



Municipality of Anchorage
Historic Preservation Commission

A G E N D A

Thursday, December 21, 2023

5:30 – 7:00 p.m.

Regular Meeting
(Hybrid format)

In-Person Physical Location

Planning Conference Room 170
Planning and Development Center
4700 Elmore Road
Anchorage, Alaska

or

via Microsoft Teams

[Click here to join the meeting](#)
[Download Teams | Join on the web:](#)
Meeting ID: 298 641 117 118, Passcode: dP2Qka
Or Join by Conference Call:
Dial-in Number: [907-519-0237](#)
Conference ID: [668 786 538#](#)

I. CALL TO ORDER

- A. Establishment of Quorum/Roll Call
- B. Land Acknowledgement
- C. Introductions -- Guests
- D. Disclosures

II. APPROVAL OF AGENDA

III. APPROVAL OF THE MINUTES

- A. October 26, 2023
- B. November 30, 2023

IV. UNFINISHED BUSINESS

- A. Government Hill Wireless Station
- B. Historic Preservation Plan (HPP) Subcommittee
- C. Section 106 Consultation: Alaska Railroad MP 127.5 Bridge Replacement
- D. Section 106 Consultation: Mounting of Sign to JBER Building 11540
- E. HPC Regular Meeting Dates in 2024
- F. Discussion of HPC Priorities in 2024
- G. New CLG Grant Opportunity in 2024

V. NEW BUSINESS

- A. Section 106 Consultation: 4th Avenue Signal and Lighting Upgrades
- B. Section 106 Consultation: JBER Runway 06 Clear Zone Vegetation Removal

VI. PERSONS TO BE HEARD (3-minute limit)

VII. OTHER BUSINESS / STAFF REPORTS

VIII. ADJOURNMENT

Land Acknowledgement:

The Historic Preservation Commission would like to acknowledge that we gather today on the traditional lands of the Dena'ina Athabascans. For thousands of years the Dena'ina have been and continue to be the stewards of this land. It is with gratefulness and respect that we recognize the contributions, innovations, and contemporary perspectives of the upper Cook Inlet Dena'ina.

Public Hearing Procedure:

The procedure by which the public may speak to the Commission at its meeting is:

1. After the staff presentation is completed on public hearing items, the Chair will ask for public testimony on the issue.
2. Persons who wish to testify will follow the time limits established in the Commission Rules of Procedure.
 - a. Petitioners (including all his/her representatives) - 10 minutes. (Part of this time may be reserved for rebuttal.)
 - b. Representatives of groups (community councils, PTA's etc.) - 5 minutes.
 - c. Individuals - 3 minutes.
3. When your testimony is complete you may be asked questions by the Commission. You may only testify once on any issue unless questioned by the Commission.
4. After there is no further public testimony, the chair declares the public hearing is closed.

Commenters or Persons to Be Heard:

If possible, please email tom.davis@anchorageak.gov prior to the meeting.

Procedure for Disclosures:

1. The chair asks for disclosures.
2. The member makes a disclosure regarding one or more specific items on the agenda.¹
3. For each agenda item that the member has made a disclosure, the chair (or acting chair) asks, and the commissioner responds to, the following questions:²

Does the member have a substantial financial interest or substantial private interest in the business item before the body and is that interest:³

- *A substantial part of the present action of the commission on this item?*
- *One that varies directly and substantially with the outcome of the commission's action?*
- *Immediate and known or inconclusive (conjectural) and dependent on factors beyond the commission's action?*
- *Significant monetarily?*
- *Generally possessed by a large group, or only by the individual member? (If there is an interest, is it by a large group or by an individual? If you have a large interest, then specify that limited interest is of a general nature.)*

4. The chair will ask for a motion from another commissioner to direct that the member to participate in the business item.⁴
 - Motion: *I move to direct _____ to participate in business item _____.*
 - Second the motion.
 - Commissioners (not including the member) vote, yes or no.
5. If the member has made a disclosure on more than one agenda item, repeat steps 3 and 4 for each additional agenda item for which the member has made a disclosure. **Repeat the procedure for each member who makes a disclosure.**

¹ If the chair has a disclosure to make, the chair first gives the other commissioners the opportunity to make any disclosures. The chair discloses last, after the commission has addressed disclosures from other members. After making the disclosure, the chair gives control of the meeting over to the vice-chair. The vice-chair becomes the acting chair for the purpose of carrying out the disclosure procedure to determine if the chair can participate in discussions and actions for that item. Once the vice-chair has completed the procedure to determine if the chair has a conflict or not, the vice-chair returns control of the meeting to the chair.

² In practice, as an alternative to step 3, upon listening to the disclosure by the member, if the chair believes there is no direct conflict, the chair may state that they think there is no direct conflict and unless there are any objections from other members can direct the member to participate in discussions of the agenda item, without asking the bulleted questions in 3 or undergoing a motion and vote.

³ The chair asks each bulleted question individually and has the member respond before moving on to the next bulleted question.

⁴ The motion in step 4 is always stated in the positive, to direct the member to participate. This motion enables the commission to vote on the matter. A "no" vote excuses the member from participating in the agenda item.

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Municipality of Anchorage
Anchorage Historic Preservation Commission

MEETING SUMMARY

Thursday, October 26, 2023
 5:30 p.m.

Regular Meeting

Hybrid Meeting – In-person and Virtual via Teams
 Planning Conference Room 170, 4700 Elmore Road

I. CALL TO ORDER

The meeting was called to order at 5:36 p.m.

A. Establishment of Quorum/Roll Call

A quorum was present.

Present: Darrick Howard *
 Jeremy Karchut
 Bryce Klug, *Chair* *
 Marc Lamoreaux
 Loren Leman, *Secretary* *
 Connor Scher, *Vice-Chair*

Excused: Brandy Pennington
 David Reamer

Ex-Officio Members and Staff:

Tom Davis, Senior Planner/Historic Preservation Officer, Planning Department
 Ryan Yelle, Long-Range Planning Division Manager, Planning Department
 Maria Lewis, Architectural Historian/CLG Program Coordinator, Alaska State Historic
 Preservation Office *

B. Land Acknowledgement (*delivered*)

C. Introductions – Guests

Guests: Greg Stewart, Alaska Native Heritage Center

D. Disclosures (*none*)

II. APPROVAL OF AGENDA

Commissioner Leman moved to approve the agenda. *Commissioner Lamoreaux* seconded.

The agenda was approved unanimously.

III. APPROVAL OF THE MINUTES

A. September 28, 2023.

Commissioner Scher moved to approve the September 28, 2023, minutes as presented and distributed. *Commissioner Howard* seconded.

The September 28, 2023, minutes as presented were approved unanimously.

IV. UNFINISHED BUSINESS

A. Nomination of Alaska Native Heritage Center to the Local Landmark Register

Chair Bryce Klug pointed to the draft HPC Resolution 2023-01, provided in the meeting packet, conveying the recommendations of the Commission regarding the nomination of the Alaska Native Heritage Center to the Local Landmark Register. He explained the action this evening is for Commissioners to review and potentially adopt the Resolution. He asked for questions or comments regarding the draft Resolution.

Commissioner Leman moved to adopt Resolution 2023-01 recommending approval of the Alaska Native Heritage Center to the Local Landmark Register. *Commissioner Scher* seconded the motion.

The motion to adopt the Resolution 2023-01 as presented passed unanimously.

B. Government Hill Wireless Station

Tom Davis reported on the status of the Government Hill Wireless Station report preparation. TNSDS is incorporating the individual sections and appendices prepared by the Municipality and its structural engineer subconsultant into a Master document. TNSDS will review and edit the report in its entirety and submit to the Municipality. TNSDS intends to start the sections of the report that are intended to be a collaboration between the Municipality and TNSDS.

Mr. Davis reported that he and Commissioner Scher and Chair Klug have contributed in-kind services that will be counted toward the 40% match requirement of the \$40,000 CLG Grant. Staff is determining what the State of Alaska's accepted hourly rate for volunteer and staff time is. They plan

to contribute more time in reviewing the draft report once TNSDS provides that, and that there will also be outreach to Government Hill Community Council.

Commissioner Scher asked about the schedule. *Mr. Davis* responded that the project is two months behind its original schedule. He anticipated receiving the draft report soon, and that a final version will be submitted to the State of Alaska. *Maria Lewis* with the State of Alaska responded that if the Municipality finds itself behind schedule, it may ask for an amendment to the grant agreement to extend the deadline; she recommended to contact Kathleen Tarr, the grant administrator at the state.

C. Historic Preservation Plan (HPP) Subcommittee

Chair Bryce Klug explained that the HPP subcommittee has not met and is awaiting news of the when the Municipality will receive final approval of the CDBG-DR grant agreement from the State of Alaska. *Tom Davis* reported that the Assembly has passed a resolution appropriating the funding, such that when the State of Alaska approves the grant agreement and tenders the funds, the funding will be appropriated. He thought that the Municipality and HPC could scope the project and complete an RFP by the end of this year.

Chair Klug provided staff and Commissioners with an update on the status of the existing draft plan, which was prepared in 2018. The public review draft was going through a series of reviews. A marked-up version incorporates the former Planning Director's comments. Another version incorporates the former HPO's comments. Chair Klug and Commissioner Scher have intended to review these and determine if they find those comments acceptable and if they have additional changes. *Commissioner Scher* added that the former HPO indicated to him that she may have begun working on a draft to incorporate the comments, and that there were also working drafts of all the context statements for the neighborhoods.

Commissioner Scher said that when it comes time to scope the remaining project work and write the RFP, it will be important to determine what the consultant should work on and what to do with all the context statements. There will be a need to discuss how much to deviate from 2018 public review draft HPP and if the Municipality should restart the public engagement process.

V. NEW BUSINESS (none)

VI. PERSONS TO BE HEARD (none)

VII. OTHER BUSINESS / STAFF REPORTS

Tom Davis reported the following two Section 106 project consultation requests. State and federal agencies are asking for the HPC's feedback regarding any potential impacts of the proposed projects on historic and cultural resources. *Mr. Davis* pointed to the summary memo and the project letters and information in the meeting packet. In response to a question from the Chair, *Mr. Davis* clarified that he was requesting the Commissioners to make a separate motion and recommendation regarding each of the two projects.

A. Alaska Railroad MP 127.5 Bridge Replacement Project

Chair Klug and *Commissioners Scher* and *Lamoreaux* commented that there should be a request for more information regarding where the bridge replacement project site is located. That information seems to be incomplete.

Commissioner Lamoreaux did not see any information that there was a new site survey of cultural, archeological, or historic resources within the site impact area. The State and Alaska Railroad seem to be depending on existing (previous) survey information. However, he believed that a new survey specific to the project are should be conducted for a project like this. As is, there is not enough information provided with the consultation letter for the AHPC to make a motion to concur with a finding on no significant impact.

Commission Scher agreed the request for consultation from the Alaska Railroad was lacking in basic information that would allow the AHPC to weigh in. He surmised that it is possible the Railroad or State could have left some of the information out because of a sensitive site, but the Commission can discuss sensitive information in executive (closed) session. Based on the consultation letter it seems there are additional resources that could be affected. It would be helpful to see the project location, its impact area, and all resources on a map or have a new survey completed. The Section 106 Act does identify what information should be provided, and the party consulted can ask for more information, or comment that it would like to see a new survey conducted.

Ryan Yelle explained that all Commissioners need to be provided the same information. A request for more information is appropriate if all Commissioners receive access to that information. Commissioners discussed their respective levels of access to the AHRS inventory of historic resources. *Maria Lewis* supported the Commission's need for more information, and suggested that the Municipality request a state Section 106 consultation expert provide training.

Commissioner Lamoreaux moved that the Commission request that the applicant provide more information to the Commission, including maps, of the following:

- Where is the location of the project site?
- Was a new site survey of historic and cultural resources conducted and if not then why?
- Where is the area of potential effects (A.P.E.)? and
- Clarify what additional resources may be affected, and where those are located.

Commissioner Scher seconded the motion.

The motion to request more information passed unanimously.

B. Mounting of Sign to JBER Building 11540.

Chair Klug commented at first that the determination of no significant impact seemed acceptable. The sign seems related to the history of the building and is reversible. *Commissioner Scher* also had no initial objection to the project plan or staff recommendation. His concern was if it is questionable if the mounting is reversible. Anchoring into the resource could potentially lead to degradation of the wall. He wondered if they had explored the idea of a post mounted sign next to the building instead of drilled into its concrete façade.

Chair Klug responded that there is a possibility that depending on the type of anchor that something could prevent the hole being filled. Also, the patch material may also deteriorate differently from the concrete. He agreed that a post-mounted sign can be placed up against the building and avoid causing the removal of historic material. *Commissioner Scher* added there are different ways of anchoring into a concrete wall. The fastener is not always easily removed. Wall patch can fail. Concrete develops a protective layer on the air facing surface as it ages.

Chair Klug recommended that the Commission does find some impact with respect to anchoring into the concrete and suggested exploring an alternative approach such as a post-mounted sign or different kind of adhesive that could be against the building but not drilled into the building.

Maria Lewis explained that Building 11540 is eligible for nomination to the National Register under both criteria A and C. Criterion C is for buildings. The historic preservation review criteria for impacts are more stringent buildings. It also depends on which façade of the building may be affected. If the sign is to be attached to the main elevation rather than the side elevation, it is potentially a bigger impact. Adding a post-mounted sign rather than attaching to the concrete seems like a good idea to suggest. *Commissioner Scher* responded that it would be helpful to understand if this is the primary elevation or not. *Commissioner Karchut* explained that a ground-mounted post may cause need to survey for archeological resources, including pre-historical or historical (e.g., WWII-era) resources.

Commissioner Lamoreaux moved the Commission determine there is a potential impact from anchoring the sign directly into the concrete façade and suggest exploring an alternative approach such as a post-mounted sign or different kind of adhesive that could be against the building but not drilled into the building. *Commissioner Scher* seconded.

The motion was passed unanimously.

Commissioners discussed how the Municipality and Commission conducted Section 106 reviews under the previous HPO, and a good process moving forward for getting information to Commissioners. For example, staff could forward the consultation letters to Commissioners as staff receives them, which would give Commissioners earlier opportunity to direct questions and comments to the HPO, so that the HPO can follow up with the requesting agencies prior to the Commission meeting. They also asked regarding how formalized the comments or questions from the Commission must be.

IV. ADJOURNMENT

Commissioner Lamoreaux moved to adjourn the meeting. *Commissioner Howard* seconded.

The motion was approved unanimously, and the meeting was adjourned at 6:56 p.m.

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Municipality of Anchorage
Anchorage Historic Preservation Commission

MEETING SUMMARY

Thursday, November 30, 2023
 5:30 p.m.

Regular Meeting

Hybrid Meeting – In-person and Virtual via Teams
 Planning Conference Room 170, 4700 Elmore Road

I. CALL TO ORDER

The meeting was called to order at 5:32 p.m.

A. Establishment of Quorum/Roll Call

A quorum was present.

Present: Darrick Howard
 Jeremy Karchut *
 Bryce Klug, *Chair*
 Marc Lamoreaux *
 Connor Scher, *Vice-Chair* *

Absent: Loren Leman, *Secretary*
 Brandy Pennington

Ex-Officio Members & Staff:

Tom Davis, Senior Planner/Historic Preservation Officer, Planning Department
 Maria Lewis, Architectural Historian/CLG Program Coordinator, Alaska State
 Historic Preservation Office *

B. Land Acknowledgement (*delivered*)

C. Introductions – Guests

Guests: No guests attended.

D. Disclosures (*none*)

II. APPROVAL OF AGENDA

Commissioner Lamoreaux moved to approve the agenda with a change to move New Business item V.B. to come before all other business items and to add item IV.C under Old Business to discuss the two Section 106 projects reviewed by the HPC in October. *Commissioner Howard* seconded.

The agenda as amended was approved unanimously.

III. APPROVAL OF THE MINUTES (*postponed to December*)

IV. UNFINISHED BUSINESS

A. Government Hill Wireless Station

Tom Davis reported on the status of the preparation of the Government Hill Wireless Station report, as follows:

- The Planning Department received the draft report materials from contractor TNSDS last week. The draft main report is included in the meeting packet. Staff will distribute the appendices items separately. *Mr. Davis* shared the following list of report items and remaining tasks:

| Report Item | MOA/HPC Tasks |
|-------------------------------|--|
| Final Draft Report | Review edit; Add certain sections |
| Appendix A: Sources | Add any of our own sources to the list |
| Appendix B: Correspondence | Compile all of Appendix B |
| Appendix C: Drawings | Review/edit |
| Appendix D: Agreements | Compile all of Appendix D |
| Appendix E: Structural Report | Review/edit |
| Notes, Photos, and Logs | Review |

- The SHPO has granted a 3-month extension of the final product submission deadline, from December 31 to March 31. This will give the Municipality through the end of December to complete its in-kind services as match and submit a final draft report to the SHPO. The SHPO will then need at least 30-days to review and comment. *Mr. Davis* shared the following anticipated schedule:

| MOA Task | Deadline |
|---|-------------|
| Review draft report materials | December 31 |
| Add our remaining content | December 31 |
| Identify preferred future uses | January 12 |
| Submit final draft to SHPO | January 12 |
| SHPO review period and feedback | February 28 |
| MOA revisions and submission of final product | March 31 |
| Final Reporting Date | April 30 |

- *Mr. Davis* reported that TNSDS has suggested which tasks municipal staff and Commissioners should focus their in-kind labor on for completing the final draft report submission to the SHPO:

1. Identify a preferred future use (with Government Hill Community Council).
 2. Estimate a rough order-of-magnitude cost of rehabilitation (with Facilities Maintenance).
 3. Prepare a pre-planning summary for a phase II report project, which would provide more specific rehabilitation costs/plan.
 4. Add paragraphs regarding next steps to the “Summary of Study Results” report section.
 5. Update/improve the AutoCAD drawings if we see anything we would like to improve.
 6. Read and conduct a technical edit review of the draft report.
- The Municipality is responsible for contributing a 40% (\$16,000) match to the grant funding, in the form of in-kind labor and volunteer services. *Mr. Davis* provided the following estimate of our progress on spending down this grant and contribution to our match:
- Volunteer contributions by Commissioner Scher and Chair Klug: \$4,800
 - Staff labor contributions (Tom Davis): \$1,000
 - **In-Kind Match Still Needed: \$10,200; or approx. 100 hours.**

Commissioners discussed the information from staff and next steps. *Chair Klug* requested all Commissioners to read the report and email any comments and questions to staff. *Tom Davis* agreed to compile a consolidated mark-up version of the report incorporating comments from individual Commissioners. *Chair Klug* encouraged any commissioners who are interested in taking on additional tasks to participate with him and Commissioner Scher on the project subcommittee.

Chair Klug next suggested the project subcommittee and staff should contact Government Hill Community Council (GHCC). Tom Davis to contact GHCC and check their meeting dates for scheduling a potential appearance regarding the report findings and preferred future for this property.

Commissioner Scher, in response to the proposed remaining tasks for staff and commissioners, expressed concern regarding TNSDS’ suggestion that the Municipality create a rough order-of-magnitude cost estimate for rehabilitation but agreed with TNSDS’ suggestion to develop a game plan of next steps for the Wireless Station. He found the draft report identified critical shortcomings of the existing building materials of the buildings. The engineer’s report indicates that Building A is impractical to shore up structurally. Without knowing what future use or design the community wants for this site, it is difficult to estimate rehabilitation costs. Dollar estimates can also quickly become outdated. *Commissioner Scher* supported meeting with the GHCC and presenting a bullet summary of the report and its findings about the reality of the situation and encouraging neighborhood discussion about what to do with this site. *Chair Klug* agreed with his assessment.

Commissioner Scher asked what percentage completion the TNSDS draft report is. *Mr. Davis* responded that the TNSDS product is a complete draft including all its items under the contract.

Tom Davis requested that Commissioners review the report in the next few weeks, and to document the date(s) and amount of time taken in reviewing the document or any other project tasks. *Chair Klug* planned to send out an email to the project subcommittee to plan the review and tasks.

B. Historic Preservation Plan (HPP) Subcommittee

Tom Davis reported that the Planning Department has received the \$97,000 in funds to begin the HPP project. The approved scope of work for the use of the grant funds is included in the Commission's meeting packet. The overall scope of work for the HPP project can be larger but must at least include the approved scope for this grant funding. *Mr. Davis* concluded that the Planning Department and AHPC may begin preparation of a project plan and an RFP for consultant services, but this will probably not begin until 2024 because of the need to focus on completing the Wireless Station report.

Chair Klug shared two hardcopies of the most recent draft versions of the HPP, containing handwritten edit comments by former municipal Planning staff. He requested staff to input the comments as tracked changes to create an updated master draft of the HPP. Commissioners could then determine if they agree with the proposed changes. *Mr. Davis* committed to begin this work in December but that it would likely be January before a tracked-changes version would be complete.

Tom Davis reported that staff had found what may be the most recent draft version of the context statements document. He indicated that he would share that with Commissioners by December. *Chair Klug* explained that context statements are typically information that provide a basis for an HPP. He explained that the project team developed context statements for every community council in the Municipality. The former HPO brought the draft context statements to at least some of the community councils for input. The current staff and Commission now must determine if completion of the context statements can fit within the HPP project scope, and if so how to format them, and whether include them in the main HPP plan document or keep them in a separate document.

C. Action 106 Project Consultation Requests from October

Tom Davis reported that he had not yet forwarded the HPC's October comments to the requesting agencies and will do so ASAP.

