is located at 6026 156th Street Southwest in Edmonds, Snohomish County, Washington, in Section 5 of Township 27 North, Range 4 East. The 108-acre Park is owned and operated by the County. It extends from the rim of Lund's Gulch down to tidelands at the northern end of Browns Bay of Puget Sound. A BNSF rail bridge currently spans Lund's Gulch Creek through an approximately 6-foot-wide by 7-foot-high tunnel. Sediment buildup occurs in and upstream of the tunnel, causing problems for fish, park users, and park management. Three alternatives for improving beach access, fish habitat, and nearby park

lowlands have been developed, as follows (see Figures 2 through 7 in the main body of the Feasibility Report).

Alternative 1: Three-span Bridge, Combined Creek and Pedestrian Access Route

This alternative provides the minimum bridge opening and the least change in terms of lawn area conversion and other recreation-related changes to the lower Park. It consists of a three-span bridge, with a 30-foot clear center span, and two 25-foot abutment spans centered on the location of the current tunnel and creek outlet alignment. The north abutment span will require 15 feet for the rock-slope abutment for the bridge and allow 10 feet of additional width for the creek channel. The south abutment span will also require 15 feet for the rock-slope abutment for the bridge but will provide a 10-foot-wide path for pedestrian access to the beach. The pedestrian access path will be set to an elevation approximately 1.2 feet above current mean higher high water (MHHW) and will provide 80 inches of vertical clearance (meeting Americans with Disabilities Act [ADA] requirements) from the path to the overhead bridge span.

A portion of the lower lawn area (16,100 square feet [sf]) will be converted to stream, marsh, and riparian habitat, and another 35,900 sf of habitat area will be restored by enhancing riparian vegetation and in-stream structures for a total restored habitat area of 52,000 sf, as shown in Figure 2 of the Feasibility Report. In addition, 7,650 sf of existing habitat will be enhanced upstream of the existing pedestrian footbridge across Lund's Gulch Creek by installing in-stream structures consisting of large woody debris, and by enhancing existing riparian vegetation. The loop path north of the proposed marsh will be truncated in order to avoid habitat fragmentation, and three picnic viewpoints will be established at the new path terminus. A new pedestrian bridge will be installed across the restored stream channel downstream of the existing pedestrian bridge. Drainage of the remaining lawn areas north of the existing volleyball court will be improved by a combination of subsurface drainage and regrading. Figures 2 and 3 of the Feasibility Report show a plan and section view, respectively, of proposed improvements.

Alternative 2: Existing Tunnel and Three-span Bridge to the North, Separated Creek and Pedestrian Access Routes

This alternative represents a midway between Alternatives 1 and 3 in terms of bridge size and extent of habitat restoration in the lower creek, as well as changes to the lawn area and recreation in the lower Park. It proposes a three-span bridge, with a 40-foot clear center span, and two 25-foot abutment spans located north of the current culvert location and creek outlet alignment. This will require re-alignment of the lower portion of the creek to accommodate the new location for the outlet. Both the north and south abutment spans will require 15 feet for the rock-slope abutment for the bridge and allow 10 feet of additional width (20 feet total) for the creek channel. The existing culvert will be separated from the creek channel alignment and modified for pedestrian access only with similar overhead clearance as currently exists on site. The pedestrian access path will be set to an elevation of approximately 10 feet North American Vertical Datum of 1988 (NAVD88), which is similar to its current elevation at the upstream end of the existing walkway. This configuration will not meet the ADA 80-inch vertical clearance requirement. Standing water may cover the path at tidal elevations higher than 10 feet NAVD88, which is a safety and ADA issue. Removal of this water and any associated sediment will be difficult because the lower end will be a closed depression. All of the lower lawn area, 30,600 sf, will be converted to stream, marsh, and riparian habitat, and another 31,000 sf of habitat area will be restored by enhancing riparian vegetation and in-stream structures for a total restored habitat area of 61,600 sf, as shown in Figure 4 of the Feasibility Report. In addition, 9,300 sf of existing habitat will be enhanced upstream of the existing pedestrian footbridge across Lund's Gulch Creek by installing in-stream structures consisting of large woody debris, and by enhancing existing riparian vegetation.