Commissioner Lamoreaux relayed follow up information from *Ms. Grober*, the JBER archeologist and Alaska Native liaison, that supported the Commission's position from October that the Alaska Railroad project impact area needs to be surveyed. *Commissioner Scher* added that he had also investigated the Railroad project further and found that there was no mention of the Iditarod Historic Trail in its letter. He expressed that the Alaska Railroad should acknowledge this historic resource. That portion of the trail route is not mapped by AHRS; it is mapped by a different federal agency. He agreed there is a lack of archeological information, and that project mitigation should include additional surveys of that area.

IV. NEW BUSINESS

A. Discussion of HPC Priorities in 2024

Tom Davis explained that the purpose of this new business item is to begin discussing what the Commission's priorities for its activities in 2024 will be. He anticipated this conversation would

continue through the December HPC meeting. The final action on this item would be for the HPC to vote and approve a final list of goals and priorities.

A memorandum containing a starter draft list of potential activities in 2024 is provided in the meeting packet under item IV.A. (pages 107-8 in the packet.) The list is organized by the categories of the State's *Annual Certified Local Government Report*. Minimum requirements for Certified Local Governments are underlined.

Commissioners discussed the list of potential priorities. *Chair Klug* proposed adding a priority under the public education category to promote the Local Landmark Register as sites get added to the Register and promote the sites in the Register, possibly through a social media platform that is more accessible than the standard web page. *Commissioners Howard* and *Klug* discussed arranging with the UAA History Department to retain student interns to assist in creating and maintaining a presence on social media, possibly targeting the summer or fall 2024 UAA semester. *Commissioner Howard* offered to assist planning. *Tom Davis* to check municipal regulations regarding hiring interns.

Commissioner Scher proposed adding a priority to nominate municipally owned properties already listed on the National Register, and cultural resource sites on public land that have been identified by Commissioner Lamoreaux and the Native Village of Eklutna, to the Local Landmark Register.

Commissioner Scher asked about the suggested priority (B.1. on page 107 in the packet) to establish HPC rules of procedure. *Tom Davis* responded that municipal code requires commissions to maintain rules of procedure. Staff cannot find record of these for the HPC. Rules of procedure can save a lot of time in Commission meetings. Also, the Commission determines, through its rules of procedures, when it meets. Such rules are a helpful reference and empowering for commissions. *Mr. Davis* explained that staff would develop draft rules of procedure for the Commission's consideration, using the Geotechnical Advisory Commission and Planning and Zoning Commission as model examples and referring to the SHPO guidance for CLG HPC rules for procedure. *Chair Klug* recommended also referring to the enabling ordinance for the HPC to ensure consistency with the municipal code.

This item was continued to the December meeting.

Commissioner Scher moved to extend the meeting to 7:15 p.m. *Commissioner Karchut* seconded. ***The motion to extend the meeting was approved unanimously.***

B. New CLG Grant Opportunity (*This item was discussed at the beginning of the business agenda.*)

Tom Davis and *Maria Lewis* reported that the SHPO has announced another round of CLG grants. The SHPO is accepting grant applications from CLGs for 60-40 HPF matching grant projects. Staff proposed that the Commission begin to consider potential projects.

Maria Lewis explained there are two grant opportunities. The first is CLG Grants, with awards of up to \$50,000 per grant, with a 40% match requirement. The deadline for applying is January 22, 2024.

Tom Davis explained that SHPO staff has suggested several CLG Grant project possibilities for Anchorage (page 108 in the meeting packet). Any or all the suggested activities on page 108 in the meeting packet or other project ideas could be eligible. Applying for two or more would be ok.

Mr. Davis and *Ms. Lewis* focused the Commissioners' attention on one of the suggested projects, to create a local GIS inventory of historic and cultural resources that would be compatible with the state's AHRS inventory. Its initial data source could be to download the state's AHRS data on resources within the Municipality. There would need to be quarterly updates in which the municipal and State inventories could be populated with one another's latest records and new sites. Creating and maintaining such a local inventory is one of the requirements for CLGs. The Mat-Su Borough recently created such a local inventory. One of the biggest advantages of having a local inventory is greater accessibility of the data. *Ms. Lewis* suggested that if the Municipality pursues the inventory project, to have a consultation with Jeff Weinberger, who maintains the AHRS at the SHPO. Commissioners and staff discussed data access and the number of inventory sites.

The other grant program is more competitive and \$300,000, with a 50-50 grant match requirement. *Ms. Lewis* recommended applying instead for a CLG Grant.

This item was continued to the December meeting.

C. HPC Regular Meeting Dates in 2024

Tom Davis explained that the Planning Department is recommending that the HPC move its regular meeting date to the third week of each month, beginning in January. This was the historical meeting time of the HPC, and current staff is not sure how that was changed. The current meeting time during the fourth week of the month conflicts with the other two commissions that the Long-Range Planning Division supports, which meet the same week, and it is overwhelming secretarial staff.

Mr. Davis explained that the Commission determines when it meets. Staff is requesting the HPC to vote on and approve the proposed meeting dates listed on page 31 of the meeting packet, or to move to approve another time/date during the third week of the month. Approving dates for the year still leaves flexibility for the Commission to move a meeting date later.

Chair Klug and *Commissioner Howard* did not think moving to the third week would be a problem for their calendars. *Mr. Davis* requested that Commissioners check their calendars and confirm by the December HPC meeting if the third week will work for them, or if a different week or day of the week would work better.

This item was continued to the December meeting.

VII. PERSONS TO BE HEARD (none)

VIII. OTHER BUSINESS / STAFF REPORTS

Tom Davis reported on Commissioner seats and reappointments:

- **Commissioner Reappointments:** The terms of Commissioners Howard and Lamoreaux are up for reappointment. *Mr. Davis* expressed the Municipality's appreciation if each can reapply to stay on for another term. Their current terms technically expired in mid-October; however, the Mayor's Office is several months behind schedule in completing reappointments for municipal boards and commissions. Commissioners whose terms expired in October will remain seated for a 120-day grace period (until the end of January 2024). That will give the Mayor's Office time to catch up with the reappointments.
- **Commissioner Seat for a Historian:** David Reamer, whose term also came up for reappointment in October, decided not to reapply. Staff is working with the UAA History Dept. to find a professional historian to fill the empty seat.
- **Commissioner Seat for a Building Contractor or Structural Engineer:** Staff and the Mayor's Office are still seeking a candidate to fill the seat designated for a member with professional experience in building construction, such as a building contractor or structural engineer.
- **Commissioner Seat with Experience in Real Estate:** Commissioner Pennington was appointed to the municipal Platting Board and will transition off the HPC by the end of January, so the seat for the member with experience in real estate, such as a real estate developer, appraiser, or broker, will be vacant. Staff plans to reach out to the real estate industry.
- **Alaska Native Heritage Center Nomination to the Local Landmark Register:** The Planning Department intends to compile the nomination application, HPC resolution, and related materials into a Planning and Zoning Commission (PZC) case packet, and release that for public review, in December. Based on the PZC review process and schedule this would result in the nomination reaching the Anchorage Assembly for final action next spring.

IV. ADJOURNMENT

Commissioner Lamoreaux moved to adjourn the meeting. *Commissioner Howard* seconded.

The motion was approved unanimously, and the meeting was adjourned at 7:15 p.m.

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From: [Remington, Barney \(FTA\)](#)
To: [Davis, Tom G.](#)
Cc: [Jeanette Holt](#); [Meitl, Sarah J \(DNR\)](#); [Lewis, Maria A \(DNR\)](#)
Subject: RE: Alaska Railroad Corporation - MP 127.5 Bridge Replacement Project - NHPA Section 106 Continuing Consultation
Date: Wednesday, December 13, 2023 5:36:27 AM
Attachments: [image001.png](#)
[AttachmentA_20230206_BR127.5_CulturalResourcesSurvey.pdf](#)
[20230512_ARRC_BR127-5_EE_AnchHistPresComm.pdf](#)

[EXTERNAL EMAIL]

Hi Tom,

Thank you for your response! I believe the answers to your questions are included in the initial consultation and cultural report for this project, sent in May 2023; I've attached both to this email. Please let me know if you have any questions once you've had a chance to review them.

You should be receiving another letter this month detailing the results of new investigation which has been performed for the project, so there will be an additional opportunity to provide comments.

Respectfully,

Barney Remington
Environmental Protection Specialist
Federal Transit Administration - Region X | U.S. Department of Transportation
Barney.Remington@dot.gov | 206-220-7966

From: Davis, Tom G. <tom.davis@anchorageak.gov>
Sent: Tuesday, December 12, 2023 5:17 PM
To: Remington, Barney (FTA) <barney.remington@dot.gov>
Cc: Jeanette Holt <HoltJ@akrr.com>; Meitl, Sarah J (DNR) <sarah.meitl@alaska.gov>; Lewis, Maria A (DNR) <maria.lewis@alaska.gov>
Subject: RE: Alaska Railroad Corporation - MP 127.5 Bridge Replacement Project - NHPA Section 106 Continuing Consultation

CAUTION: This email originated from outside of the Department of Transportation (DOT). Do not click on links or open attachments unless you recognize the sender and know the content is safe.

Hi, Barney,

Apologies for the belated response to this request for any comments or questions. Because of turnover in HPO staff at the Municipality, I am new to this role have been a little slower to start with in turning around responses from the Anchorage Historic Preservation Commission (AHPC) to these Section 106 consultation requests. We are speeding back up and should not have this issue in the future.

The AHPC reviewed this Section 106 consultation request at its regular meeting in late October. The AHPC found that the October 3 letter regarding Alaska Railroad Corporation MP 127.5 Bridge Replacement Project did not include enough information for the AHPC to be able to concur with the proposed finding of no adverse effect on historic or cultural resources. The AHPC voted on a motion to request the following information of the project applicant:

- Where is the location of the project site? (Could the applicant provide a map?)
- Where is the area of potential effects (A.P.E.)? (Such as a map showing a radius area.)
- Was a new site survey of historic and cultural resources conducted, and if not then why?
- Please clarify what additional resources may be affected, such as the telegraph poles mentioned in the October 3 letter, and where those are located.

The AHPC is keeping this Section 106 project consultation as a carried-over unfinished business item, and we will provide as timely a response as possible if the applicant could provide the information above.

Thank you,

Tom



From: Remington, Barney (FTA) <barney.remington@dot.gov>
Sent: Wednesday, October 4, 2023 8:37 AM
To: Davis, Tom G. <tom.davis@anchorageak.gov>
Cc: Jeanette Holt <HoltJ@akrr.com>; Meitl, Sarah J (DNR) <sarah.meitl@alaska.gov>
Subject: FW: Alaska Railroad Corporation - MP 127.5 Bridge Replacement Project - NHPA Section 106 Continuing Consultation

[EXTERNAL EMAIL]

Hi Mr. Davis,

I received a bounceback on the below email; sorry for the mixup, I wasn't aware that Ms. Bunnell had retired.

Please let me know if you have any questions about this project or the attached consultation letter.

Thank you,

Barney Remington
Environmental Protection Specialist
Federal Transit Administration - Region X | U.S. Department of Transportation
Barney.Remington@dot.gov | 206-220-7966

From: Remington, Barney (FTA)
Sent: Tuesday, October 3, 2023 4:59 PM
To: kristine.bunnell@anchorageak.gov
Cc: Jeanette Holt <HoltJ@akrr.com>; Meitl, Sarah J (DNR) <sarah.meitl@alaska.gov>
Subject: Alaska Railroad Corporation - MP 127.5 Bridge Replacement Project - NHPA Section 106 Continuing Consultation

Dear Ms. Bunnell,

Please see the attached Section 106 continuing consultation letter for the Alaska Railroad Corporation – MP 127.5 Bridge Replacement Project.

Please let me know if you have questions or comments regarding the project.

Thank you,

Barney Remington
Environmental Protection Specialist
Federal Transit Administration - Region X | U.S. Department of Transportation
Barney.Remington@dot.gov | 206-220-7966



U.S. Department
of Transportation
**Federal Transit
Administration**

REGION X
Alaska, Idaho, Oregon,
Washington

915 Second Avenue
Federal Bldg. Suite 3192
Seattle, WA 98174-1002
206-220-7954
206-220-7959 (fax)

May 12, 2023

Anchorage Historic Preservation Commission
Municipality of Anchorage
c/o Planning Department
Attn: Kristine Bunnell, Senior Planner
PO Box 196650
Anchorage AK 99519-6650

**Subject: Alaska Railroad Corporation
MP 127.5 Bridge Replacement Project
National Historic Preservation Act, Section 106
Effects Determination Consultation**

Dear Ms. Bunnell:

The Federal Transit Administration (FTA), in cooperation with Alaska Railroad Corporation (ARRC), is proposing the MP 127.5 Bridge Replacement Project (Project). The Project would replace the existing 308-foot steel bridge with a new 360-foot steel bridge and widen the embankment for a track shift associated with the bridge replacement. Replacement of the bridge will maintain the safety and reliability of the ARRC's rail operations. ARRC intends to apply for federal funds administered by FTA for the Project, making it an undertaking subject to the provisions of Section 106 of the National Historic Preservation Act (Section 106), and its implementing regulations at 36 Code of Federal Regulations (CFR) Part 800. This letter initiates Section 106 consultation and requests feedback on the proposed Area of Potential Effects (APE) and the proposed Effects determinations for the Project.

The Project is located at the Alaska Railroad mainline track between MP 126.8 and MP 128 near the city of Eagle River, within the Municipality of Anchorage, Alaska; Township 14 North, Range 2 West, Sections 3, 9-10, and 16, Seward Meridian and Township 15 North, Range 2 West, Sections 26, and 34-35, Seward Meridian. Figure 1 of Attachment A shows the project location and proposed area of potential effect (APE), which includes the railway right of way between MP 126.8 and MP 128 and several areas adjacent to the right of way.

Project activities include replacing the existing bridge structure, widening the embankment, clearing and grubbing, construction of work pads, and temporary trestle bridge and fill for an access road on the northeast banks of Eagle River. The APE for the project includes all areas of potential ground disturbance for the repair project being considered and consists of an area of 85.5 acres of ARRC right-of-way (ROW), JBER, and Eklutna, Inc. land. Construction related activities outside of the ARRC ROW will be coordinated with Joint Base Elmendorf-Richardson (JBER) and Eklutna, Inc. with temporary construction easements/access authorizations acquired.

In support of FTA's regulatory obligations under Section 106, ARRC contracted HDR Engineering, Inc., to conduct a cultural resources desktop survey in order to document potential and documented cultural resources and historic properties within the Project APE and vicinity to comply with federal regulations. The survey effort included a desktop survey of 85.5 acres and review of previous cultural resources surveys in the area. The resulting report entitled *Alaska Railroad Bridge Replacement, Bridge 127.5: Cultural Resources Desktop Study*, dated February 2023, is enclosed with this letter as Attachment A for your review.

Based on the results of the field survey, the following sites are located in/near the APE:

- ANC-00076, Kuney: This site has not been evaluated for eligibility to listing on the National Register of Historic Places (NRHP). It is located approximately 120 feet outside of the proposed APE and will be avoided by project activities.
- ANC-00099, existing railroad bridge at MP 127.5, over Eagle River: The bridge will be replaced as part of this project. Constructed in 1924, the bridge was determined not eligible for listing on the NRHP in 1984.
- ANC-01177, Foxholes over Trestle Site: The site was determined not eligible for listing on the NRHP in 2001. The site is located within the APE, near the edge of the existing cut bank on the east side of the track through the area of track that is being shifted. While the track shift and corresponding embankment excavation will likely impact the site, the site is not considered a historic property for which adverse effects must be considered under Section 106 of the NHPA and its implementing regulations, 36 CFR 800.
- ANC-00668, Historic Remains: This site was determined not eligible for listing on the NRHP in 1984. A 2018 cultural resources survey could not locate the site at its plotted Alaska Heritage Resources Survey (AHRS) location. Extensive military activity in the area indicates the site may have been destroyed. The site is not considered a historic property for which adverse effects must be considered.
- ANC-04411, Artillery Road: This site has not been evaluated for eligibility to the NRHP. Artillery Road is an actively used roadway as part of Joint Base Elmendorf-Richardson (JBER) operations. The ARRC may use portions of the road, with permission from JBER, but the activities will be in-kind to the normal use of the roadway. Project use of the road will not cause an adverse effect to the road.
- Telegraph/Telephone Line: An ARRC engineer documented a line of 12 previously undocumented telegraph/telephone poles (associated with AHRS cards ANC-03653 and SEW-01068). Eight of the poles fall outside of the APE and four lie either on or fall within the APE. ARRC will avoid the poles during project activities; therefore, the project will not cause an adverse effect to the line.

May 12, 2023

Page 3

The Alaska Railroad is also located within the project area. While the railroad is potentially eligible for the NRHP as an historic resource, such a determination is beyond the scope of this project. However, if it were assumed eligible for the purposes of this undertaking, there would be no adverse effect. The proposed project would serve to preserve the continuity and integrity of the rail system, and it does not represent an alteration that would diminish the integrity of the resource as a whole.

Based on the aforementioned documentation, FTA has made the following determination:

- The Project would have no adverse effect on resources listed on, or eligible for, the NRHP.

Pursuant to 36 CFR Part 800, FTA requests your feedback on the proposed APE and effects determination within 30 days of receipt of this letter. Should you require additional information or have questions, please contact Barney Remington at (206) 220-7966 or Barney.Remington@dot.gov.

Thank you for your consultation on the Project.

Sincerely,

Susan Fletcher
Acting Regional Administrator

cc: Sarah Meitl, Review and Compliance Coordinator, Alaska State Historic Preservation Office, Office of History and Archaeology, Department of Natural Resources
Jeanette Holt, Environmental Analyst II, Alaska Railroad Corporation

Enclosures: Attachment A *Alaska Railroad Bridge Replacement, Bridge 127.5: Cultural Resources Desktop Study*, dated February 2023.



Alaska Railroad Bridge Replacement – Bridge 127.5: Cultural Resources Desktop Study

Eagle River, Alaska

February 2023

PREPARED FOR

Alaska Railroad Corporation
327 West Ship Creek Ave
Anchorage, AK 99510



PREPARED BY

HDR Engineering, Inc.
582 E 36th Ave Suite 500
Anchorage, AK 99503

AUTHOR

Robyn Miller, M.A., R.P.A.

RESTRICTED: Not For Public Distribution

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Executive Summary

The Alaska Railroad Corporation (ARRC) is planning a track shift and bridge replacement at milepost (MP) 127.5 at Eagle River (project). The purpose of this project is to enhance the stability of the track infrastructure, protect critical state infrastructure, improve safety for the ARRC and its customers, including passengers, and maintain the integrity of the railroad. The project will be federally funded and therefore is subject to Section 106 of the National Historic Preservation Act (NHPA) of 1966, as amended, and its implementing regulations found in 36 Code of Federal Regulations (CFR) 800. Section 106 requires federal agencies to consider the effects of their undertakings on historic properties (36 CFR 800.1[a]).

HDR Engineering, Inc. (HDR) conducted a desktop study for the proposed area of potential effects (APE) for the project. The results of this analysis indicate there are seven documented cultural resources within or near the proposed APE.

1. ANC-00076, Kuney: This site has not been evaluated for eligibility to listing on the National Register of Historic Places (NRHP). It is located approximately 120 feet outside of the proposed APE and will be avoided by project activities.
2. ANC-00099, existing railroad bridge at MP 127.5 over Eagle River: The bridge will be replaced as part of this project. Constructed in 1924, the bridge was determined not eligible for listing on the NRHP in 1984.
3. ANC-01177, Foxholes over Trestle Site: The site was determined not eligible for listing on the NRHP in 2001. The site is located within the APE, near the edge of the existing cut bank on the east side of the track through the area of track that is being shifted. While the track shift and corresponding embankment excavation will likely impact the site, the site is not considered a historic property for which adverse effects must be considered under Section 106 of the NHPA and its implementing regulations, 36 CFR 800.
4. ANC-00668, Historic Remains: This site was determined not eligible for listing on the NRHP in 1984. A 2018 cultural resources survey could not locate the site at its plotted Alaska Heritage Resources Survey (AHRs) location. Extensive military activity in the area indicates the site may have been destroyed (Lawler et al. 2019). The site is not considered a historic property for which adverse effects must be considered.
5. ANC-04411, Artillery Road: This site has not been evaluated for eligibility to the NRHP. Artillery Road is an actively used roadway as part of Joint Base Elmendorf-Richardson (JBER) operations. The ARRC may use portions of the road, with permission from JBER, but the activities will be in-kind to the normal use of the roadway. Project use of the road will not cause an adverse effect to the road.
6. Telegraph/Telephone Line: An ARRC engineer documented a line of 12 previously undocumented telegraph/telephone poles (likely associated with ANC-03653 and SEW-01068). Eight of the poles fall outside of the APE and four lie either on or fall within the APE boundary. ARRC will avoid the poles during project activities. It is recommended that this line receive a new AHRs number.
7. The Alaska Railroad: The Alaska Railroad was constructed by the U.S Government between 1915 and 1923 (see AHRs card for SEW-00029). This resource is potentially eligible for the NRHP, but such a determination is beyond the scope of this project. However, if it were assumed eligible for the purposes of this undertaking, there would be no adverse effect. The proposed project would serve to preserve the continuity and

integrity of the rail system and it does not represent an alteration that would diminish the integrity of the resource as a whole.

HDR recommends that the project will not have an adverse effect on historic properties, as sufficient cultural resources surveys have occurred in the proposed APE within undisturbed areas to document potential archaeological and historic-era sites; known sites within the proposed APE have been found not eligible for listing on the NRHP; and unevaluated sites are either outside of the APE or will not be adversely impacted by project activities.