A new pedestrian bridge will be installed across the restored stream channel downstream of the existing pedestrian bridge. The northern path will be terminated just north of the proposed pedestrian bridge. A widened path section at the new terminus will accommodate a picnic viewpoint. Drainage of the remaining upper lawn area will be improved. Figures 4 and 5 of the Feasibility Report show a plan and section view, respectively, of proposed improvements.

Alternative 3: Four-span Bridge, Combined Creek and Pedestrian Access Route

This alternative represents the largest bridge span and provides the most conversion of lawn to natural habitat in the lower Park of the three alternatives presented. It consists of a four-span bridge, with two 40-foot clear center spans, and two 25-foot abutment spans centered on the location of the current culvert and creek outlet alignment. The north abutment span will require 15 feet for the rock-slope abutment for the bridge and allow 10 feet of additional width for the creek channel. The south abutment span will also require 15 feet for the rock-slope abutment for the bridge but will provide a 10-foot-wide path for pedestrian access to the beach. The pedestrian access path will be set to an elevation approximately 1.9 feet above MHHW and will provide 6 feet of vertical clearance from the path to the overhead bridge span, which is less than the 80-inch minimum required for ADA vertical clearance.

All of the lower and part of the upper lawn area (42,850 sf) will be converted to stream, marsh, and riparian habitat, with another 58,150 sf of habitat area restored by enhancing riparian vegetation and in-stream structures, for a total restored habitat area of 101,000 sf, as shown in Figure 6 of the Feasibility Report. In addition, 7,200 sf of existing habitat will be enhanced upstream of the existing pedestrian footbridge across Lund's Creek Gulch by installing in-stream structures consisting of large woody debris and by enhancing existing riparian vegetation.

A new pedestrian bridge will be installed across the restored stream channel downstream of the existing pedestrian bridge. The path connecting the picnic shelter to the northern path will be partially realigned, and the loop path north of the proposed marsh will be truncated in order to avoid habitat fragmentation. Two picnic viewpoints will be established at the new path terminus. Drainage of remaining lawn areas will be improved and the volleyball court will be converted to lawn area. Figures 6 and 7 of the Feasibility Report show a plan and section view, respectively, of proposed improvements.

ENVIRONMENTAL AND CULTURAL CONTEXT

Environmental Context

The Park is part of the shoreline of Puget Sound, Washington, near the generally understood boundary between the central and northern portions of the Sound. It is in the Puget Trough

physiographic province, which is characterized by north-south trending ridges and troughs formed during the last glacial maximum in the late Pleistocene, the Vashon Stade of the Fraser Glaciation (Galster and Laprade 1991; Easterbrook 2003). Glaciers began to retreat about 14,500 years ago, leaving deposits of recessional outwash (Heller and Dethier 1981). As a result of glaciation, western Snohomish County is characterized by "rolling, benchlike" plains (Debose and Klungland 1983:1).

As the glaciers continued to melt, global sea level rose while the landmass rebounded. Around 9,000 years ago, isostatic rebound was complete but sea level was still rising, and early Holocene shorelines began to submerge. Shorelines in the area did not stabilize until the mid-Holocene, about 5,000 years ago (Thorson 1980). In addition to eustatic and isostatic sea level changes, the Snohomish delta area has been affected by tectonic activity. Sediments in the lower Snohomish River "reveal evidence of at least three episodes of liquefaction, at least one event of abrupt subsidence, and at least one tsunami since ca. A.D. 800" (Bourgeois and Johnson 2000:482).

Soils in the vicinity are the result of this history, with compacted glacial till (overridden by ice) overlain by looser glacial outwash and Holocene soils. Lund's Gulch Creek "incises through glacial and non-glacial soils from uplands of greater than 300 feet elevation to Puget Sound along a west-northwest trend in south Snohomish County" (Shannon and Wilson 2015:2).