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Acronyms and Abbreviations

| | |
|---------|---|
| ADNR | Alaska Department of Natural Resources |
| AHRS | Alaska Heritage Resources Survey |
| APE | Area of Potential Effects |
| ARRC | Alaska Railroad Corporation |
| CEMML | Colorado State University's Center for Environmental Management of Military Lands |
| CFR | Code of Federal Regulations |
| HDR | HDR Engineering, Inc. |
| JBER | Joint Base Elmendorf-Richardson |
| MP | Milepost |
| NHPA | National Historic Preservation Act |
| NRHP | National Register of Historic Places |
| OHA | Office of History and Archaeology |
| Project | MP 127.5 Bridge Replacement |
| ROW | Right-of-way |
| SHPO | State Historic Preservation Act |
| WWII | World War II |

1.0 Introduction

The Alaska Railroad Corporation (ARRC) is planning a bridge replacement project at milepost (MP) 127.5 at Eagle River (project). The purpose of this project is to enhance the stability of the track infrastructure, protect critical state infrastructure, improve safety for the ARRC and its customers, including passengers, and maintain the integrity of the railroad. This is an existing 308-foot steel bridge that would be entirely replaced with a new 360-foot steel bridge. The bridge is being replaced since it is reaching the end of its useful life span. Replacement of the bridge will maintain the safety and reliability of ARRC's rail operations.

Project activities include: replacing the existing bridge; embankment widening constructed for the track shift associated with the bridge replacement; clearing and grubbing as needed for project access and staging areas; access roads; and minor wetland impacts. Temporary construction impacts include work pads for construction equipment adjacent to the existing bridge, temporary trestle bridge to cross the river and temporary fill (associated with temporary trestle) for the access road on the northeast bank of Eagle River, and staging/laydown areas. The new bridge replacement and track shift will be constructed entirely within the ARRC operational right-of-way (ROW), with construction support activities temporarily and permanently impacting areas outside of ARRC ROW. Construction impacts outside of ARRC ROW will be coordinated with Joint Base Elmendorf-Richardson (JBER) and Eklutna, Inc. with temporary construction easements/access authorizations acquired.

ARRC contracted with HDR Engineering, Inc. (HDR), to conduct a cultural resources desktop study in order to comply with federal regulations by documenting potential historic properties within or near the project area.

1.1 Project Area

The project area is located near the city of Eagle River, Alaska in Southcentral Alaska (Figure 1). The project is located within ARRC MP 126.8-128, Township 14 North, Range 002 West, Sections 3, 9-10, and 16, Seward Meridian; and Township 15 North, Range 002 West, Sections 26, and 34-35, Seward Meridian.

1.2 Regulatory Context

This project will be federally funded and is therefore subject to Section 106 of the National Historic Preservation Act (NHPA) of 1966, as amended, and its implementing regulations found in 36 Code of Federal Regulations (CFR) 800. Section 106 requires federal agencies to consider the effects of their undertakings on historic properties (36 CFR 800.1[a]). Historic properties are any prehistoric or historic district, site, building, structure, object, or traditional cultural property included in or eligible for inclusion in the National Register of Historic Places (NRHP) (36 CFR 800.16(l)[1]).

1.3 Proposed Area of Potential Effects

Under 36 CFR 800.16(d), the Area of Potential Effects (APE) is defined as "the geographic area or areas within which an undertaking may directly or indirectly cause changes in the character or use of historical properties, if any such properties exist." The proposed APE for this project

includes all areas of potential ground disturbance for replacement of the bridge and associated activities, as described above (shown on Figure 1).

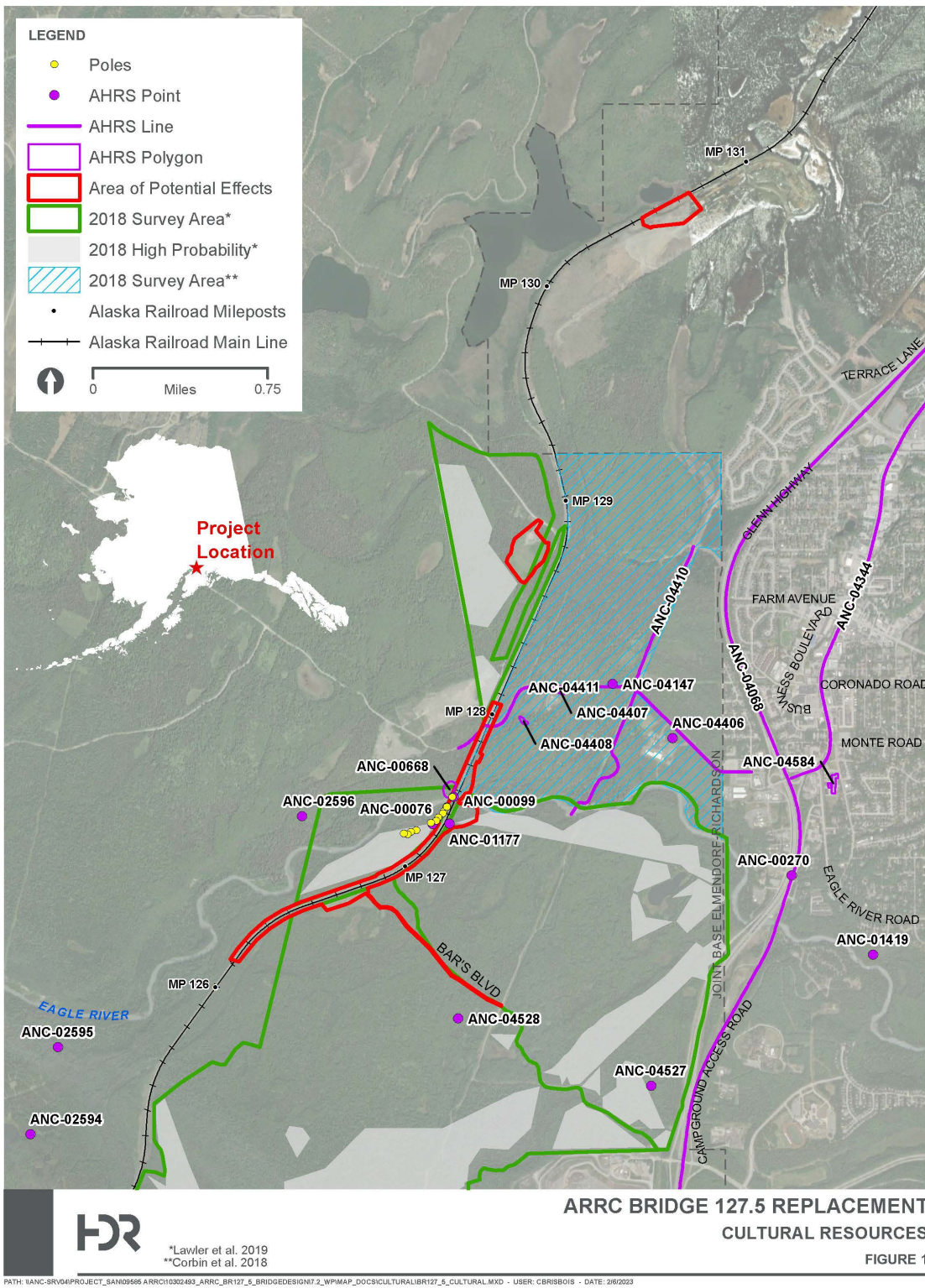


Figure 1. Project area, AHRs sites, prior surveys, and proposed APE

2.0 Background Research

HDR conducted background research to identify whether historic properties are located within the proposed APE. Research included a search of the Alaska Heritage Resources Survey (AHRs), maintained by the Alaska Department of Natural Resources (ADNR), Office of History and Archaeology (OHA), and information provided by ARRC.

The Alaska Railroad is an important part of the land transportation system in Alaska. It is also one of only three railroads that have been built by the government of the U.S. and the only one that was operated by the federal government. Operating on more than 483 miles of main line track from Seward, a generally ice-free port, to Fairbanks in Interior Alaska, the railroad was established by Congress in 1914 (ADNR 2022).

2.1 Documented Cultural Resource Sites

According to the AHRs, there are seven sites within or near the proposed APE (also shown on Figure 1 and Figure 2):

ANC-00076, Kuney: This was a flag stop on the Alaska Railroad which was originally known as "Kuney" (named after Alaska Engineering Commission engineer K.K. Kuney, who located the final line between Eagle River and the Matanuska coal fields). In 2018, archaeologists noted the flag stop lacked integrity and had been significantly altered since the site was first documented. The condition of the site in 2018 was listed as poor and consisted of historic-era items such as a pail with a wire handle, two shallow wide topped basins, a large wash basin, many rectangular containers with metal handles, scrap metal resembling wood barrel hoops, and a concrete block. There was no indication of a structure. The debris was located downhill from the original coordinates, suggesting that military activity and disturbance may have moved the site contents from their original location (Lawler et al. 2019).

ANC-00076 is located approximately 120 feet outside of the proposed APE. It has not been evaluated for eligibility to the NRHP.

ANC-00099, existing railroad bridge at MP 127.5 over Eagle River: Constructed in 1924, this is a steel bridge structure with concrete abutments and footings. Parts of the original bridge structure remain, but extensive repairs and refurbishments have occurred to it over the years. In 1967, it was so badly undercut by flooding that it was repositioned (ADNR 2022).

The bridge was determined not eligible for listing on the NRHP in 1984.

ANC-01177, Foxholes over Trestle Site: This site consists of a line of foxholes along the top edge of a terrace directly above the existing railroad tracks and the trestle over Eagle River. A 2018 survey noted that the site was in good condition and may be associated with World War II (WWII) or immediately post-war training (Lawler et al. 2019).

ANC-01177 was determined not eligible for listing on the NRHP in 2001.

ANC-00668, Historic Remains: This site consists of two structures and associated remains near the Eagle River MP 127.5 Bridge (ANC-00099). In 2018, archaeologists noted there were no temporary structures in the area surrounding the GPS coordinate for this site; however, the site is located in an area of extensive military activity noted by a large number of depressions

interpreted as foxholes as well as other Euro-American/military debris. The log structures and latrine appear to have been destroyed (Lawler et al. 2019).

ANC-00668 was determined not eligible for listing on the NRHP in 1984.

ANC-04411, Artillery Road: This is a gravel road that extends north of Eagle River in an east/west trajectory from the Alaska Railroad to the community of Eagle River and is still in use today. While the date of construction of the road is uncertain, it likely dates to the WWII-era as it is clearly visible on 1951 aerial imagery and USGS maps (Corbin et al. 2018).

ANC-04411 has not been evaluated for eligibility to the NRHP.

Telegraph/Telephone Line: In October 2022, an ARRC engineer documented a line of 12 previously undocumented telegraph/telephone poles near the project area (Figure 1, Figure 2). Eight of the poles fall outside of the APE and four lie either on or fall within the APE boundary. The line of poles follow a former alignment of the railroad, south of the bridge, that has not been in use since 2007 when the track was realigned to its current alignment. The documented poles cover a distance of approximately 0.26 miles. Most of the poles are standing; none have wire attached although at least one pole had a faded marker. Some are supported by wooden supports or guy wires (see Figure 3, Figure 4, Figure 5, and Figure 6). It is assumed that the line is associated with ANC-03653, a telephone/telegraph line located approximately 13 miles to the north.

During the 1914 to 1922 construction of the Alaska Railroad, telegraph and telephone lines were installed and commonly found along the railroad. The pole lines allowed for the use of telephone, teletype, and radio communications for railroad use; but eventually allowed residents who lived along the line to dial into the line via party lines (Lemke 2012). In the mid-1980s, the ARRC began a systematic removal of the poles along the railroad route due to their state of decay and the hazards created by fallen lines, entangled moose, and increased vandalism (SWCA 2012).

One segment of remaining poles (SEW-01068) was determined eligible for the NRHP by the U.S. Forest Service in 2004. ARRC consulted with the Alaska OHA and prepared a report (*The Alaska Railroad's Former Telephone and Telegraph Line and its Communications System Evolution*) to fulfill the agreed-upon mitigation for removal of ARRC's remaining telephone/telegraph communications equipment and structures (Hotchkin 2013). In 2012, another segment of the line (ANC-03653) was surveyed and 18 telephone/telegraph pole stumps and associated telegraph wire were documented (SWCA 2012). This segment of the line lacks integrity of design, materials, and workmanship, and its integrity of association has been significantly compromised; therefore, this segment was determined to be ineligible for the NHRP.

The poles documented in the proposed project area have not been evaluated for NRHP eligibility.

Alaska Railroad: The Alaska Railroad was constructed by the U.S Government between 1915 and 1923 (see AHRS card for SEW-00029). During recent consultation between ARRC and the Alaska State Historic Preservation Office (SHPO), the SHPO requested that the Alaska Railroad (SEW-00029) be noted in reports even though there may not be a documented AHRS site in the area. The Alaska Railroad was constructed by the U.S Government between 1915 and 1923, traveling from Seward to Fairbanks. There have been realignments over the years, including the realignment on the south end of this project in 2007.

2.2 Previous Cultural Resources Surveys

A portion of the proposed APE was surveyed by HDR archaeologists in 2018 in order to assist the U.S. Air Force in meeting its compliance requirements under Section 110 of the NHPA (Corbin et al. 2018). The survey consisted of pedestrian survey and subsurface testing of a total of 590 acres. HDR archaeologists documented ANC-00099 and ANC-04411 as part of this survey effort. HDR recommended that ANC-04411 was not eligible for listing on the NRHP, although the Alaska SHPO responded with a request for additional information on the themes of transportation and military (Bittner 2018). The site's status is listed as "unevaluated".

While numerous cultural resources surveys have occurred at JBER since the 1970s, the largest and most direct to the proposed APE occurred in 2018. This survey, which included pedestrian survey transects and shovel testing, was conducted as part of a 9,996-acre survey on the JBER-managed Richardson Training Area by Colorado State University's Center for Environmental Management of Military Lands (CEMML) (Lawler et al. 2019). CEMML archaeologists noted the area was heavily used for military training – 233 foxholes were documented in the area, most of which were located on bluff edges north and south of Eagle River. For purposes of the proposed project, this survey documented AHRS sites ANC-00099, ANC-00668, and ANC-01177.

The CEMML survey area and areas identified as high and medium probability are shown on Figure 1 and Figure 2. High probability areas were identified as those areas containing moraine features or low ridges offering views, relict lake margins or stream channels, and/or campsites (Lawler et al. 2019:2). Archaeologists conducted systematic shovel testing within these areas. Medium probability areas were those with modern disturbances or large spans of homogeneous terrain with no noteworthy features. Shovel testing was conducted within medium probability areas on prominent landforms (Lawler et al. 2019:2-3). Areas identified as low probability included those areas within modern floodplains, a greater than 30 percent slope, and wetlands. Those areas were surveyed (with the exception of wetlands), but did not undergo subsurface testing (Lawler et al. 2019:2-3). As shown on Figure 1 and Figure 2, the CEMML archaeological survey encompass the undisturbed areas of the proposed APE.

While the telegraph/telephone line was not documented during the prior archaeological survey that occurred in this area (Lawler et al. 2019), another survey conducted on behalf of the ARRC documented a line approximately 13 miles to the north; therefore, that information is included in this report. In 2012, SWCA archaeologists documented a series of 18 telegraph-telephone stumps and associated wire that spanned an area 0.59 miles long (ANC-03653). The line was located inside the railroad ROW, parallel to the railroad tracks in small areas of birch forest and vegetation, which were situated between an access road and the railroad tracks (SWCA 2012). In 2004, one segment of remaining poles (SEW-01068) was found eligible for the NRHP by the U.S. Forest Service.

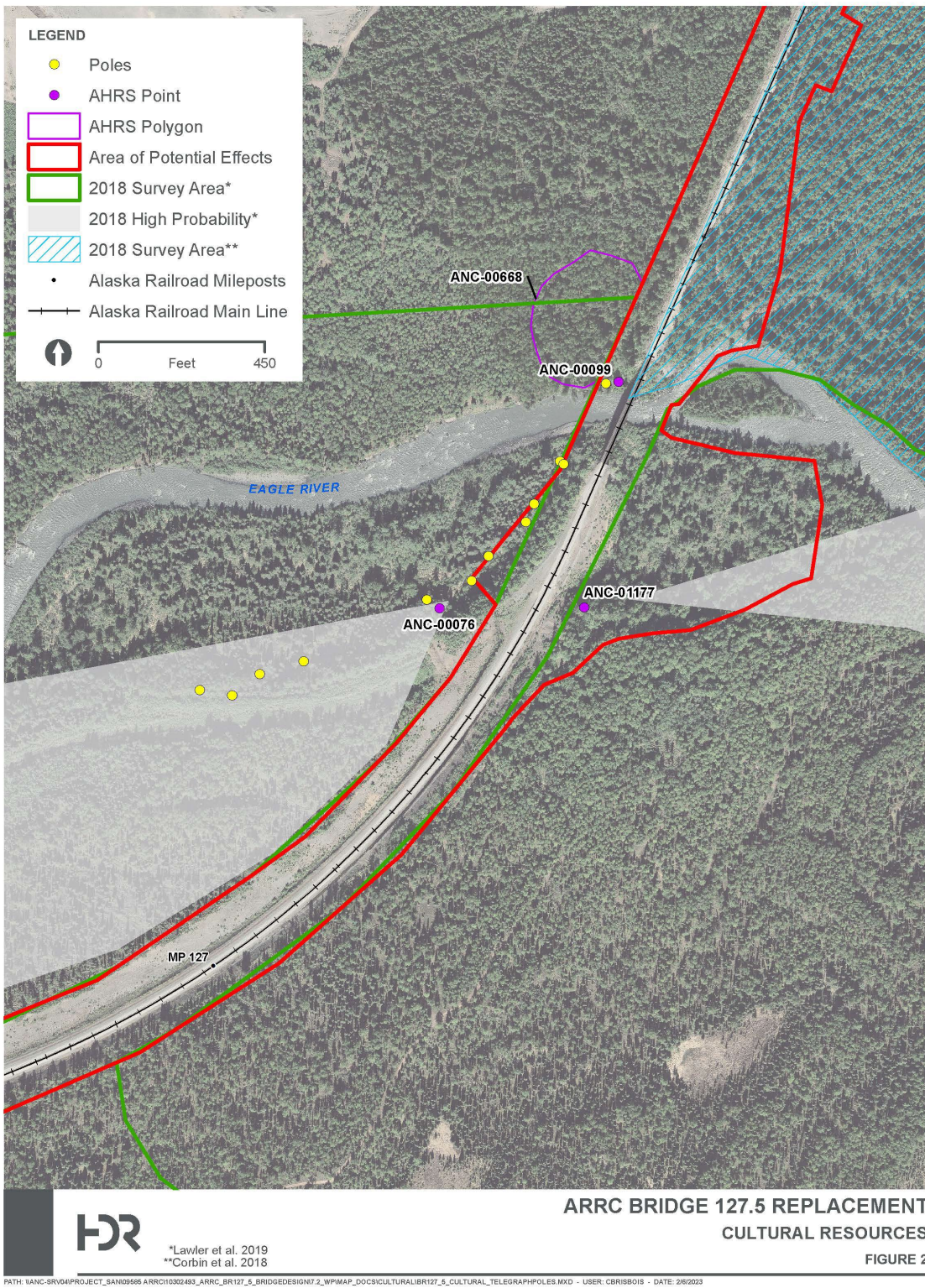


Figure 2. Location of poles and proposed APE.



Figure 4. Pole near ANC-00099.



Figure 3. Pole close-up with insulators.



Figure 6. Close-up of faded marker.



Figure 5. Pole with support beam and guy wire.

3.0 Summary and Recommendations

HDR conducted a desktop study for the proposed APE for the ARRC track shift and bridge replacement project. This analysis indicates there are seven documented cultural resources within or near the proposed APE (see Figure 1).

1. ANC-00076, Kuney: This site has not been evaluated for eligibility to listing on the NRHP. It is located approximately 120 feet outside of the proposed APE and will be avoided by project activities.
2. ANC-00099, existing railroad bridge at MP 127.5 over Eagle River: The bridge will be replaced as part of this project. Constructed in 1924, the bridge was determined not eligible for listing on the NRHP in 1984.
3. ANC-01177, Foxholes over Trestle Site: The site was determined not eligible for listing on the NRHP in 2001. The site is located within the APE, near the edge of the existing cut bank on the east side of the track through the area of track that is being shifted. The site was determined not eligible for listing on the NRHP and is therefore not a historic property for which adverse effects must be considered under Section 106 of the NHPA and its implementing regulations, 36 CFR 800.
4. ANC-00668, Historic Remains: This site, located within the APE, was determined not eligible for listing on the NRHP in 1984. The 2018 CEMML cultural resources survey could not locate the site at its plotted AHRS location. Extensive military activity in the area indicates the site may have been destroyed. The site is not a historic property for which adverse effect must be considered.
5. ANC-04411, Artillery Road: This site has not been evaluated for eligibility to the NRHP. Artillery Road is an actively used roadway as part of JBER operations. The ARRC may use portions of the road, with permission from JBER, but the activities will be in-kind to the normal use of the roadway and a determination of eligibility is not required.
6. Telegraph/Telephone Line: An ARRC engineer documented a line of 12 previously undocumented telegraph/telephone poles, similar to ANC-03653 and SEW-01068. Eight of the poles fall outside of the APE and four lie either on or fall within the APE boundary. The poles have not been evaluated for NRHP eligibility, but if assumed eligible for purposes of this project, they would not be adversely affected by the undertaking. ARRC will avoid the poles during project activities. This segment may need an AHRS number.
7. Alaska Railroad: The Alaska Railroad was constructed by the U.S Government between 1915 and 1923 (see AHRS card for SEW-00029). This resource is potentially eligible for the National Register, but such a determination is beyond the scope of this project. However, if it were assumed eligible for the purposes of this undertaking, there would be no adverse effect. The proposed project would serve to preserve the continuity and integrity of the rail system and it does not represent an alteration that would diminish the integrity of the resource as a whole.

The areas of undisturbed ground have undergone prior archaeological surveys (Corbin et al. 2018, Lawler et al. 2019). At approximately MP 129.5, the APE veers from the existing line and follows a power line or existing trail to the north before crossing an area of disturbed ground and ending in another existing material sites These are disturbed areas and project activities will not adversely affect unknown or undocumented historic properties at these locations. Additionally, the project will utilize an existing dirt and gravel road, Bar's Boulevard (see Figure 1). The road

will only undergo minimal improvements such as clearing overhead vegetation for purposes of this project.

HDR recommends that the project will not have an adverse effect on historic properties. Sufficient cultural resources surveys have occurred in the proposed APE within undisturbed areas to document potential archaeological and historic-era sites; known sites within the proposed APE have been found not eligible for listing on the NRHP; and unevaluated sites are either outside of the APE or will not be adversely impacted by project activities.

4.0 References Cited

Alaska Department of Natural Resources (ADNR)

2022 Alaska Heritage Resources Survey (AHRS) of Office of History & Archaeology (OHA) database for documents maintained by ADNR. Electronic source, <https://dnr.alaska.gov/ohasecurity/portal>, last accessed October 2022.

Bittner, Judy

2018 Letter to Brent A. Koenen, Chief, Environmental Conservation, CES, CEIEC. RE: JBER Section 110 Archaeological Survey in Training Area 410. December 11.

Corbin, Sarah, Owen Ford, Sean Teeter, and Dawn Ramsey Ford

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Hotchkin, Barbara

2013 Report: The Alaska Railroad's Former Telephone & Telegraph Line and Its Communications System Evolution.

Lawler, Brooks, Kate S. Yeske, and Julie Esdale.

2019 Report: Archaeological Surveys on JBER Training Lands 2018. Center for Environmental Management Military Lands, Colorado State University. Prepared for Branda Berta, ITAM Coordinator, Richardson Training Area.

Lemke, Jim

2012-2013 Personal Communication. ARRC Telecommunications and Signal Department.

SWCA

2012 Cultural Resources Inventory for Milepost 142 Curve Realignment Project Section 106 Compliance. Prepared for Alaska Railroad Corporation. February 10, 2012

Davis, Tom G.

From: Remington, Barney (FTA) <barney.remington@dot.gov>
Sent: Wednesday, October 4, 2023 8:37 AM
To: Davis, Tom G.
Cc: Jeanette Holt; Meitl, Sarah J (DNR)
Subject: FW: Alaska Railroad Corporation - MP 127.5 Bridge Replacement Project - NHPA Section 106 Continuing Consultation
Attachments: 20231003_ARRC_BR127-5_EE_AnchHistPresComm.pdf

[EXTERNAL EMAIL]

Hi Mr. Davis,

I received a bounceback on the below email; sorry for the mixup, I wasn't aware that Ms. Bunnell had retired.

Please let me know if you have any questions about this project or the attached consultation letter.

Thank you,

Barney Remington
Environmental Protection Specialist
Federal Transit Administration - Region X | U.S. Department of Transportation
Barney.Remington@dot.gov | 206-220-7966

From: Remington, Barney (FTA)
Sent: Tuesday, October 3, 2023 4:59 PM
To: kristine.bunnell@anchorageak.gov
Cc: Jeanette Holt <HoltJ@akrr.com>; Meitl, Sarah J (DNR) <sarah.meitl@alaska.gov>
Subject: Alaska Railroad Corporation - MP 127.5 Bridge Replacement Project - NHPA Section 106 Continuing Consultation

Dear Ms. Bunnell,

Please see the attached Section 106 continuing consultation letter for the Alaska Railroad Corporation – MP 127.5 Bridge Replacement Project.

Please let me know if you have questions or comments regarding the project.

Thank you,

Barney Remington
Environmental Protection Specialist
Federal Transit Administration - Region X | U.S. Department of Transportation
Barney.Remington@dot.gov | 206-220-7966



U.S. Department
of Transportation
**Federal Transit
Administration**

REGION X
Alaska, Idaho, Oregon,
Washington

915 Second Avenue
Federal Bldg. Suite 3192
Seattle, WA 98174-1002
206-220-7954
206-220-7959 (fax)

October 3, 2023

Anchorage Historic Preservation Commission
Municipality of Anchorage
c/o Planning Department
Attn: Kristine Bunnell, Senior Planner
PO Box 196650
Anchorage AK 99519-6650

**Subject: Alaska Railroad Corporation
MP 127.5 Bridge Replacement Project
National Historic Preservation Act, Section 106
Continuing Consultation**

Dear Ms. Bunnell:

The Federal Transit Administration (FTA), in cooperation with Alaska Railroad Corporation (ARRC), is continuing consultation under Section 106 of the National Historic Preservation Act (Section 106), and its implementing regulations at 36 Code of Federal Regulations (CFR) Part 800 for the MP 127.5 Bridge Replacement Project (Project). The Project would replace the existing 308-foot steel bridge with a new 360-foot steel bridge and widen the embankment for a track shift associated with the bridge replacement. Replacement of the bridge will maintain the safety and reliability of the ARRC's rail operations. On May 12, 2023, in correspondence to the Alaska State Historic Preservation Officer (SHPO), FTA determined that the Project would result in no adverse effect on resources listed on, or eligible for, the National Register of Historic Places (NRHP). FTA received SHPO concurrence with this determination on June 8, 2023. On July 5, 2023, FTA received correspondence from SHPO providing additional information regarding the eligibility of Site ANC-00668. This letter continues Section 106 consultation and feedback on proposed avoidance commitments and proposed Effects determination for the Project.

In their initial June 8, 2023 response, SHPO had requested the completion of an Alaska Heritage Resources Survey (AHRS) card for a line of 12 previously undocumented telegraph/telephone poles associated with AHRS cards ANC-03653 and SEW-01068. ARRC completed an AHRS

October 3, 2023

Page 2

card for this site and submitted it to SHPO; this segment of telegraph/telephone poles has been assigned the AHRS number ANC-04773.

During consultation, cultural resource staff from Joint Base Elmendorf-Richardson (JBER) brought to FTA's attention that the previous desktop study did not include consideration of the information included in the report *2021-2022 Phase II Identification and Evaluation of Archaeological Sites at Joint Base Elmendorf-Richardson, Alaska*, Northern Land Use Research Alaska, LLC, dated September 2022. This report provides additional information regarding Site ANC-00668, indicating that it is potentially eligible for the NRHP and likely extends into ARRC right-of-way. ARRC assumes this site extends onto ARRC right-of-way, and has committed to avoiding the site during all project activities.

In a response dated Jun 20, 2023, the Chickaloon Village Traditional Council commented that some historic sites such as ANC-01177, Foxholes over Trestle Site, may be built over the remains of preexisting Indigenous sites. To address the event of encountering cultural materials during Project construction, an Inadvertent Discovery Plan (IDP) will be implemented by ARRC during construction of the Project.

Based on the aforementioned commitments, FTA has determined that the previous finding of no adverse effect on resources listed on, or eligible for, the NHRP remains valid.

Pursuant to 36 CFR Part 800, FTA requests your feedback on the proposed avoidance commitments and effects determination within 30 days of receipt of this letter. Should you require additional information or have questions, please contact Barney Remington at (206) 220-7966 or Barney.Remington@dot.gov.

Thank you for your consultation on the Project.

Sincerely,

(for) Susan Fletcher
Regional Administrator

cc: Sarah Meitl, Review and Compliance Coordinator, Alaska State Historic Preservation Office, Office of History and Archaeology, Department of Natural Resources
Jeanette Holt, Environmental Analyst II, Alaska Railroad Corporation

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From: [GROVER, MARGAN A CIV USAF PACAF 673 CES/CEIEC](#)
To: [DNR, Parks OHA Review Compliance \(DNR sponsored\)](#)
Cc: [Marc Lamoreaux; THP Officer; ORTIZ, ELIZABETH M CIV USAF PACAF 673 CES/CEIEC; cbrophil@eklutna.org; Richard Martin; Davis, Tom G.](#)
Subject: Sec 106 notification - mount sign on Building 11540 (ANC-00926), JBER
Date: Tuesday, September 19, 2023 8:49:37 AM
Attachments: [Bldg 11540 sign SHPO Letter signed.pdf](#)

[EXTERNAL EMAIL]

Good morning,

A notification under Section 106 of the National Historic Preservation Act is attached regarding installation of a unit patch (sign) on Building 11540 (Photography Lab, ANC-00926) on Joint Base Elmendorf-Richardson. Building 11540 is eligible for the NRHP under Criteria A and C and is a contributing property to the Elmendorf Flightline Historic District. The method proposed to mount the sign is reversible and will not affect the integrity of the building, nor will the patch cause visual effects to nearby historic properties or the historic district. JBER recommends that this project will result in no adverse effects to historic properties. The attached letter provides additional information.

Let me know if you have any questions or concerns. Thank you!

Margan Grover
Cultural Resource Manager
673 CES/CEIEC Environmental Conservation
Joint Base Elmendorf-Richardson, Alaska
Office: 907-384-3467 (DSN: 317-384-3467)
Mobile: 907-244-9188
I live and work on Dena'ina land.

MEMORANDUM FOR ALASKA DEPARTMENT OF NATURAL RESOURCES
OFFICE OF HISTORY AND ARCHAEOLOGY
ATTENTION: MS. JUDITH BITTNER

FROM: 673 CES/CEI
6326 Arctic Warrior Drive
JBER AK 99506-3240

SUBJECT: Install Unit Patch to Exterior of Building 11540 (Photography Lab, ANC-00926)

1. **Purpose and Need:** The Joint Base Elmendorf-Richardson (JBER) Civil Engineering Squadron (673d CES) is coordinating consultation for installation of a unit patch (sign) on Building 11540 (Photography Lan, ANC-00926; Figure 1; USGS quadrangle Anchorage A-8, T13N, R3W, Section 4). Building 11540 has been determined eligible for the National Register of Historic Places (NRHP) and is a contributing feature to the Elmendorf Flight Line Historic District (ANC-02766). The purpose of this letter is to inform you of the undertaking, provide an assessment of effect, and to seek your concurrence.

2. **Project Description:** The proposed undertaking is to mount a metal unit patch on the southwest façade of Building 11540 (Figure 2). The patch is a circular metal sign displaying the official insignia of the 3rd Maintenance Squadron with their motto, “Force of the North” (Figure 3). The patch will be mounted using brackets and bolts affixed to the concrete with anchors in the concrete. It is about four feet in diameter.

3. **Historic Properties and the Area of Potential Effect:** The area of potential effect (APE) for the proposed undertaking is limited to the exterior of Building 11540. Building 11540 was built in 1943 as the Photography Lab during World War II. It is a one-and-a-half-story, Neo-Georgian style building similar to the 3rd Wing Headquarters next door (ANC-00924). The foundation and walls are concrete. The hip roof is covered with aluminum, which was replaced in 2011. There are original arch-roof dormer projections on the northeast and southwest roof slopes and a single arch-roof dormer on the southeast roof slope. A two-story gable-roofed addition was built at the west end of the building at an unknown date, which enclosed the dormer on that slope. The original windows have been replaced, although the dormer windows retain an original feel. The enclosed entrances are not original but have historic precedent. The concrete walls are grooved with horizontal bands that are part of the building’s historic appearance. The JBER Historic Building Maintenance and Repair Plan recommends that despite changes, the windows and doors (both materials and placement), concrete siding, and roof shape and materials should be retained to preserve Building 11540’s historic integrity.

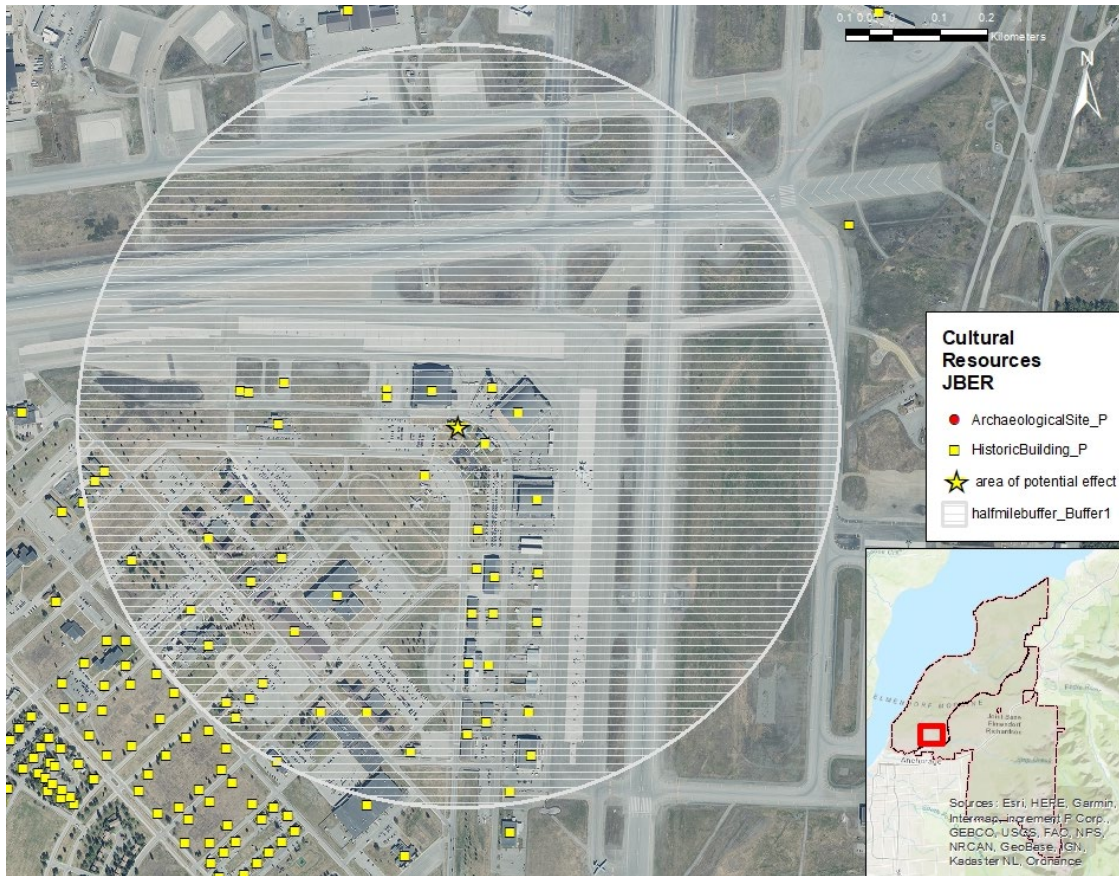


Figure 1. Area of potential effect and cultural resources within 1/2-mile.



Figure 2. Building 11540 with placement of unit patch indicated.



Figure 3. Metal unit patch to be installed on Building 11540.

There are 19 known cultural resources within approximately ½-mile of the area of potential effect (Table 1). Thirteen of these buildings are within the Flightline Historic District and are contributing features that were built during World War II. Eight were found eligible for the NRHP. Two buildings were constructed during the Cold War, but only the Davis Headquarters building was found eligible for the NRHP. The proposed undertaking will not affect any of these resources. One resource is a restored P-38G Lightning aircraft from the Temnac Valley on Attu Island. Its NRHP eligibility is undetermined.

Table 1. Known resources within 0.5 miles of area of potential effect.

| AHRS no. | Description | NRHP eligibility | Affected by undertaking? |
|-----------|--|------------------|--------------------------|
| ANC-00655 | Elmendorf White Alice System (1956) | No | No |
| ANC-00790 | Building 8535, Family Support Center (1942) | No | No |
| ANC-00818 | Building 9480, Davis Headquarters Building (1948) | Yes | No |
| ANC-00913 | Building 8549, Jet Engine Shop (1942) | No | No |
| ANC-00914 | Building 8574, Jet Engine Shop (1943) | No | No |
| ANC-00915 | Building 8565, Hangar 4 Cope Thunder (1941) | Yes | No |
| ANC-00916 | Building 9549, 3 rd OSS Operations (1943) | Yes | No |
| ANC-00917 | Building 9560, Cold Storage (1942) | No | No |
| ANC-00918 | Building 9551, Life Support (1943) | Yes | No |
| ANC-00919 | Building 10547, Dry Cleaning (1945), demolished | No | No |
| ANC-00920 | Building 9570, Medical Supply Warehouse (1943), demolished | No | No |
| ANC-00921 | Building 10550, Heating Facility (1942) | Yes | No |
| ANC-00922 | Building 10549, Laundry Facility (1941), demolished | No | No |
| ANC-00923 | Building 10571, Hangar 3 (1942) | Yes | No |
| ANC-00924 | Building 11550, Headquarters (1942) | Yes | No |
| ANC-00926 | Building 11540, Photography Lab (1943) | Yes | No |
| ANC-00927 | Building 11551, Hangar 1 (1942) | Yes | No |
| ANC-01048 | Building 8561, Family Housing (1942) | No | No |
| ANC-01234 | Temnac P-38G Lightning (aircraft) | TBD | No |

The Flight Line District includes buildings associated with the development and construction of the first air base in Alaska (Ladd Field, although constructed before Elmendorf Air Field, was designed primarily for cold weather testing). Ranging from large hangars to blocky warehouses to Neo-Georgian structures, the buildings of the Flight Line are varied and represent the original, encompassing defense mission of Elmendorf Air Field. The Photography Lab and Post Headquarters are distinguished from other buildings in the district in their architectural style.

4. **Assessment of Effect:** Installation of the metal unit patch on the exterior of Building 11540 (Photography Lab, ANC-00926) will not affect the physical characteristics of the historic property. The method proposed to mount the sign is reversible and will not affect the integrity of the building, nor will the patch cause visual effects to nearby historic properties or the Flight Line Historic District. Therefore, JBER recommends that the proposed project will result in *no adverse effect to historic properties*. We request your concurrence with this assessment of effect.

Copies of this letter will be sent to federally recognized tribes (Native Village of Eklutna Traditional Council, Native Village of Tyonek, Knik Tribal Council, and the Chickaloon Village Traditional Council) and the Anchorage Historic Preservation Commission. If you have any questions, please contact Liz Ortiz CES/CEIEC, 907-384-2444 or elizabeth.ortiz.10@us.af.mil.

JEANNE L. DYE-PORTO, GS-14, DAF
Chief, Installation Management

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Municipality of Anchorage

Historic Preservation Commission

2024 Regular Meeting Schedule

January 18, 2024

February 15, 2024

March 21, 2024

April 18, 2024

May 16, 2024

June 20, 2024

July 18, 2024

August 15, 2024

September 19, 2024

October 17, 2024

November 21, 2024

December 19, 2024

The Historic Preservation Commission (HPC) usually meets every third Thursday of the month, 5:30 to 7:00 p.m. **Meetings are conducted in person and virtually until further notice.** (Refer to [MOA Public Notice page](#) for current meeting information.)

Planning Department
Long-Range Planning Division
Planning and Development Center
4700 Elmore Road
Anchorage, Alaska 99507

Staff Support: Tom Davis, tom.davis@anchorageak.gov, 907-343-7916

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Municipality of Anchorage
Planning Department



IV.F.

Date: December 21, 2023
To: Historic Preservation Commission
From: Tom Davis, AICP, Historic Preservation Officer
Subject: Revised Draft List of HPC Priorities for 2024

The following revised draft list of HPC priority activities for 2024 is for the Commission to discuss, revise, and potentially approve. It incorporates the Commission's discussion from November 30 in items B.1., F.3., and G.3., a suggested addition from the HPO in item F.4., and clarification edits. Priorities are listed according to the categories in the State's *Annual Certified Local Government Report*. Certified Local Government (CLG) requirements are underlined.

A. LOCAL PRESERVATION ORDINANCES

1. Amend the LLO to clarify nominations criteria and approval process, per HPC Resolution 2023-01 regarding the ANHS nomination.

B. LOCAL HISTORIC PRESERVATION COMMISSION

1. Establish HPC rules of procedure, consulting with the HPC enabling ordinance.
2. Participate in training opportunities including NAPC Forum 2024 (7-31 to 8-4).

C. SURVEY AND INVENTORY OF HISTORIC PROPERTIES

1. Establish an MOA inventory of historic resources, compatible with the AHRs.

D. PRESERVATION PLANNING ACTIVITIES

1. Complete the local Historic Preservation Plan (HPP).

E. NATIONAL REGISTER PROGRAM PARTICIPATION

1. Prepare to review nominations to the National Register by establishing procedures and amending the MOA historic preservation ordinance if necessary.
2. Review any proposed nominations to the National Register.

F. PROTECTION OF HISTORIC PROPERTIES

1. Participate in Section 106 consultations as requested.
2. Get final approval of the nomination of ANHS to the Local Landmark Register.
3. Nominate municipal properties on the National Register and Alaska Native cultural resources on public lands to the Local Landmark Register.
4. Support the municipal Real Estate and Facilities Maintenance Departments' effort to repaint and reroof the Oscar Anderson House Museum.

PUBLIC PRESERVATION EDUCATION PROJECTS

1. Submit an annual report of HPC activities and accomplishments to the Assembly.
2. Give out local historic preservation awards for Historic Preservation Month.
3. Promote the Local Landmark Register as sites get added to the Register, and promote the sites on the Register, such as on an accessible social media platform.

G. HISTORIC PRESERVATION GRANT ACTIVITIES

1. Complete the Government Hill Wireless Station assessment report.
2. Propose a rehabilitation plan for the Wireless Station.
3. Propose to supplement the HPP project funding for specific tasks creating the HPP.
4. Propose to hire GIS contractors to carry out inventory activity C.1. above.