The Park is in the "*Tsuga heterophylla* vegetation zone" (Franklin and Dyrness 1973:45). Prior to historic and modern logging and development, this zone was characterized by forests of western hemlock, Douglas fir (*Pseudotsuga menziesii*), and western red cedar (*Thuja plicata*) with understories of shrubs, ferns, and grasses (Franklin and Dyrness 1973:72-73). A variety of fauna would have been present in the area, including large and small mammals in the uplands, and fish, invertebrates, and waterfowl in the nearshore habitat.

Cultural Context

The earliest archaeological sites in the northern Puget Sound and Gulf of Georgia region date to the early to mid-Holocene around 8,100 to 4,400 years ago. The sites are attributed to the Old Cordilleran culture in British Columbia, and the Olcott Tradition in northwestern

Washington, and are classified as Archaic Period (Matson and Coupland 1995:78; Ames and Maschner 1999:67-72). The sites typically consist of stone tools, including leaf-shaped bifacial points and cobble tools, and lack evidence of permanent houses.

By the latter part of the mid-Holocene, larger populations began to organize in complex ways to exploit a wide range of terrestrial and littoral resources including salmon and shellfish; land mammals; and plant resources such as berries, roots, and bulbs. Cultures around Puget Sound and northward show "an unequivocal adaptation to coastal resources," though classic Northwest coast developments such as sizeable longhouses and large-scale storage are still absent (Matson and Coupland 1995:97).

Over time, populations grew and began to reside in large semi-sedentary cedar plank house villages located at river mouths and confluences and on protected shorelines. The artifact tool kits became increasingly complex and specialized, allowing for large takes of resources, which were processed and stored for year-long consumption (Ames and Maschner 1999). Archaeological expressions of late Holocene cultures are consistent with ethnographic descriptions.

The project area is located in the traditional territory of the Snohomish tribe, a Southern Coast Salish people who speak the Northern Lushootseed language. Salish peoples traditionally relied on a seasonal round that focused on fishing and also included hunting for sea and land mammals, gathering plant foods and medicines, and harvesting intertidal invertebrates (Suttles 1990). Villages consisted of large split-plank houses occupied by extended family groups, but seasonal camps used temporary shelters. The primary Snohomish village, *Hebo'lb*, was located approximately 12 miles north of the Park. There are a number of Salish placenames in the vicinity, according to informants of the ethnographer T.T. Waterman, including:

- *Stt!a'iyEb*, for a fish known as black rock cod, bullhead, or bullcod. The location appears to be just offshore of the Lund's Creek outlet.
- *Ca'ggwEs,* meaning "projecting cliff," for the promontory about a half-mile north of the Park.
- *KwiyEqwdi'yawai*, meaning "little cottonwood place," for Picnic Point about 1.5 miles north of the Park (Hilbert et al. 2001:342).

Salish communities felt the effects of Euroamerican contact prior to sustained interaction with Euroamericans. Introduced diseases had already caused shifts in population and settlement patterns by the time the first settlers arrived in the early 1820s (Ruby and Brown 1986:111,212). The Point Elliott Treaty of 1855 was signed in Snohomish territory, about 6 miles north of the Park in Mukilteo. The Snohomish were assigned to the Snohomish Reservation, which later became the Tulalip Reservation, along with several other tribes (Ruby and Brown 1986:213). Despite demographic and social changes, Snohomish people remain in the area today and practice many aspects of their traditional cultures.

The first Euroamerican contact in the area was in 1792, when George Vancouver's party landed on the beach south of *Hebo'lb*, but the area was not systematically explored until the 1850s (Oakley 2005). The first Euroamerican settlement in the vicinity was at Tulalip Bay in 1853. The Park area appears on several historic maps. An 1859 General Land Office map shows Lund's Gulch Creek but does not note any settlement in the vicinity; a more detailed U.S. Coast Survey map from 1872 labels the gulch a "Run" but has no other notations (Figures 2 and 3 of this memorandum).