H. OTHER PRESERVATION ACTIVITIES

From: [Rollins, Mark W \(DOT\)](#)
To: [Davis, Tom G.](#)
Subject: 4th Avenue Signal and Lighting Upgrades, ADOT&PF Project #CFHWY00555, Consultation Initiation
Date: Tuesday, November 28, 2023 8:50:50 AM
Attachments: [CFHWY00555 Enclosures.pdf](#)
[CFHWY00555 AMATS 4th Ave Initiation MOA.pdf](#)

[EXTERNAL EMAIL]

Good morning Tom,

Attached for your review is the initiation of consultation letter for the subject project, in accordance with Section 106 of the National Historic Preservation Act. If you have any questions or comments, please let me know.

Thank you,
-Mark

Mark W. Rollins, MA
Cultural Resources Specialist - Archaeologist (PQI)
Alaska Dept. of Transportation & Public Facilities
Preliminary Design and Environmental Section
P.O. Box 196900, Anchorage, Alaska 99519-6900
Office (907) 269-0527 | Email: mark.rollins@alaska.gov

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THE STATE
of **ALASKA**
GOVERNOR MIKE DUNLEAVY

DESIGN & ENGINEERING SERVICES
PRELIMINARY DESIGN & ENVIRONMENTAL

PO Box 196900
Anchorage, Alaska 99519-6900
Main: 907.269.0542
Toll Free: 800.770.5263
TDD: 907.269.0473

In Reply Refer To:
4th Avenue Signal and Lighting Upgrades
ADOT&PF Project #CFHWY00555
Consultation Initiation
November 28, 2023

Tom Davis, Senior Planner – Urban Designer
Historic Preservation Officer/Senior Planner
Municipality of Anchorage
PO Box 196650
Anchorage, Alaska 99519
Tom.Davis@anchorageak.gov

Dear Mr. Davis:

The Alaska Department of Transportation and Public Facilities (DOT&PF) has assumed the responsibilities of the Federal Highway Administration (FHWA) under 23 U.S.C. 327, and is proposing to modernize the signal and lighting hardware on 4th Avenue between Cordova and Ingra Streets in Anchorage, Alaska under the 4th Avenue Signal and Lighting Upgrades Project, #CFHWY00555. The project is in downtown Anchorage, Alaska (Figure 1). It is located within Sections 17 and 18 of Township 13 North, Range 3 West of the Seward Meridian and within the USGS Anchorage A-8 NW, Alaska topographic quadrangle. Enclosed are location and vicinity maps and the *Desktop Review and Workplan for the AMATS: 4th Avenue Signal and Lighting Upgrades Design Service State/Federal Project Number CFHWY00555 Located in Anchorage, Alaska*. The environmental review, consultation, and other actions required by applicable Federal environmental laws for this project are being, or have been, carried out by DOT&PF pursuant to 23 U.S.C. 327 and a Memorandum of Understanding dated April 13, 2023, and executed by FHWA and DOT&PF.

For purposes of the National Historic Preservation Act, the DOT&PF, acting as a Federal agency, is initiating this consultation with you to assist us in identifying historic properties that may be affected by the proposed project. Consultation is being conducted in accordance with the 2017 *First Amended Programmatic Agreement...for the Federal-Aid Highway Program in Alaska*.

Project Description

The project will install pedestrian and roadway lighting along the 4th Avenue corridor between Cordova and Ingra Streets, and modernize the signal and lighting hardware at the Gambell Street and Ingra Street intersections. Where necessary, sidewalk and curb ramps will be replaced. Project activities will include signing, striping, drainage, paving, pedestrian amenities consistent with the Americans with Disabilities Act (ADA), utility relocation, and installation of roadside hardware.

Project Study Area

The proposed direct area of potential effects (APE) is identified as the area that will be directly impacted by construction activities, including the areas of the right-of-way (ROW) that will be subject to the actual construction work being proposed. The proposed direct APE measures approximately 0.44 miles of public ROW, stretching east to west along 4th Avenue from its intersection with Cordova Street extending just past its intersection with Ingra Street. To accommodate for the upgrades themselves and any areas of construction, staging, or possible pedestrian or vehicle traffic impacts during construction, the stretch along 4th Avenue also extends northward and/or southward at the various traffic intersections. At Denali Street, the direct APE stretches south one-half block; it stretches north one-half block at Hyder Street. At Eagle, Gambell, and Ingra Streets, the direct APE stretches north one-half block and south one-half block (Figure 2).

The indirect, or visual APE is identified as the area that could potentially be affected visually by the signal and lighting upgrades. The APE for visual effects is defined as the geographic area in which an undertaking has the potential to introduce visual elements that diminish or alter the setting, including the landscape, where the setting is a defining and/or qualifying characteristic of a historic property that makes it eligible for inclusion on the National Register of Historic Places (NRHP). The proposed indirect APE includes all the tax parcels that abut the direct APE (Figure 3). It encompasses an outward extension of the project's direct footprint to accommodate for any potential visual changes in the project's vicinity.

Identification to Date

To date, identification efforts include a desktop review of previous cultural resource investigations in the project location. OHA's Integrated Business Suite (IBS) portal, National Parks Service's NRHP database, other online archives, and libraries were searched to identify any relevant cultural resources investigations or reports within and around the proposed APEs. The Municipality of Anchorage's Property Tax Information database revealed which properties' construction predates 1978, the 45-year cut-off age for NRHP evaluation. The Alaska Heritage Resource Survey (AHRs) module of the IBS database was searched to identify previously documented sites, buildings, structures, and/or districts located within the proposed APEs.

Background research and current AHRs data indicates that there are no recorded cultural resources within the project's proposed direct APE, and eight previously recorded cultural resources recorded within or adjacent to the proposed indirect APE (Figure 4). Of the eight AHRs sites within the proposed indirect APE, one resource has a determination of eligibility. ANC-01422, McKinley Tower Apartments, was determined eligible for inclusion in the NRHP under Criteria A and C in 2004 and was listed in 2008; the other seven AHRs sites have no determinations of eligibility (Table 1).

Table 1. Cultural Resources within APE.

| AHRs # | Site Name | Resource Type | DOE Status | NRHP Status |
|------------------|-------------------|---------------|------------|-------------|
| ANC-00311 | Gus Seaburg House | Building | None | None |
| ANC-00312 | Hans Elvig House | Building | None | None |

| AHRS # | Site Name | Resource Type | DOE Status | NRHP Status |
|-----------|--|---------------|-----------------|---------------|
| ANC-00334 | 430 East 4 th Avenue | Building | None | None |
| ANC-00355 | Old Suomi Hall | Building | None | None |
| ANC-00406 | 334 East 4 th Avenue | Building | None | None |
| ANC-01422 | McKinley Tower Apartments | Building | Eligible – 2004 | Listed – 2008 |
| ANC-02250 | 730 East 4 th Avenue, The Raven Bar | Building | None | None |
| ANC-02255 | 704 East 4 th Avenue | Building | None | None |

*Data synthesized from AHRS Database (OHA 2023).

The 1964 Good Friday Earthquake split 4th Avenue, displacing and shifting the earth horizontally and vertically within the project area. It forced the reconstruction of much of downtown Anchorage and the roadbed of 4th Avenue itself, efforts which took more than a decade to complete. Thus, downtown Anchorage, and therefore 4th Avenue, has not been subject to much previous cultural resources investigations, as much of the built environment within the proposed APEs has only come of age for consideration within the past decade or so. As such, previous cultural resources investigations were searched in an expanded search area that considers an expansion of four city blocks from the proposed APEs (Figure 5). From this search, the IBS database identified 12 previous cultural resources investigations in the project area of downtown Anchorage (Table 2). Within the expanded search area, the AHRS identified 75 previously identified historic resources, three of which have been determined eligible for listing to the NRHP, six of which have been determined not eligible for NRHP listing, and two which are listed on the NRHP. The attached *Desktop Review and Workplan for the AMATS: 4th Avenue Signal and Lighting Upgrades Design Service State/Federal Project Number CFHWY00555 Located in Anchorage, Alaska* summarizes these findings.

Table 2. Previous Cultural Resources Investigations within 4-block expanded search area.

| Record ID | Report Title | Source Author(s) | Date | Prepared For |
|-----------|--|---------------------------------|------|--|
| 16117972 | Pioneer School House National Register of Historic Places Nomination | Michael E. Carberry | 1979 | MOA Historic Landmarks Preservation Commission |
| N/A | Patterns of the Past: An Inventory of Anchorage's Historic Resources | Michael Carberry and Donna Lane | 1986 | MOA |
| 16112465 | Anchorage Cemetery National Register of Historic Places Nomination | John P. Bagoy | 1993 | MOA |
| 3772 | Alaska Native Medical Center National Register of Historic Places Nomination | Paula M. Poncho | 1997 | Indian Health Service, Alaska Area Native Health Service |

| Record ID | Report Title | Source Author(s) | Date | Prepared For |
|-----------|---|---|--------------------|---|
| 16068544 | Determination of Eligibility for Houses on Lots 1, 7, and 8 of Block 47, Anchorage Original Townsite | Rogan Faith, Amanda Welsh, and Michael Yarborough | 2002; revised 2003 | Herrera Environmental Consultants |
| 4484 | Glenn Highway Rehabilitation Project: Gambell Street to McCarrey Street | Edrie Vinson | 2005 | DOT&PF |
| 4487 | Documentation for Determinations of Eligibility for Merrill Field (ANC-01946), The East Runway (ANC-01936), and the North-South Runway (ANC-01937) | Rogan Faith, Michael R. Yarborough, and Catherine Pendleton | 2005 | HDR Alaska, Inc. |
| 7856 | An Evaluation of Buildings in the Lower Yard, Anchorage, Alaska | Rogan Faith and Historic Walrussia | 2006 | Alaska Area Native Health Service/Indian Health Service |
| 15917422 | McKinley Tower Apartments National Register of Historic Places Nomination | William G. MacRostie | 2008 | EGAE, LLC and Marlow Manor Downtown, LLC |
| | Alaska Railroad Ship Creek Fencing Project | Linda Gehrke | 2010 | DOT&PF |
| N/A | Cultural Resources Assessment Survey of the Proposed Telecommunications Site Verizon Wireless AK Ranger Station and Determination of Eligibility for the Cordova Building (ANC-03742), located at 555 Cordova Street, Anchorage, Alaska 99501 | Robert L. Meinhardt and Amy Ramirez | 2012 | TriLeaf Environmental and Property Consultants |
| 16268575 | Cultural Resources Literature Survey for Inlet Towers Telecommunications Tower, Anchorage, Alaska | DOWL HKM | 2015 | Alaska Wireless Network, LLC |

**Data synthesized from AHRs Database (OHA 2023).*

Proposed Identification Efforts

The Alaska Department of Transportation and Public Facilities (DOT&PF) contracted Kinney Engineering, LLC, to provide services for the 4th Avenue Signal and Lighting Project Number CFHWY00555 (Project). Kinney Engineering, LLC, subcontracted True North Sustainable Development Solution, LLC, (TNSDS) to

provide cultural resource management support for Section 106 compliance of the National Historic Preservation Act (NHPA) of 1966, as amended, and its implementing regulations found in 36 CFR §800.

In the attached *Desktop Review and Workplan for the AMATS: 4th Avenue Signal and Lighting Upgrades Design Service State/Federal Project Number CFHWY00555 Located in Anchorage, Alaska*, TNSDS proposes further identification efforts beyond the desktop review and outlines their proposed methods, protocols, analysis, and reporting.

Following the completion of permitting, TNSDS conducted a Phase I Cultural Resources Survey, which included both architectural and archaeological survey. Because the proposed APE is located within a previously disturbed and built environment, archaeological survey included visual inspection of the ground surface and an intensive pedestrian survey of the proposed APEs to identify any exposed ground. The architectural survey encompassed both the direct and indirect APEs and included a windshield survey for all properties within the proposed APEs. Properties over 45 years of age underwent an intensive survey and TNSDS applied the National Register Criteria for Evaluation and evaluated properties for historic significance and integrity. Following survey, TNSDS conducted further archival and in-depth historic research, particularly for properties with the potential to be eligible for listing on the NRHP. Further research included investigations of newspaper archives, historical photographs, and the Alaska State Library system. Given 4th Avenue's entire reconstruction in the 1960s, the street itself may warrant even further research and consideration.

TNSDS is developing a comprehensive final cultural resources survey report that describes in detail the results of the architectural survey and archaeological survey, including any ground disturbing activities, within the proposed APE. Background research from the attached desktop review and workplan will be included again in the final report. The final report will contain a project description, background research, prehistoric and historic context statements, and results of both the architectural and archaeological survey. The daily survey reports will be included in the appendices, along with all field forms utilized during survey. The report is currently in the review phase with DOT&PF.

Consulting Parties

Initiation letters have been sent to the following consulting parties: the State Historic Preservation Officer (SHPO); Municipality of Anchorage; Cook Inlet Region, Inc. (CIRI); Cook Inlet Tribal Council; Chickaloon Moose Creek Native Association, Inc (CMCNA); Eklutna, Inc.; Native Village of Eklutna; Chickaloon Village Traditional Council (CVTC). Anchorage Community Development Authority; Anchorage Downtown Partnership; Downtown Community Council; Alaska Historical Society; Cook Inlet Historical Society; Library and Archives; Alaska Association for Historic Preservation; EGAE, LLC; McKinley Tower Apartments; JBG Memorial, LLC; Office of Children's Services, Regional Offices; Southwest Regional Council of Carpenters; Carpenters Local 1281; Fourth & Gambell, LLC; Alpha Quest Inc.; and Fourth Avenue Boutique.

If you have questions or comments related to this proposed project, I can be reached at the address above, by telephone at 907-269-0527, or by e-mail at mark.rollins@alaska.gov.

We request your input on our proposal so that we can incorporate your concerns into project development. Your timely response will greatly assist our compliance efforts and the preparation of any required environmental documentation. For that purpose, we request that you respond within thirty days of your receipt of this correspondence.

Sincerely,

Mark W. Rollins

Mark W. Rollins, MA
Cultural Resources Specialist – Archaeologist (PQI), DOT&PF CR

Enclosures:

Figure 1: Location Map
Figure 2: Proposed Direct APE
Figure 3: Proposed Direct and Indirect APE
Figure 4: AHRs Sites within Proposed Indirect APE
Figure 5: AHRs Sites within Expanded Search Area

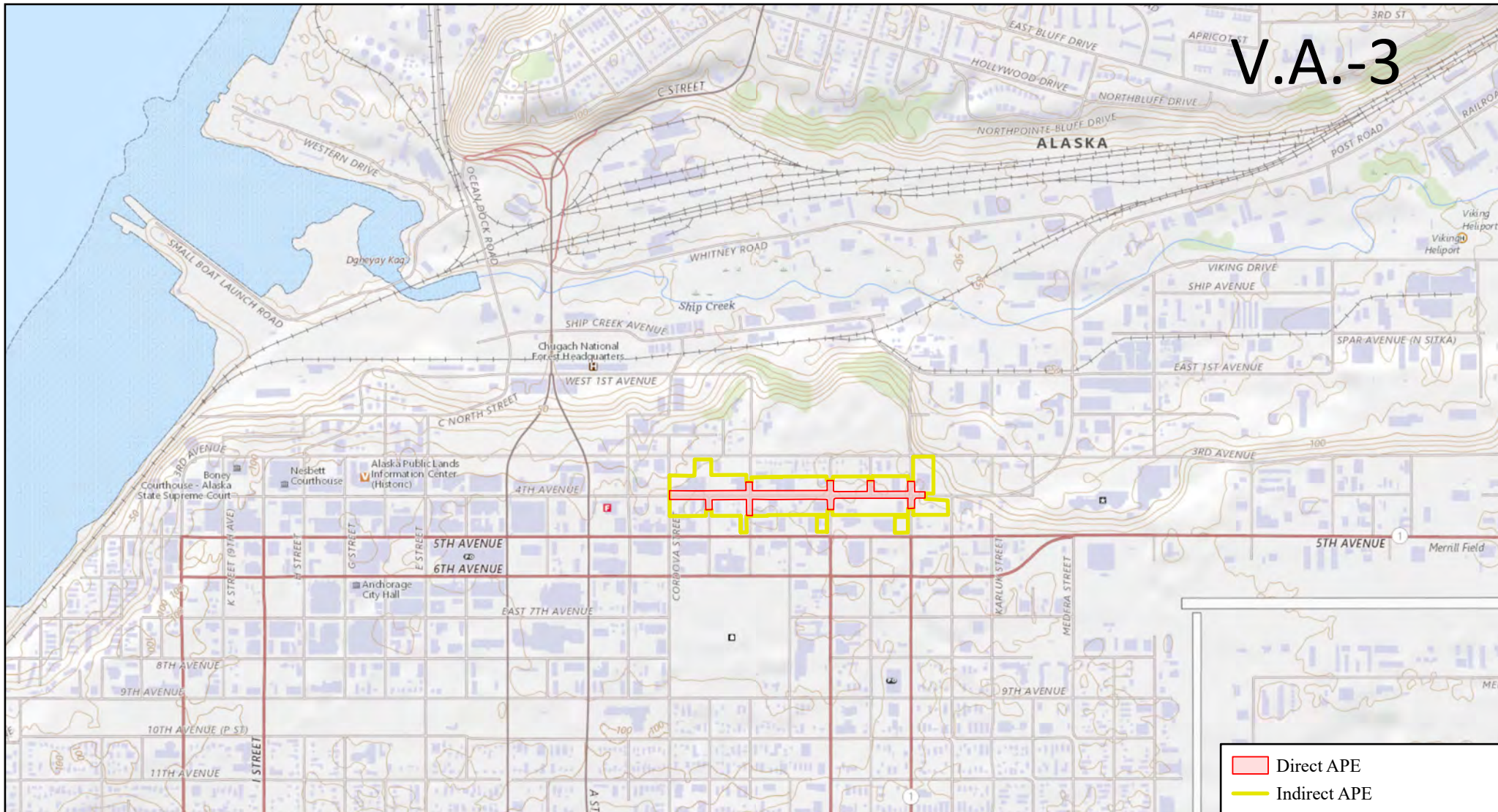
Office of History and Archaeology Coversheet

*Desktop Review and Workplan for the AMATS: 4th Avenue Signal and Lighting Upgrades Design
Service State/Federal Project Number CFHWY00555 Located in Anchorage, Alaska*

Electronic cc w/ enclosures:

Julia Hanson, P.E., DOT&PF Central Region, Project Manager
Brian Elliot, DOT&PF Central Region, Regional Environmental Manager
Matt Dietrick DOT&PF Statewide NEPA Manager
Molly Proue, DOT&PF Statewide Cultural Resource Manager
Roy Dahlstrom, DOT&PF Central Region, Environmental Analyst

V.A.-3



■ Direct APE
■ Indirect APE

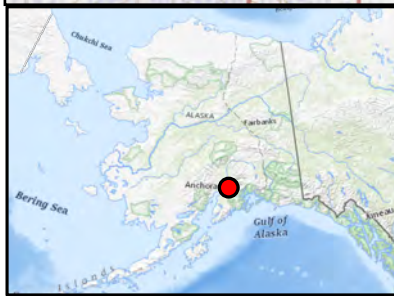
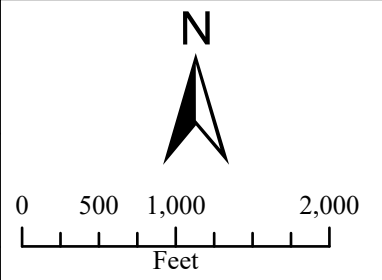
Project Location

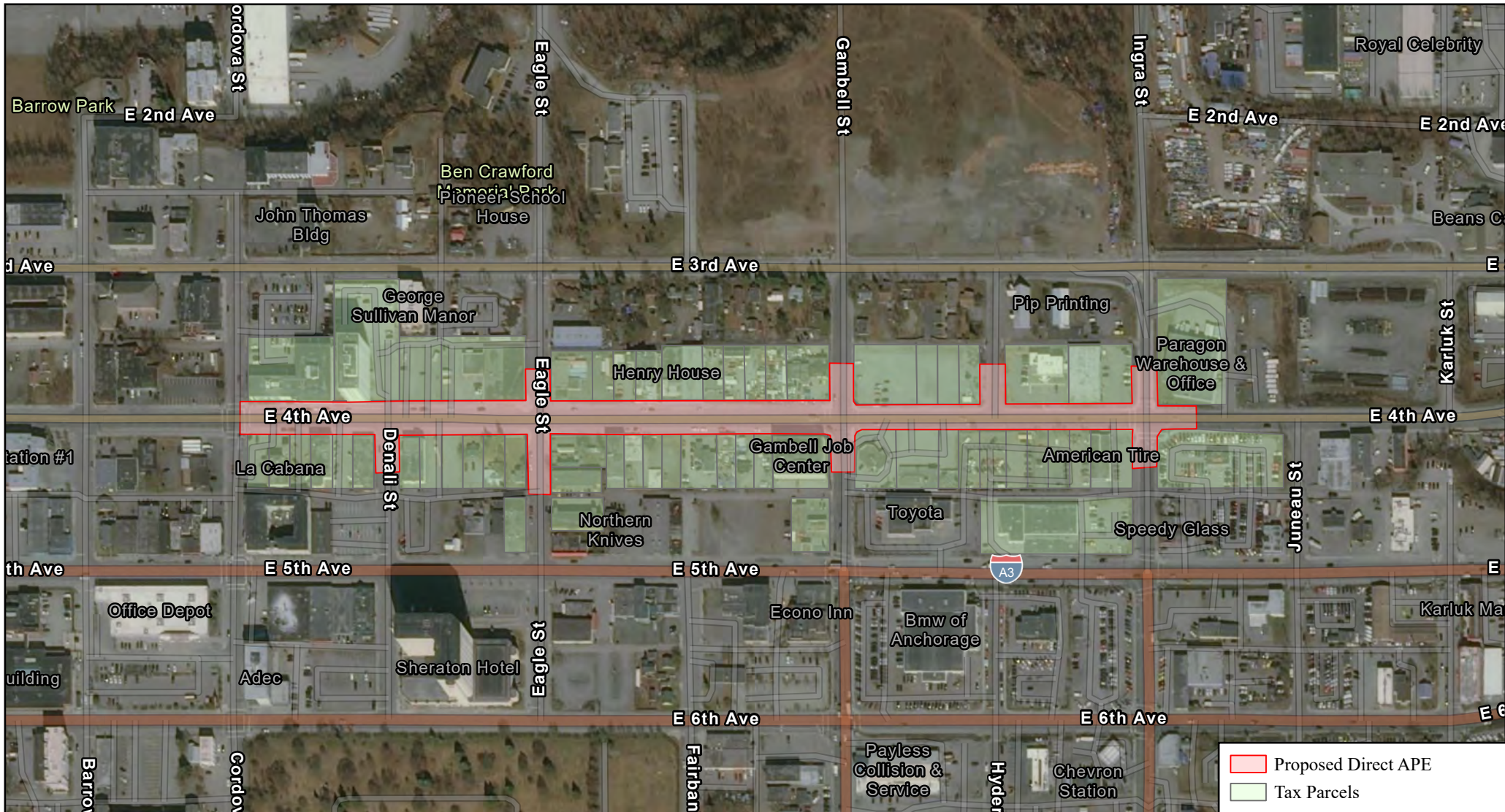
AMATS: 4th Avenue Signal and Lighting Upgrades
Project No. CFHWY00555 Located in Anchorage, AK 99709