The Meadowdale area, between Edmonds and Lund's Gulch Creek, was platted in the early 1870s by railroad speculators (Villigan 2011). The gulch itself became part of Norwegian immigrant John Lund's Donation Land Claim in 1878; his home in the Park stood until it burned down in the 1950s (Villigan 2011; Dees and Associates 1986). The Seattle and Montana Railway constructed the rail line along the Park waterfront in 1891, bringing the logging industry into the area (Coman and Gibbs 1949). The short-lived town of Mosher, just north of the Park, developed from the Mosher and McDonald Logging camp, and several shingle mills were located in Edmonds, to the south of the Park. Pope and Talbot operated a sawmill approximately 1.4 miles south of the Park.

Development in the Lund's Gulch vicinity was slow through the early 20th century because it was difficult to access from Seattle (Villigan 2011). The secluded Meadowdale area was used to move contraband during prohibition, with at least one major raid occurring on a beach in the area (LeWarne 2008). The Lund property changed hands several times, and while the area was "between owners" in the 1950s and 1960s, it was used as a "site for rabble-rousing" by local

teenagers (Villigan 2011:6). At some time in the early 1960s, the lower portion of the gulch became the Meadowdale Country Club (Dees and Associates 1986). The Country Club "featured a clubhouse, manicured lawns, an Olympic-size swimming pool with bath houses, and a fish hatchery" (Dees and Associates 1986:2-10). It closed in the late 1960s, and the grounds reverted to "unruliness and vandalism" (Villigan 2011:6). Snohomish County acquired the parcel in 1968, after which the clubhouse burned down and the pool was filled in.

The Park closed to the public in 1979, primarily because there was no safe access road, and illegal and disruptive activities resumed. It reopened in 1988, with a ranger housed on site. The Park closed briefly in 1996 to 1997 to repair storm damage. The existing tunnel was constructed by BNSF, and later modified to accommodate pedestrian access, but is currently closed due to sedimentation.

Previous Research

There are no recorded archaeological sites in the Park, and there have been no cultural resources surveys in the Park. Two archaeological surveys have been performed within a mile of the Park, but neither located archaeological materials (Juell 2006; Goodwin and Daniels 2014). The nearest recorded site is 45SN368, a 195-foot-long historic road segment, the Picnic Point Road Spur. It is located about 1.4 miles northeast of the Park. A precontact shell midden, site 45SN009, is located approximately 1.4 miles south of the Park, at the location of the former Pope and Talbot sawmill. The site has been extensively disturbed but is still partly intact. There are no historic structures or tribal traditional cultural properties (TCPs) recorded at the Park.

COMPARISON OF ALTERNATIVES

Cultural Resources Potential at the Park

All three alternatives include demolition or modification to two existing structures: the restroom enclosure and the tunnel. The restroom enclosure is a recent addition to the Park. The date of construction of the existing tunnel is currently unknown. Therefore, there is only potential to impact historic structures if the existing tunnel is older than 50 years. Unless tribal consultation identifies TCPs, the potential to affect cultural resources is limited to disturbance of archaeological materials.

The Park's location in a fairly protected location near a year-round stream has the potential for precontact archaeological materials. A number of historic activities have occurred at the Park that may also be represented archaeologically, including railroad construction (an original trestle may be present under the existing railroad tracks), homesteading by the Lund family, and the Meadowdale Country Club. These historic activities may have disturbed any precontact or previous historic archaeological materials, but portions of earlier deposits can remain intact even in disturbed areas. Where Holocene sediments are present anywhere in the Park, outside the limits of recent disturbance, archaeological potential should be considered moderate to high.

Potential project activities have varying potential to impact cultural resources. Improvements to the lawn will likely consist of installation of drainage features to a depth of not more than 2 feet below the ground surface. Habitat restoration could include excavating channels and removing shoreline armoring, and ground disturbance would likely not exceed 6 feet below the ground surface. Construction of the new bridge, except where the existing tunnel is located, could disturb the original trestle, if it still exists under fill and ballast, as well as impact native sediments to an unknown depth where foundations are installed.