USGS The National Map: National Boundaries Dataset, 3DEP Elevation Program, Geographic Names Information System, National Hydrography Dataset, National Land Cover Database, National Structures Dataset, and National Transportation Dataset; USGS Global Ecosystems; U.S. Census Bureau TIGER/Line data; USFS Road Data; Natural Earth Data; U.S. Department of State Humanitarian Information Unit; and

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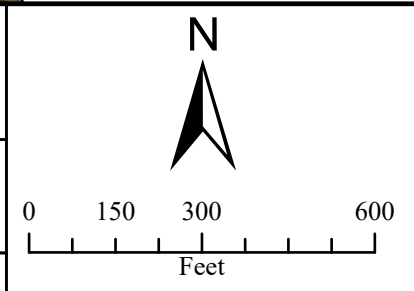
Proposed Direct APE
AMATS: 4th Avenue Signal and Lighting Upgrades
Project No. CFHWY00555 Located in Anchorage, AK 99709

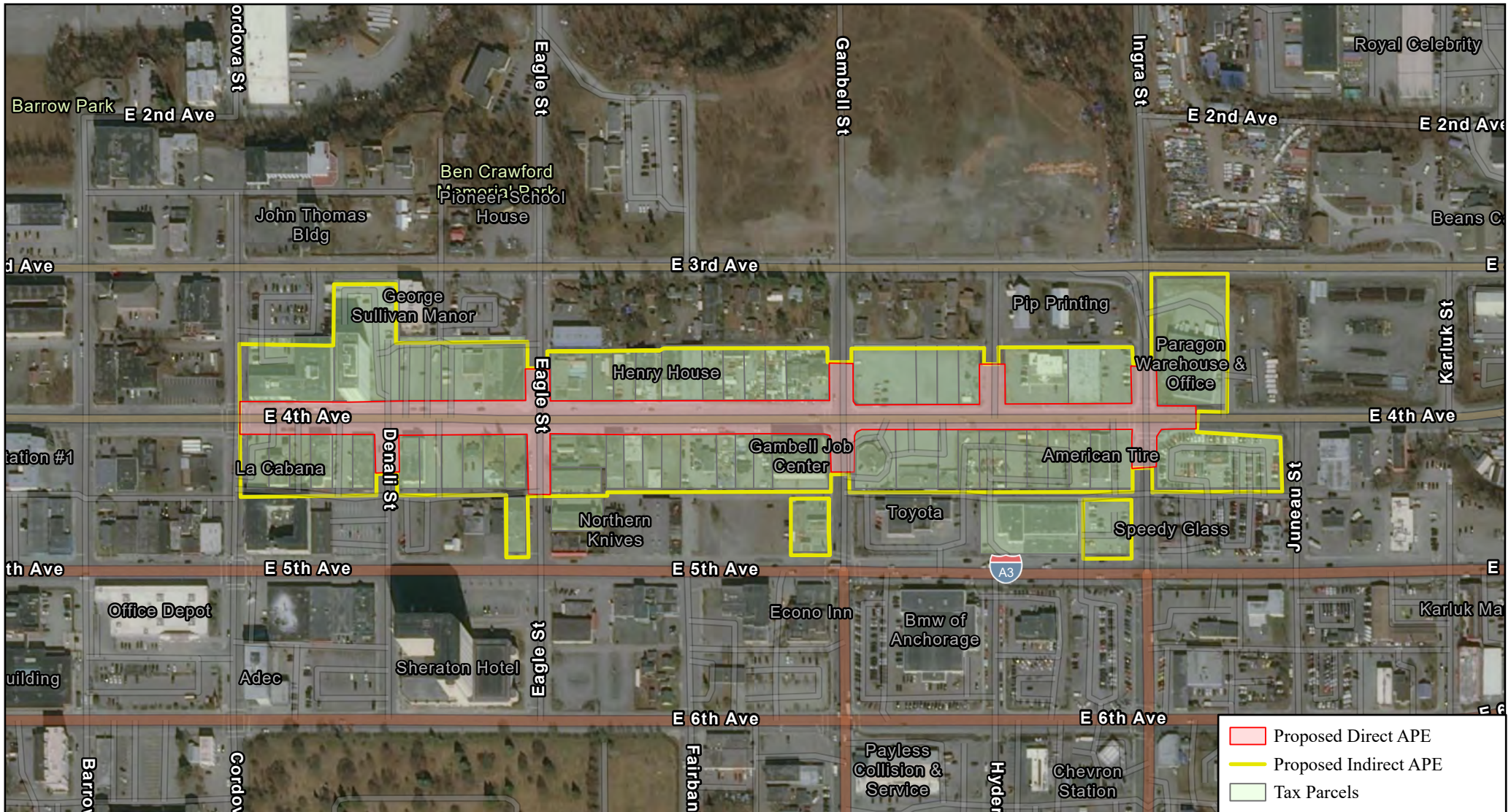
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 AHRS Information obtained from AHRS Database.

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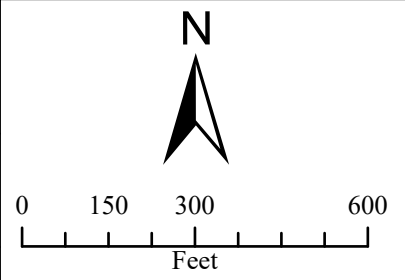
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|  | Proposed Direct APE |
|  | Proposed Indirect APE |
|  | Tax Parcels |



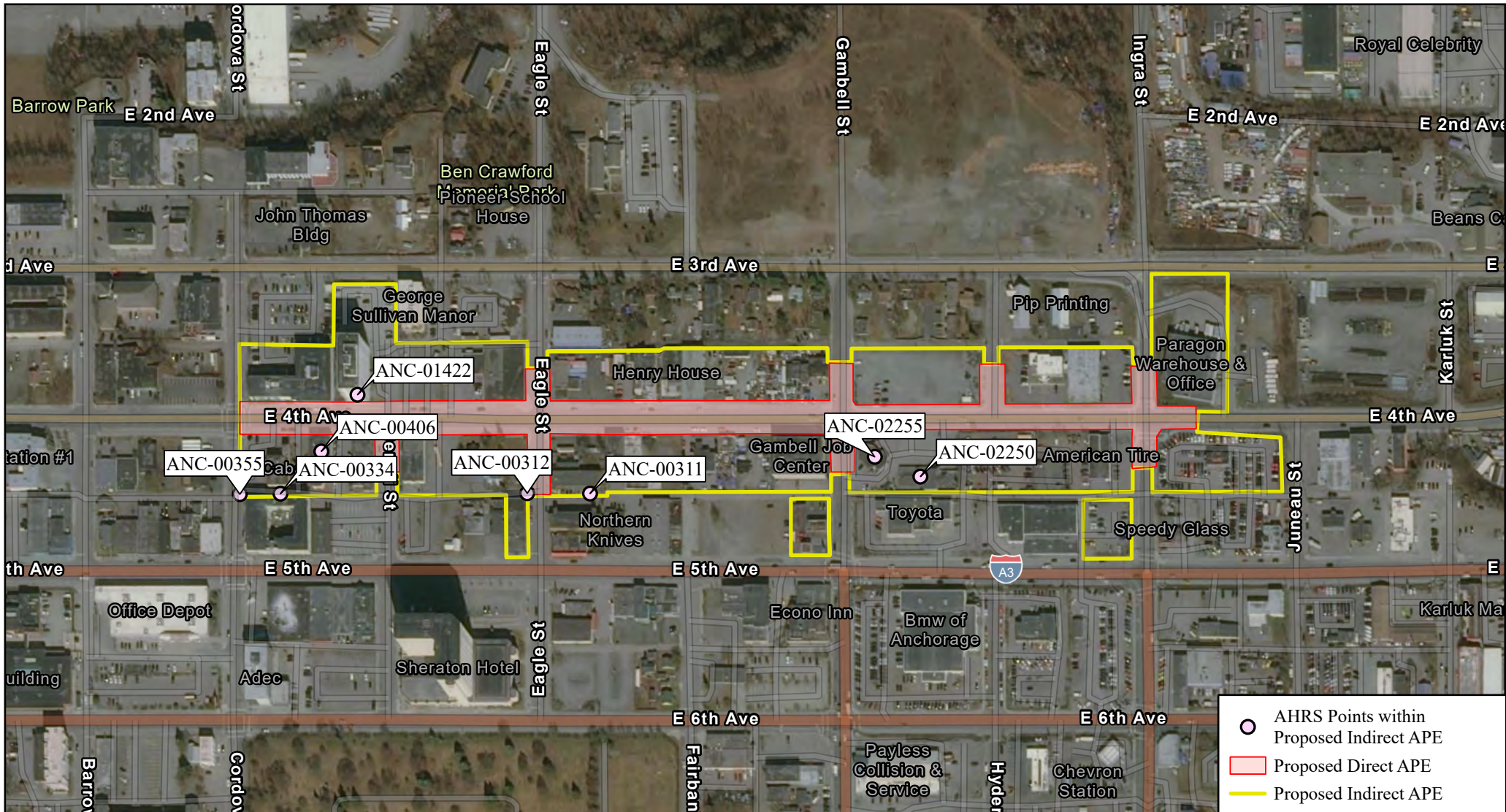
Proposed Direct and Indirect APE
AMATS: 4th Avenue Signal and Lighting Upgrades
Project No. CFHWY00555 Located in Anchorage, AK 99709

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 AHRS Information obtained from AHRS Database.

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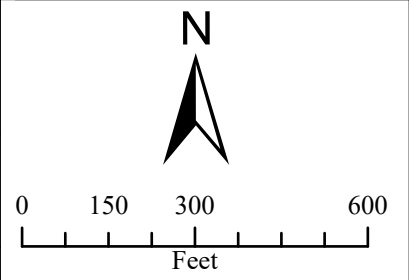


- AHRS Points within Proposed Indirect APE
- Proposed Direct APE
- Proposed Indirect APE

AHRS Sites within Proposed Indirect APE
AMATS: 4th Avenue Signal and Lighting Upgrades
Project No. CFHWY00555 Located in Anchorage, AK 99709

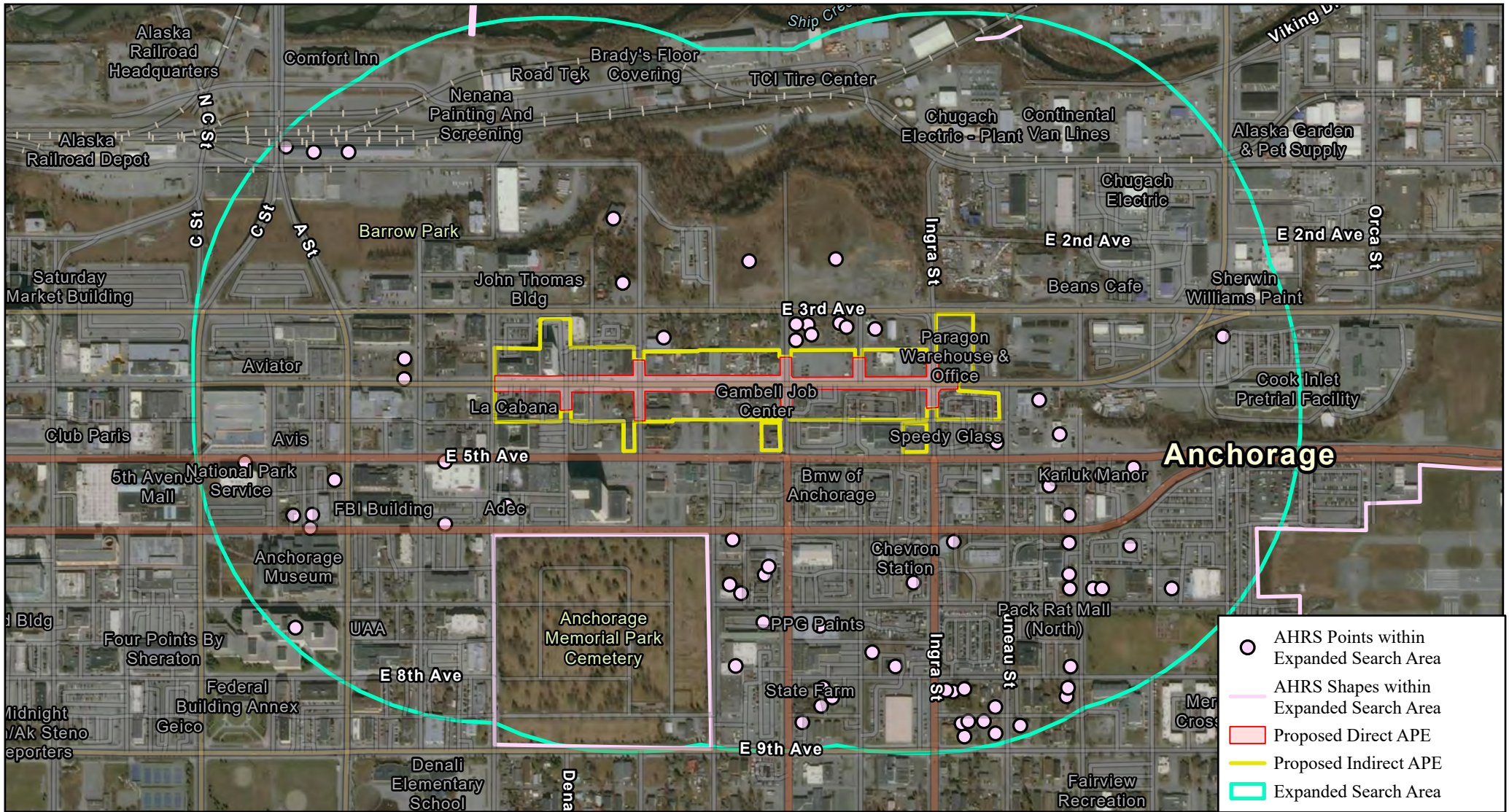
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 AHRS Information obtained from AHRS Database.






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-  AHRs Points within Expanded Search Area
-  AHRs Shapes within Expanded Search Area
-  Proposed Direct APE
-  Proposed Indirect APE
-  Expanded Search Area

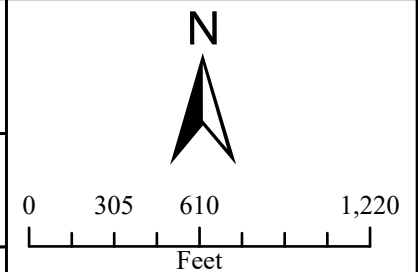
AHRs Sites within Expanded Search Area
AMATS: 4th Avenue Signal and Lighting Upgrades
Project No. CFHWY00555 Located in Anchorage, AK 99709

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 AHRs Information obtained from AHRs Database.

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CULTURAL RESOURCES REPORT COVERSHEET**Must Accompany All Reports Submitted To OHA/SHPO****Alaska Department of Natural Resources, Office of History and Archaeology**

550 W. 7th Ave., Suite 1310 Anchorage, AK 99501-3565

Phone: (907) 269-8718; Fax (907) 269-8908

<http://www.dnr.state.ak.us/parks/oha/index.htm>For Office
Use Only

Date Received: _____

ID: _____

Reset Form

A. Project/Report Cover Sheet Information

1. Date Submitted: _____ 2. Project Number: _____

4. Project Name: _____

5. Report Title: Desktop Review and Workplan for Cultural Resources Investigations for the AMATS: 4th Avenue Signal and Lighting Upgrades Design Service State/Federal Project Number CFHWY00555 Located In Anchorage, Alaska

6. Report Authors: _____

7. Submitting Organization/Agency: _____

8. Organization/Agency Prepared For: _____

9. Principal Investigator(s): _____

10. Type of Investigation: _____ 11. Sites found/revisited: Yes No

11. List New AHRS Site #: _____

12. List Updated AHRS Site #: _____

B. Geographic Information

1. Brief Description of the Project Area:

2. USGS Map Sheet(s): _____

3. MTRS (ex. C41S67E23): _____

4. Land Owner(s): _____

5. Acres Surveyed: _____

C. Cultural Resources Management Questions

1. Is the report part of a National Historic Preservation Act - Section 106 Consultation? Yes No

2. Is the report part of an Alaska Historic Preservation Act Compliance Consultation? Yes No

3. Does the report's data support the submitting agency's determination of eligibility? Yes No

4. Does the report's data support the submitting agency's determination of effect? Yes No

5. Was this report submitted to fulfill State Field Archaeology Permit Requirements
If yes, please provide the Permit #: _____ Yes No

6. Was this project and/or report overseen or authored by someone meeting the minimum qualifications of the Secretary of the Interior Standards and Guidelines (48 FR 44738-44739)? Yes No

7. Is the Principal Investigator's resume appended to the report or on file at OHA? Yes No

8. Additional Comments:



true north sustainable development solutions

**DESKTOP REVIEW AND WORKPLAN FOR CULTURAL RESOURCES INVESTIGATIONS
FOR THE AMATS : 4TH AVENUE SIGNAL AND LIGHTING UPGRADES DESIGN SERVICE
STATE/FEDERAL PROJECT NUMBER CFHWY00555
LOCATED IN ANCHORAGE, ALASKA**

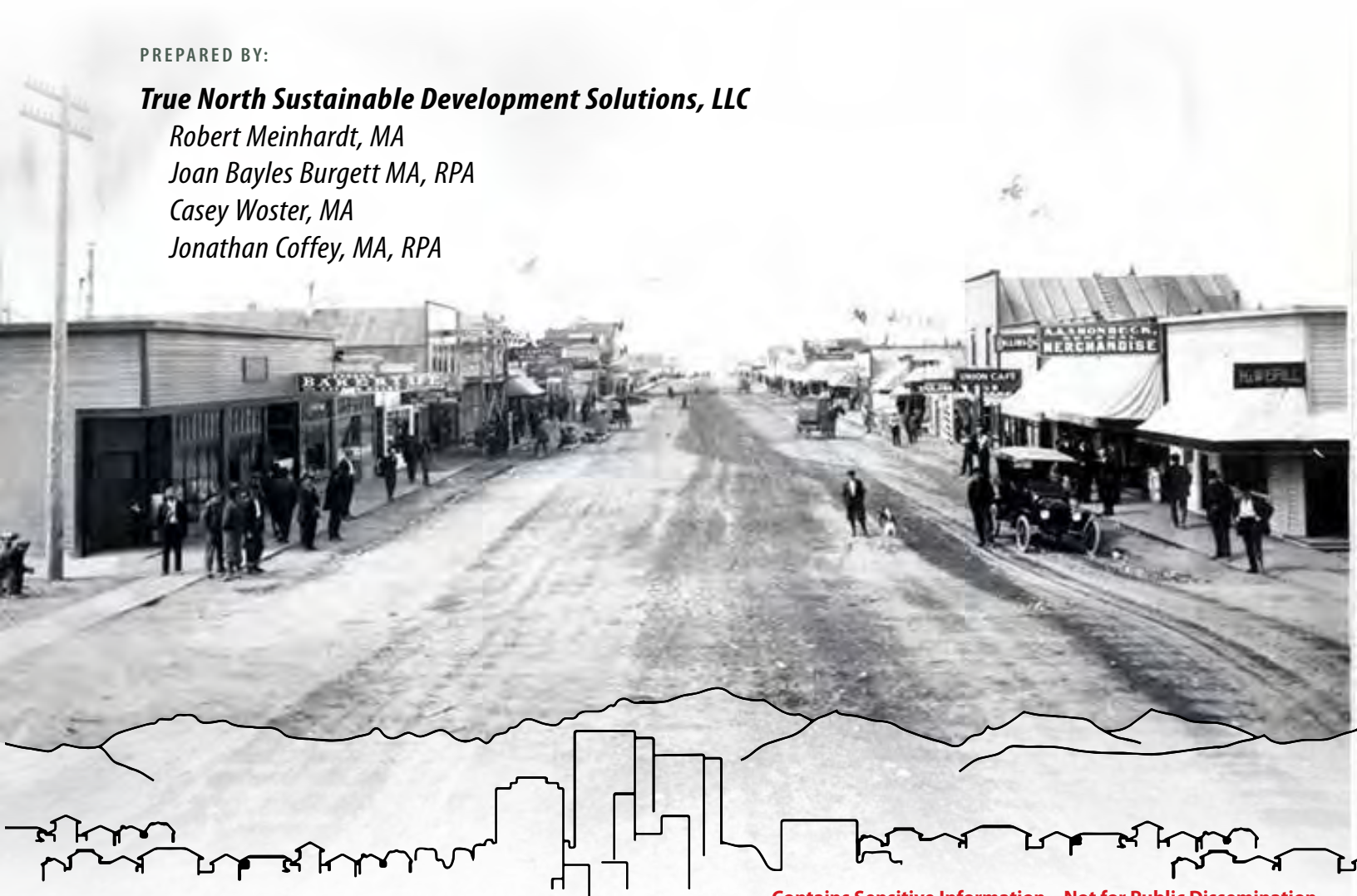
PREPARED FOR:

***Kinney Engineering, LLC and
Alaska Department of Transportation and Public Facilities***

PREPARED BY:

True North Sustainable Development Solutions, LLC

*Robert Meinhardt, MA
Joan Bayles Burgett MA, RPA
Casey Woster, MA
Jonathan Coffey, MA, RPA*



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ACRONYMS/ABBREVIATIONS

| | |
|-------------------|---|
| ACC | Alaska Commercial Company |
| ADA | American with Disabilities Act |
| AEC | Alaska Engineering Commission |
| AHPA | Alaska Historic Preservation Act |
| AHRS | Alaska Heritage Resource Survey |
| AMNH | American Museum of Natural History |
| APE | Area of Potential Effect |
| AST | Alaska State Trooper |
| ASTt | Arctic Small Tool tradition |
| ASME | Alaska State Medical Examiner |
| BP | Before Present |
| CFR | Code of Federal Regulation |
| DOE | Determination of Eligibility |
| DOT&PF | Alaska Department of Transportation and Public Facilities |
| IBS | Integrated Business Suite |
| GPS | Global Positioning System |
| NHPA | National Historic Preservation Act of 1966 |
| NPS | National Park Service |
| NRHP | National Register of Historic Places |
| OHA | Office of History and Archaeology |
| Project | the 4th Avenue Signal and Lighting Project, Project Number CFHWY00555 |
| PS&E | Plans, Specifications, and Estimate |
| ROW | Right-of-Way |
| SCRIP | State Cultural Resources Investigation Permit |
| SHPO | State Historic Preservation Officer |
| SOI | Secretary of the Interior |
| SRBA | Stephen R. Braund and Associates |
| TNSDS | True North Sustainable Development Solutions, LLC |
| UAMN | University of Alaska Museum of the North |
| USPS | United States Postal Service |

INTRODUCTION

The Alaska Department of Transportation and Public Facilities (DOT&PF) contracted Kinney Engineering, LLC, to provide services for the 4th Avenue Signal and Lighting Project Number CFHWY00555 (Project). Kinney Engineering, LLC, subcontracted True North Sustainable Development Solution, LLC, (TNSDS) to provide cultural resource management support for Section 106 compliance of the National Historic Preservation Act (NHPA) of 1966, as amended, and its implementing regulations found in Code 36 of the Code of Federal Regulations (CFR) Subsection 800.