Therefore, alternatives with greater amounts of habitat restoration and longer bridges have greater potential to impact cultural resources.

Alternative 1

Ground disturbance for Alternative 1 includes construction of an 80-foot-long bridge, approximately 59,650 sf of habitat restoration and enhancement, construction of three picnic viewpoints, and improvement of the existing lawn. The existing culvert would be demolished. Because the bridge would be constructed within the location of the existing culvert, it will be within the footprint of existing disturbance. Potential for disturbance of archaeological resources is concentrated at work locations east of the bridge. Archaeological testing would be required to determine whether such resources are present.

Alternative 2

Ground disturbance for Alternative 2 includes construction of a 90-foot-long bridge north of the existing culvert, reconstruction and widening of the existing pedestrian path, 70,900 sf of habitat restoration and enhancement, and improvement of the existing lawn. The existing tunnel would be modified, but not demolished. Although there is more habitat restoration and enhancement in Alternative 2 compared to Alternative 1, it occurs at the location where lawn would be restored in Alternative 1, so the footprint of ground disturbance is essentially the same. The primary difference between the two alternatives' potential to affect archaeological materials is in the greater depth of disturbance for habitat restoration, and in construction of the bridge. Although the new location would still be along the rail line, there may be archaeological materials under or in the rail infrastructure. Archaeological testing would be required at the bridge location and at work locations east of the bridge to determine whether such materials are present.

Alternative 3

Ground disturbance for Alternative 3 includes construction of a 130-foot-long bridge, 108,200 sf of habitat restoration and enhancement, construction of a new pedestrian bridge and picnic viewpoints, and improvement of the remaining lawn. The existing tunnel would be demolished. Although there is more habitat restoration and enhancement than the other two alternatives, it is within essentially the same footprint. The primary difference between Alternative 3 and the other two alternatives is that Alternative 3 has a greater amount of deep ground disturbance for habitat restoration and the new bridge. Testing would be required at the bridge location and at work locations east of the bridge to determine if this alternative would affect archaeological resources.

Potential Impacts

If the tunnel is older than 50 years, it will need to be evaluated to determine its historic significance. If it is historically significant, it will likely be adversely affected under Alternatives 1 and 3. Historical significance of the tunnel may also impact modifications required by Alternative 2. The process of mitigating the adverse effects would depend on the regulatory context, which in turn depends on funding sources and required permits.

Mitigation is also negotiated and cannot be predicted in advance. However, if the tunnel is historically significant, recordation prior to demolition would be a typical form of mitigation.

It is currently unknown whether any significant archaeological materials exist in the Park. Therefore, potential to affect resources must be estimated by comparing the breadth and depth of ground disturbance. In general, the three alternatives have very similar horizontal extents of ground disturbance but varying depths of excavation within the horizontal extents. Alternative 3 has the greatest volume of ground disturbance (excavation) and should be considered the alternative with the greatest potential to impact archaeological resources. It is followed by Alternative 2, then Alternative 1, which has the least potential to affect cultural resources due to the lesser volume of excavation required.

RECOMMENDATIONS

The cultural resources review process will be determined by the regulatory context. Assuming the project will require a permit from the U.S. Army Corps of Engineers, review under Section 106 of the National Historic Preservation Act would be required. It is recommended that an archaeological survey be conducted when an alternative has been selected, and design is sufficiently advanced that the depth and extent of ground disturbance is finalized. The survey should meet standards and guidelines set by the U.S. Army Corps of Engineers, the Washington Department of Archaeology and Historic Preservation, and the Secretary of the Interior.