TNSDS conducted a preliminary desktop review of the project area and developed a workplan for the project that includes the methods for the cultural resources survey and reporting, along with all TNSDS field forms and templates for carrying out a Phase I Cultural Resources Survey. This document titled *Desktop Review and Workplan for the AMATS : 4th Avenue Signal and Lighting Upgrades Design Service State/Federal Project Number CFHWY00555 Located in Anchorage, Alaska* is intended to serve as the Desktop Analysis and Workplan for the Project and to be submitted for permitting for the Project. Following the approval of the desktop review and workplan and permitting is complete, TNSDS will conduct a Phase I Cultural Resources Survey of the proposed Area of Potential Effects (APE) utilizing a TNSDS Project Archaeologist and a TNSDS Project Architectural Historian. After the survey is completed, TNSDS will develop a draft report containing all the findings from the desktop review and field survey and submit the report for review. Once all comments and edits are received, TNSDS will make all necessary revisions and submit a final survey report. TNSDS will also draft initiation and findings letters,

as well as provide technical support during the Section 106 consultation process. Final initiation and findings letters will be submitted to Kinney Engineering, LLC and DOT&PF upon receipt of final comments and edits.

Project Description

The purpose of the 4th Avenue Signal and Lighting Project, Project Number CFHWY00555, herein referred to as the Project, is to modernize the signal and lighting hardware on 4th Avenue between Cordova and Ingra streets. The sidewalk and curb ramps will be replaced as needed. Kinney Engineering, LLC, was contracted to provide the development of Plans, Specifications, and Estimate (PS&E), historic architectural survey, environmental document and permitting support, Design Study Report, Public Involvement Services, Erosion Sediment Control Plan, Assistance during Bidding, Design Project Closeout, and assistance during construction. The project will include signing, striping, drainage, paving, pedestrian and American with Disabilities Act (ADA) amenities, utility relocation, landscaping, and roadside hardware.

Project Location

The Project is located in downtown Anchorage, Alaska, within Sections 17 and 18 of Township 13 North, Range 3 West. Anchorage is the largest city in Alaska with an approximate population of 287,145 as of the 2022 US Census data (US Census Bureau 2023). Anchorage is located on a peninsula at the head of the Cook Inlet, bordered to the north by the Knik Arm and the Turnagain Arm to the south. The city falls within the Gulf Coast transitional climate zone, characterized by semi-arid conditions including long, cold winters and short, mild summers. The Project is focused along an approximately 0.44-mile stretch of 4th Avenue, from Cordova Street on the west, to Juneau Street to the east.

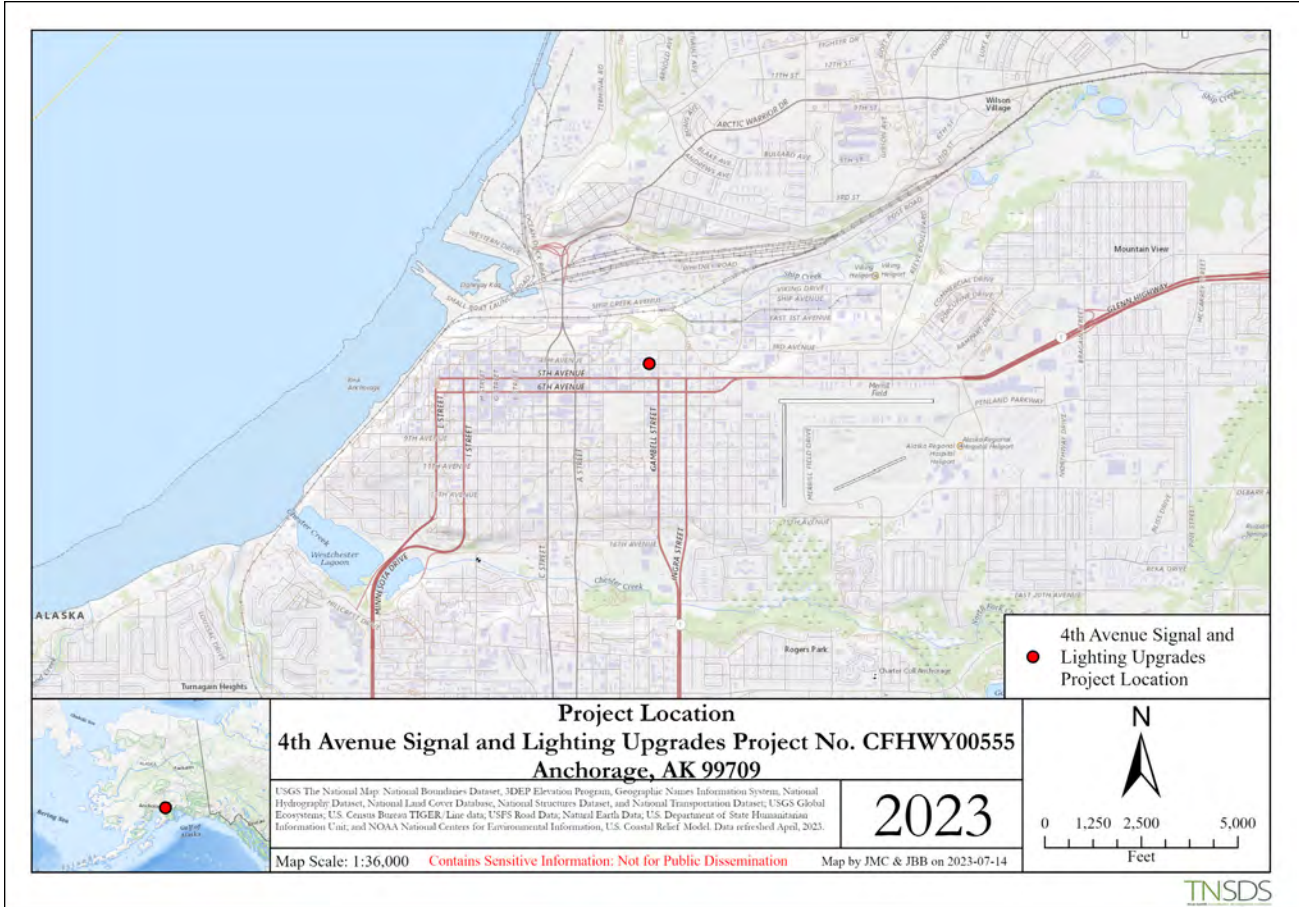


Figure 1. Project location (©TNSDS 2023).

AREA OF POTENTIAL EFFECTS (APE)

Direct APE

The direct APE for the Project has been identified as the public right-of-way (ROW) of 4th Avenue from the intersection of 4th Avenue and Cordova Street to just past the intersection of 4th Avenue and Ingra Street, and includes all of the intersections where traffic signals will be upgraded-

ed (Figure 2). The direct APE stretches east to west, approximately 0.44-miles from the intersection of 4th Avenue and Cordova Street to the intersection of Ingra Street. At the intersections of 4th Avenue with Eagle, Gambell, and Ingra streets, the direct APE extends south along the west side of each street for approximately one-half block, reflecting where lighting will be upgrades in those areas.



Figure 2. Proposed direct APE (©TNSDS 2023).

Indirect APE for Visual Effects

The proposed indirect APE for visual effects is identified as those areas that could potentially be affected visually by the Project. The indirect APE for visual effects is defined as the geographic area in which an undertaking has the potential to introduce visual elements that diminish or alter the setting, including the landscape, of the historic properties within the indirect APE. The indirect APE is proposed to consist of the first-tier properties abutting the direct APE (Figure 3).

Within the indirect APE are approximately 28 properties that meet the age threshold of 45 years for evaluation for inclusion in the National Register of Historic Places (NRHP). Of these properties, eight have been previously documented but only one property, 337 East 4th Avenue, has been subject to a Determination of Eligibility (DOE). The McKinley Tower Apartments Building was determined eligible for inclusion in the NRHP in 2004 and listed in 2008.

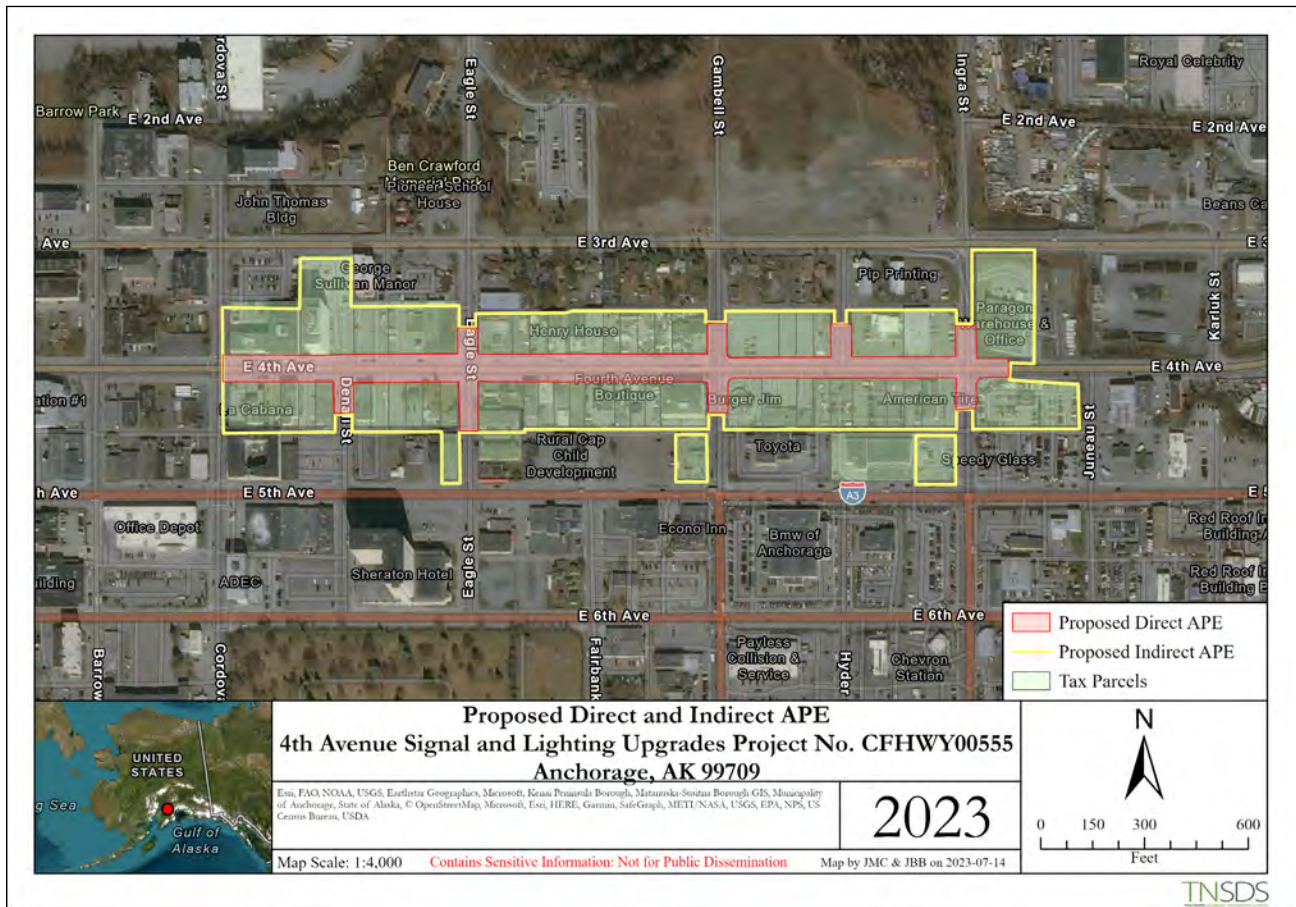


Figure 3. Proposed direct and indirect APE (©TNSDS 2023).

METHODOLOGY

The literature review and archival search will be followed by a subsequent intensive field survey of the buildings, structures, objects, and area that make up or are near and abutting the project direct APE. The survey will be conducted by professional meeting Secretary of Interior (SOI) Professional Qualification Standards as an architectural historian and an archaeologist following guidance issued by the National Park Service (NPS) and the Alaska Office of History and Archaeology (OHA). Survey and documentation will adhere to state and federal guidelines, including the SOI Standards for Archaeology and Historic Preservation, as amended and annotated, including the Standards for Identification, Historical, Architectural, and Archaeological Documentation and Evaluation (36 CFR §61). Further guidance will be provided by *National Register Bulletin #39 – Researching a Historic Property*, and *National Register Bulletin #24 – Guidelines for Local Surveys: A Basis for Preservation*. The Alaska Historic Preservation Act (AHPA) also requires a review of cultural resources threatened by public construction (A.S.41.35.070), and the Alaska OHA has generated Alaska-specific guidance documents that adhere to the Historic Preservation Publication Series, such as the *Standards and Guidelines for Investigating and Reporting Archaeological and Historic Properties in Alaska (No. 11)*.

Background Research

TNSDS has reviewed multiple agency online resources and public records in an effort to determine the extent of sites, buildings, structures, objects, historic districts and/or cultural resources within the proposed APEs. The Integrated Business Suite (IBS) portal, an online database maintained by OHA, was searched to identify any reports or information it might hold regarding the project APE. In addition, reports not readily available on file at OHA were obtained from online archives and area libraries, and reviewed for relevance to the Project. This information has been used to develop preliminary historic context statements for the area.

The Municipality of Anchorage maintains a publicly accessible Property Tax Information database (available at <https://property.muni.org/search/commonsearch.aspx?mode=realprop>). This database was utilized to identify those properties with officially recorded construction

dates that predate 1978, the 45-year cut-off date for evaluation to the NRHP. The information obtained from the database will be used during the field survey, guiding the field crew to those properties with official ages of 45 years or older. The information, when combined with observations of construction styles and methods on the ground, will create a complete picture of the types and ages of the resources within the proposed APEs.

Further archives that will be used during the post-field survey period will include newspaper archives such as Newspapers.com and adn.newsbank.com; articles obtained from these sources will help to understand the development of 4th Avenue over time. During the post-field survey period, more in-depth research will be undertaken on those properties identified through the survey has holding the potential to be eligible for the NRHP.

Archival and Library Search and Literature Review

Libraries and repositories across Alaska were researched through the Alaska State Library Catalog, which connects all public, state, and University of Alaska libraries, for literary sources that could provide an understanding of Anchorage's development. The Alaska State Library system is helpful in being able to request and ship books from libraries and repositories to facilitate the kind of state- and local-level research this project requires. The books and literature accessed through the Alaska State Library system hold valuable information that is unavailable in more widely used national archives and databases. The NRHP database maintained by the NPS was also searched for potential connections to resources within the APE.

Archival research also included reviewing the Alaska Heritage Resource Survey (AHRIS) module of the Alaska OHA's IBS database for previously documented sites, buildings, structures, and/or districts located within the project APE in an effort to better understand the surrounding context of the area. Files held by the Alaska OHA assisted in identifying previous cultural resource investigations in the area. The files also helped to identify and highlight previously identified and/or evaluated resources within the proposed APEs; these resources will be subject to further documentation during the fieldwork portion of the project.

Archived historical photographs will be searched from online sources and previous cultural resources investigations. The information obtained from this search will serve as visual aids showing the development of the historic and architectural context statements.

CONTEXT STATEMENTS

Context statements are an important aspect of conducting a cultural resources survey. Such statements aid in evaluating the significance of a property and therefore identifying whether it is a historic property per Section 106 of the NHPA that may be adversely affected by a federal undertaking. The statements provided below will focus on the prehistoric and historic context most significant to resources located within or around the proposed APE.

Prehistoric Context

Most areas within the Gulf of Alaska were deglaciated around 14,000 to 13,000 years before present (BP), with the earliest human evidence dating several thousand years later in the Early and Middle Holocene (Gillisipie 2018). Prehistoric context of the Anchorage area extends back to early Cook Inlet cultures between 10,000 and 7,500 BP (Reger 1998, 2003). These early cultures predominantly hunted larger land and sea mammals along the coast and are characterized by the stone core and blade tools they used. Some evidence for the occupation of the Turnagain Arm region is found approximately 13 miles southeast of Anchorage at the Beluga Point site (ANC-00054). This archaeological site is an important one for interpreting the timeline in which humans occupied the region (OHA 2023; Higgs and Proue 2012). Archaeological evidence recovered from this site shows multiple cultures occupied the area through time, containing three components spanning from 10,000 to 900 BP. The artifact assemblages of the earliest inhabitants are characterized by: stone cores and blades (7,000 to 10,000 BP), stemmed stone points, and chipped knives (5,000 to 4,000 BP), ground slate projectile points (4,000 to 3,500 BP) and later copper implements associated with the Dena'ina peoples (1,000 BP). Early tools from the Beluga Point occupation are associated with the Ocean Bay with overtones of the Arctic Small Tool tradition (ASTt) (Reger 2003).

The small size of Ocean Bay age sites like Beluga Point coupled with the absence of any standing structures likely indicates a mobile human population during this period (Workman 1993). Additionally, the assemblages discovered at the Beluga Point site are indicative of year-round occupation dependent on estuarine environments at least seasonally (Workman 1993). For subsistence, salmon, seal, and beluga would have been available to these people (Stanek 1993).

Following a substantial hiatus in human occupation of the area after the Ocean Bay tradition, the Kachemak tradition spread over much of the Cook Inlet from approximately 2,500 to 1,000 BP (Workman 1998, Reger 1998). The Kachemak tradition is known to have developed in the Kodiak Archipelago before spreading to the mainland of Alaska (Steffian et al. 2006). This tradition is characterized by localized economic intensification. Subsistence efforts began to focus on intensely fishing resources in the immediate vicinity coupled with processing and storage. Dwellings became increasingly permanent, though simple in layout and design. Sites have been discovered along the coast, near rivers and streams, and along the shorelines of inland lakes. Early work completed by de Laguna suggested the material culture included many tools manufactured by chipping or grinding (de Laguna 1975). In recent years, Reger and Boraas have suggested subtle cultural differences in the Kachemak tradition based on environmental conditions, coining the term "Riverine Kachemak" to differentiate the culture groups distinct to the more inland adaptations (Reger and Boraas 1996).

The most recent and current indigenous culture to occupy the area are the Dena'ina, who moved into the region for the first time circa 1,500 to 1,000 years ago (Reger 2003). Unlike earlier Cook Inlet peoples, the Dena'ina relied much more on smaller game such as squirrels and rabbits, as well as fish migrations of salmon and trout. Large, multi-roomed, semi-subterranean houses with earthen embankments and central hearths are typical of these sites as are tools constructed of wood and bone (Reger 2003). Copper artifacts found in these sites suggest trade with Copper River groups such as Ahtna as early as 1,000 years ago (Reger 2003).