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FIGURES

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Figure 1
Park Vicinity
Cultural Resources Evaluation
Meadowdale Beach County Park Feasibility Study

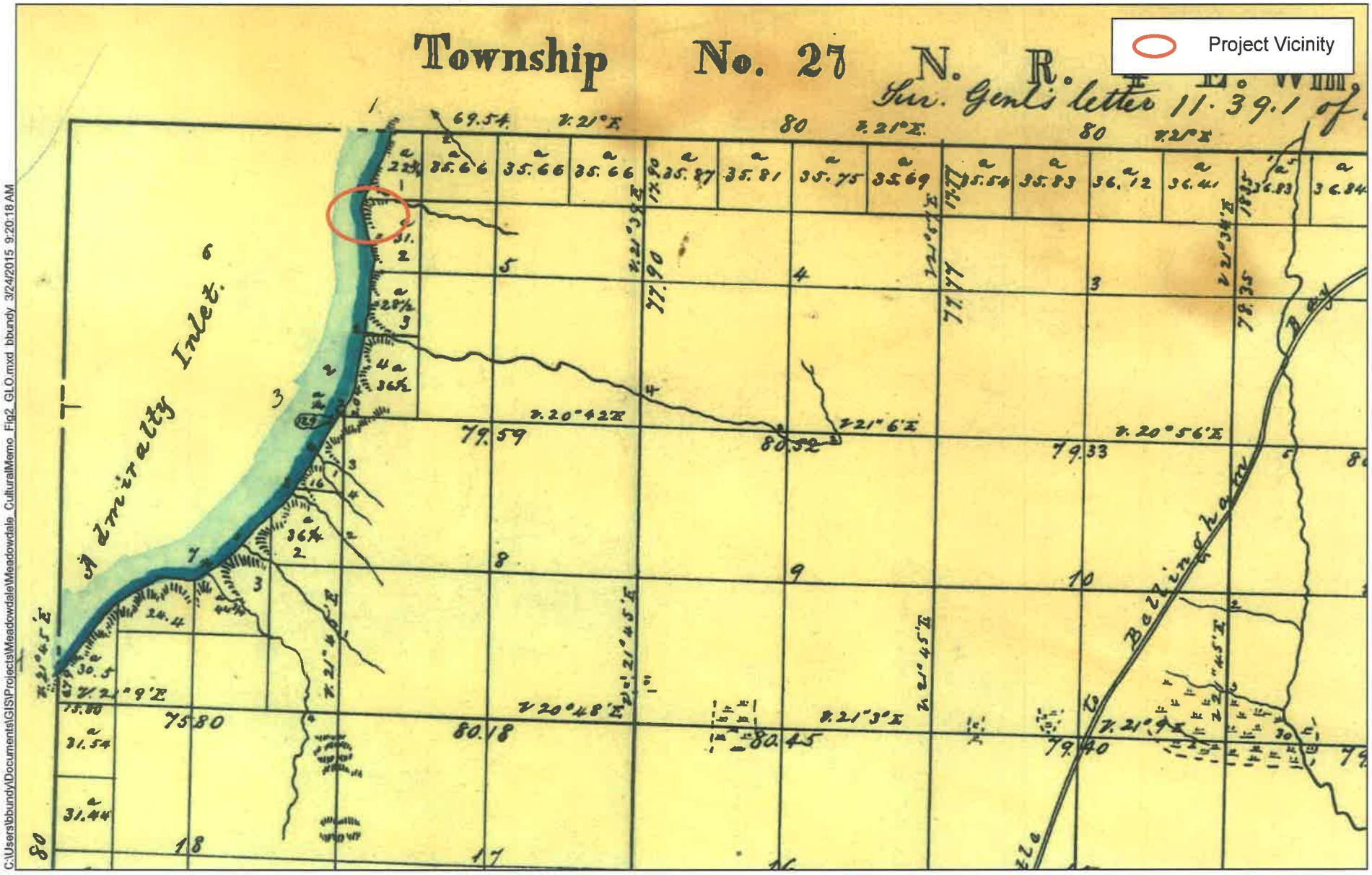

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Figure 2
1859 General Land Office Map
Cultural Resources Evaluation
Meadowdale Beach County Park Feasibility Study

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Figure 3
1872 U.S. Coast Survey T-Sheet
Cultural Resources Evaluation
Meadowdale Beach County Park Feasibility Study