The Dena'ina are the historic Native inhabitants of Cook Inlet and have their own distinct form of the NaDene' language. Past research has suggested that the Dena'ina

homeland included Lake Iliamna and areas west of the Alaska Range (Kari 1988). Abundant marine and riverine resources along the eastern reaches of Lake Iliamna may have triggered increasing social complexity. They were likely exposed to influences from the Pacific Coast Koniag, as well as the Bristol Bay Yu'pik. The inference of these cultural groups coexisting with one another is evident in borrowed linguistic terms found in the Lake Iliamna vicinity and documentation of intermarriage (El-lana and Balluta 1992). These NaDene'-speaking people are known archaeologically in the Upper Cook Inlet beginning between 1,500-1,000 BP (Reger 2003).

Around 500 BP, the Dena'ina presence in Cook Inlet increased and adopted many subsistence practices that focused on marine resources (Seager-Boss et al. 2014). They also maintained their broad resource base depending on small game such as snowshoe hare, red squirrel, porcupine, and beaver (Reger 2003); marine and riverine resources such as salmon and whitefish; and large game such as moose, Dahl sheep, caribou and bear. The Dena'ina retained much of their traditional life ways during historic times, despite influxes of epidemic illness and attempted acculturation (Stephan R. Braund and Associates [SRBA] 2001). The shores of Cook Inlet and Knik Arm are dotted with Dena'ina sites (Seager-Boss et al. 2014), generally consisting of fish camps and villages of large multi-room houses. Artifacts are characteristically made from wood, bone, and occasional slate and copper. The presence of copper in Dena'ina assemblages indicates a relationship with the Copper River Ahtna. Copper artifacts are known from the Fish Creek site near Knik, Beluga Point, north of Anchorage, and on the Kenai River. Further indication that an Ahtna-Dena'ina connection existed includes a distinctive style of cache pit. These are a paired series of pits within a larger rectangular depression and can be found along the lower Deshka River (Kroto Creek), the Kenai River, and the lower Copper River (Reger 2003).

Similar to the Dena'ina, the Ahtna also focused heavily on marine and riverine resources. Ahtna inhabitants are thought to have expanded their traditional territory in the Copper River area, to the north and west into the Upper Cook Inlet and the Talkeetna mountains (SRBA 2011), exploiting resources as far south as Kenai for trade. The expansion appears to have occurred within

the last 150 years, as evidenced in the previously Dena'ina settlement areas of Chickaloon and Oshetna, which have been primarily Ahtna since the mid-nineteenth century (Hall and Lobdell 1988). Ahtna and Upper Inlet Dena'ina groups are linked together in many ways including many lexical and cultural patterns, as well as shared phonological patterns (Kari and Fall 2003). Migration stories from both groups are similar in their depiction of movements from the Copper River to Cook Inlet.

Ethnographic Information

The project area lies within the traditional homeland of the Dena'ina. They were hunter-gatherers who spoke at least four dialects of the Dena'ina language according to Kari and Fall (2003). Their territory included the western Kenai Peninsula, Susitna lowlands and the areas west of the Alaska Range. They practiced seasonal subsistence rounds that were focused on salmon fishing in the spring and summer, and hunting of large land mammals such as moose and elk in the fall. Winter months saw time spent in a semi-sedentary lifestyle thanks in part to the food stores accumulated during the summer and fall (Kari and Fall 2003). Winter ice fishing and fur trapping would also supplement stockpiled salmon and other game (Kari and Fall 2003). There were also regional variations in subsistence activities, considering the proximity of coastal Dena'ina people to marine and estuarine resources that were unavailable to other groups (Fall 2003). Eyak populations also had traditional lands extending into Cook Inlet and the Copper River valley. The Eyak initially moved out of the interior down the Copper River to the coast. Because of their small size, they were commonly targeted and raided by the Chugach (Dene) to the west which pushed their territory farther to the southeast into Tlingit territory (Alaskan Nature 2023).

Coastal Dena'ina groups encountered Europeans as early as 1778, which is long before the interior Dene people did (Reger 2003; Simeone 1985). During his explorations for the British Royal Navy, Captain James Cook reported that the Dena'ina people he encountered already possessed European trade items and must have engaged in trade with the Russians (Higgs and Proue 2010). Early contact between the Russian traders and Dena'ina people was primarily for the trade of furs. Adverse relations

between the two groups were common, with Russian raids on villages and women forced into labor. The Dena'ina relocated villages inland in response to the horrific treatment and violently protested through acts such as the massacres at Russian forts located at Iliamna and Kodiak in 1799 (Simeone 1985).

Even more devastating was the introduction of smallpox, which contributed to the decline of indigenous populations in the Cook Inlet region (Simeone 1985). The smallpox epidemic was first introduced in Sitka in 1835 and spread to Cook Inlet by 1838. Prospecting and mining during the territorial period of Alaska also impacted the coastal Dena'ina population (Blanchard 2012). People were pushed out of their traditional homelands and, combined with wave after wave of "contact with outsider," epidemics continued to devastate the population (Blanchard 2012).

Understanding how locals dealt with their dead is valuable knowledge in recognizing the condition of how they may be inadvertently discovered. For example, most western cultures today bury their dead in a coffin in designated cemetery locations. This wasn't always the case, differing from region to region and culture to culture. Knowledge on burial practices within the Turnagain Arm is lacking within the archaeological record. Within Tlingit culture along southeast Alaska most Tlingits were cremated before being placed inside a small box and buried under a grave house that often had a grave totem indicating the individual's clan and status during life (American Museum of Natural History [AMNH] 2023; Macleod 1925). Not all Tlingits were cremated, however. A shaman's body was not cremated but placed in a grave house and, in some instances, the head was removed and placed in a separate grave box (AMNH 2023). The death preparation process could take quite some time, as cremation occurred only when the heir had enough wealth to hold the first potlatch which occurred the night after cremation (Macleod 1925).

Burial practices in the Cook Inlet region have drawn similar comparisons to those in Southeast. This includes the use of grave houses as well as specialized Shaman burials. A grave recorded by Frederica de Laguna (1934) excavated in the Kachemak Bay region showed evidence that individuals exhibited evidence of advanced decomposition before being buried, indicating a long waiting

period before final burial similar to southeastern Alaska practices. Research by de Laguna recorded that most of the burials were flexed burials or had remains arranged and stacked for ceremonial purposes; additionally, remains were sometimes placed on top of rock piles and left in the open; as well as the use of birch bark coffins. Burials in this region of Alaska would likely be a mix of practices as several cultures occupied the area through time and during the same time periods. Dena'ina cultures who occupied the area mostly cremated their dead before European contact. Their remains would then be placed in a birch-bark basket and placed in a tree or nearby riverbank for their spirit's final journey (Flintoff 2012). When contact was made with Europeans, they brought with them Russian Orthodoxy which was adopted by Dena'ina cultures around the 1830s. The church outlawed cremation so the Dena'ina adapted by adding spirit houses over the burial so the spirits would have a place to go and not bother the living until they made their final journey (Flintoff 2012).

Historic Context

Establishment of Anchorage, Alaska

Anchorage began as a railroad town located in the Ship Creek area. Established in 1914 as Tent City, the encampment was intended to be the headquarters for the Alaska Engineering Commission (AEC). The AEC was at that time working to plan and construct a rail line from Ship Creek into the interior of Alaska, linking the main port of Seward with the hub of Fairbanks. Many of the residents of this tent city were immigrants hoping to find work constructing the railroad. In 1915, following Congressional approval for the proposed railroad route, the encampment was moved from the mouth of Ship Creek to the permanent townsite on the relatively flat ground on the bluffs immediately south of Ship Creek. The land was allocated and platted, laid out in a simple grid, with streets running north-south and east-west, dividing the area into simple block properties (Strohmeyer 2001). The name of the settlement, Ship Creek, was determined by the US Board on Geographic Names to be too easily confused with Sheep Creek, a settlement near Juneau, Alaska. Various names were proposed, including Woodrow Creek, Mearsville, Lane, Strongov, Wilson City, Whitney, Alaska City, Matanuska, and Winalaska. In the end, the name "Anchorage" was dictated by the US Postal Ser-

vice, reflecting the previously established community of Knik Anchorage across the inlet from Ship Creek. The community of Knik Anchorage eventually disappeared as settlement focus shifted to the railroad encampment and town (Anchorage Daily News 2021).

The advent of the U.S. entrance into World War I in 1917 caused an economic shift in the area, slowing the population boom. In the midst of this, Anchorage was officially incorporated as a city in 1920, although the majority of the South Addition was left outside of the city proper. The reason for this exclusion was in large part due to the presence of a firebreak in the area that is now known as Park Strip. The area was sparsely settled and largely agricultural in nature into the 1930s. Despite the lack of settlement, the area was well used. In addition to dairy and fur farms present in the South Addition area, pilots utilized the firebreak as early as 1923 as a landing strip. By 1929, the aviation industry, within Anchorage, had grown to the point that a new airfield was needed, prompting the construction and opening of Merrill Field east of town in 1930, and the old landing strip converted into a park and golf course. Even after the opening of Merrill Field, certain pilots continued to use the new park and golf course as a landing strip into the early 1930s (Ramirez et al. 2016).

Military Development within the Anchorage Bowl

World War II was the beginning of true economic growth within Alaska and the Anchorage area. As both the eastern and western most territory of the United States, closer to Asia than to the contiguous states, Alaska provided a strategic defense against growing hostilities in Asia. Military air, submarine, and naval bases were recommended throughout the territory as well as on the Aleutian Islands. Bases were established across the territory, including an air base at Japonski Island at Sitka in the Alaska Southeast, Fort Wainwright near Fairbanks in the Interior, and Fort Richardson near Anchorage. Additional bases were located throughout the Aleutian Islands as well. Land for Fort Richardson and its accompanying Elmendorf Field, a military airstrip, was set aside in April of 1939, just months prior to the outbreak of war in Europe. Construction began in June of 1940 and “included hundreds of barracks, hangars, and tactical runways” (BGES 2012:49) and occupation began in August.

The location, construction, and occupation of Fort Richardson turned Anchorage into a boomtown, with the population more than doubling between 1940 and 1941, growing from nearly 4,000 residents to more than 9,000. With the enlistment of many men into the armed forces as hostilities increased, the population dropped slightly, eventually stabilizing around 6,000 and made up of mostly military personnel and associated civilians. Fort Richardson was formally established in April of 1939 under Executive Order 8102. Signed by President Franklin D. Roosevelt, the order withdrew public lands in the area that is now JBER for use as a military reservation. The move was part of a broader recognition of the strategic importance of Alaska in the defense of the continental US, particularly in the face of increasing aggressions by Japan in the buildup to World War II. The same time period saw the establishment of Ladd Field outside of Fairbanks beginning in 1938. Fort Richardson was named as permanent military post under War Department General Order Number 9, issued December 12, 1940 (Waddell 2003). The post was named in honor of Brigadier General Wilds P. Richardson, a pivotal figure in the early development of Alaska. As president of the Alaska Road Commission from 1905 until his recall to active military service in 1917, Brig. Gen. Richardson was an outspoken advocate for the improvement of transportation routes throughout the territory. He was convinced that Alaska was key to the future prosperity of the US (Naske and Slotnick 2011).

Prior to 1947, the military air forces were part of the US Army known as the US Army Air Corps (prior to 1941) and the US Army Air Forces (1941 to 1947). As part of the permanent military post, Elmendorf Air Field was constructed at Fort Richardson to serve as permanent air base, supply depot, and ground garrison. The field was named for Captain Hugh M. Elmendorf, who died in 1933 while testing an experimental fighter plane out of Wright Field in Ohio. Construction of the airfield began on June 8, 1940, with the first Air Corps personnel arriving August 1, 1940 (Maggioni 2018).

Fort Richardson and Anchorage both saw rapid expansion during the World War II period. At the start of the war period in 1941, there were approximately 3,500 people in the Anchorage area with only around 1,000 people in the entire territory of Alaska considered to be employees of the military. By 1945, those numbers had increased substantially, with more than 12,000 people in

the Anchorage area and 60,000 people associated with the military across the territory (Waddell 2003). This population explosion continued to increase as the military defense systems continued to be built during the Cold War, with more than 44,000 residents in the Anchorage area by 1960 (US Census Bureau 1960).

Good Friday Earthquake

On Good Friday, March 27, 1964, the strongest earthquake ever recorded on the North American continent and second strongest in the world occurred off the coast of Southcentral Alaska. The earthquake, which measured 9.2 on the Richter magnitude scale and was felt over almost one-half million square miles (Naske and Slotnick 2011). The earthquake was especially catastrophic for areas along the coast of Alaska, including Anchorage and Valdez. Photographs taken in the immediate aftermath show entire areas of downtown Anchorage. The area of 4th Avenue and downtown was constructed along the ruptured fault line, resulting in the drop of approximately 20 feet between the north and south sides of the road (Barnett and Hartman 2018).



Figure 4. 4th Avenue after the 1964 Good Friday Earthquake, Anchorage, Alaska. Ruth A.M. Schmidt papers, University of Alaska Anchorage, uaa-hmc-0792-b4-f32-3.

The damage caused by the earthquake was vast and catastrophic. Over 100 people lost their lives, with deaths occurring as far away as Oregon and California due to tsunamis. There were over 50,000 square miles of damage, resulting in over \$300 million in property damage or the equivalent of \$3 billion today (Barnett and Hartman 2018). Ports were destroyed; rail lines mangled, roads ruptured and, in some instances, entire cities, towns and settlements disappeared. Damage was caused by earthquake, landslides, land spreading, avalanches (rock and

snow), ground fissures, floods, fires, and, in coastal areas, by the subsequent tsunamis (Ramirez et al. 2016).

The earthquake and its after effects were a massive economic setback. The Alaska Railroad system suffered \$27 million in damages, seventeen bridges were damaged or destroyed, most of it occurring along the 150-mile stretch between Seward and Anchorage. Highway damage was estimated at \$21 million dollars. Along the Seward Highway, 22 bridges were destroyed. In addition to the damages to infrastructure, hospitals, schools, homes, offices, and a host of other public and private buildings and structures were destroyed (Ramirez et al. 2016).

The earthquake devastated the most highly developed and populous areas of the state. In Anchorage, thirty blocks of houses were destroyed or damaged in the downtown area. Landslides in Anchorage were one of the main problems. They occurred at the business section of downtown Anchorage, Government Hill, and Turnagain Heights, which experienced the largest and most devastating landslide, covering an area of about 130 acres and a loss of 75 residential homes. Other notable losses in Anchorage include the Government Hill School, the Hillside Apartment Building, JC Penney and dozens of other buildings. Although Anchorage sustained greater total losses, many smaller communities were more dramatically affected by the earthquake because it destroyed vital infrastructure, the main industry, or both. Seward, Whittier, and dozens of other communities suffered significant damage. In the case of some communities, like Valdez, a 4,000 by 600-foot section of land slid into the sea and necessitated the relocation of the entire town (Ramirez et al. 2016).

The earthquake's destruction was particularly concentrated in the area of downtown Anchorage, in general, and 4th Avenue, in particular. In addition to the 10-to-20-foot vertical drop, the 4th Avenue area slid horizontally as the soils liquified and the bluffs on which downtown was constructed slowly collapsed in a landslide that slid the Turnagain Bluff residential area into the Cook Inlet (Fairbanks Daily News Miner 1964a). The movement of the land destroyed many buildings along 4th Avenue by sliding out from underneath the structural foundations of the buildings. In the aftermath of the earthquake, much of 4th Avenue was determined to be a high-risk area for new construction; the north side of the street was deter-

mined to be unsuitable for construction and rezoned for parking or park land only (Fairbanks Daily News Miner 1964b). A program of soil stabilization and buttressing was undertaken to stabilize the area around 4th Avenue, and over time the area was rezoned for commercial building construction (Bartlett and Hartman 2018).

Reconstruction following the earthquake began almost immediately. The earthquake coincided with a period of urban renewal efforts across the US, efforts that also gave rise to such events as the passage of the National Historic Preservation Act of 1966. These efforts were aimed at countering urban blight in the face of population movements to suburban areas and the beginning of the decline of the popularity of the urban center. The most heavily damaged areas of Anchorage included the downtown area and Government Hill, and these areas were subjected to a construction boom in the wake of the earthquake (MOA 2013).

RESULTS OF THE PRELIMINARY DESKTOP REVIEW

Previously Identified Cultural Resources within the Indirect APE

There are no recorded cultural resources within the proposed direct APE. There are eight previously recorded cultural resources recorded within or adjoining the current proposed indirect APE (Figure 5, Table 1). Only one of these resources (ANC-01422) have been evaluated for inclusion in the NRHP (OHA 2023). ANC-01422 (McKinley Tower Apartments) was determined eligible for inclusion under Criteria A and C in 2004 and was listed in the NRHP in 2008. The remaining resources consist of historic buildings constructed in the first half of the 20th century. An additional 75 previously recorded cultural resources are recorded within the expanded search area of four city blocks surrounding the Proposed APE (Figure 6, Table 2).

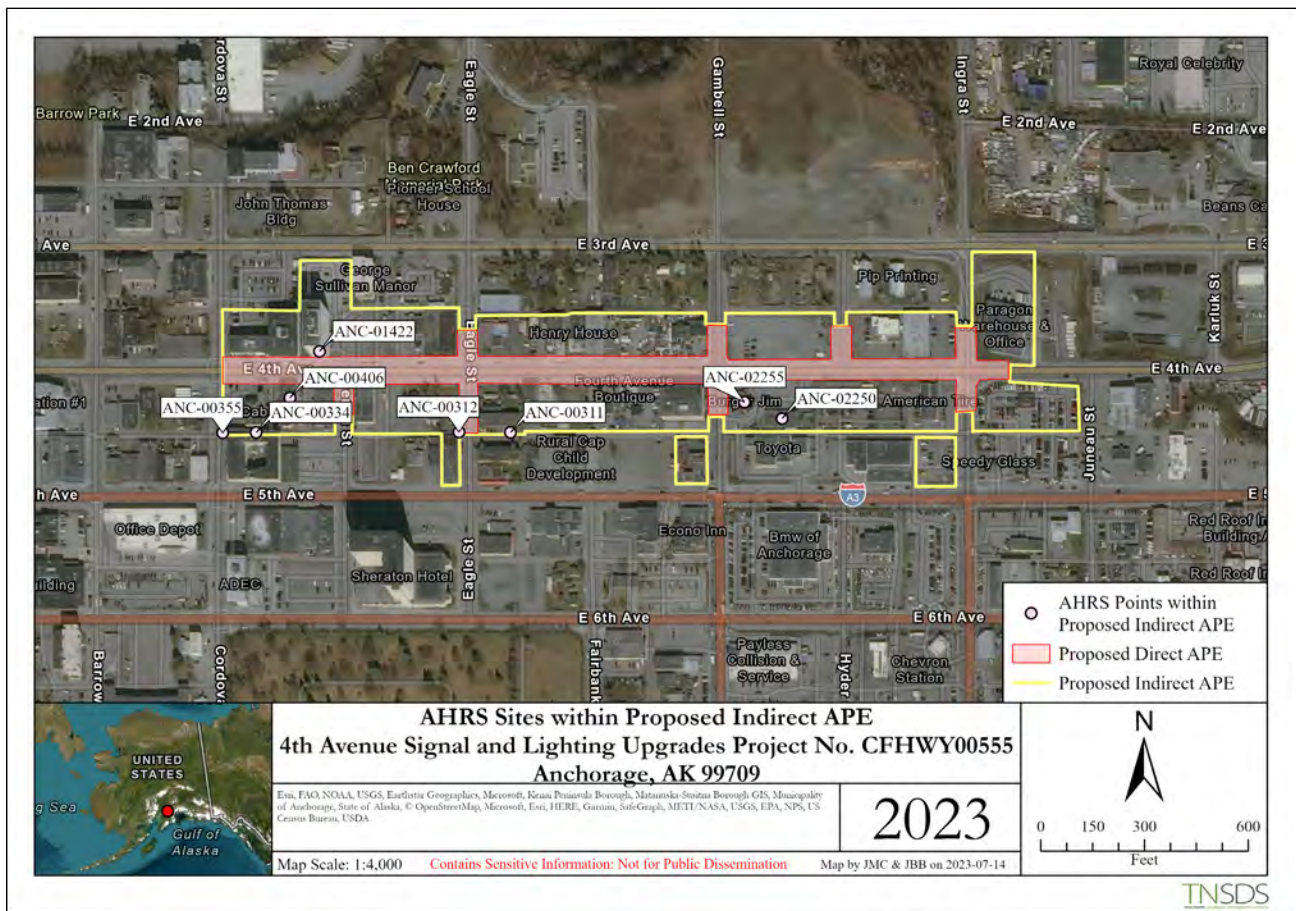


Figure 5. Cultural resources within proposed indirect APE (©TNSDS 2023).

TABLE 1. PREVIOUSLY DOCUMENTED CULTURAL RESOURCES WITHIN THE PROPOSED DIRECT APE.

| AHRS Number | Site Name | Resource Type | DOE Status | NRHP Status |
|-------------|------------------------------------|---------------|---|----------------------------|
| ANC-00311 | Gus Seaburg House | Building | None | None |
| ANC-00312 | Hans Elvig House | Building | None | None |
| ANC-00334 | 430 East 4th Avenue | Building | None | None |
| ANC-00355 | Old Suomi Hall | Building | None | None |
| ANC-00406 | 334 East 4th Avenue | Building | None | None |
| ANC-01422 | McKinley Tower Apartments | Building | Determined Eligible by SHPO and agency 2004 | Listed – National Register |
| ANC-02250 | 730 East 4th Avenue, The Raven Bar | Building | None | None |
| ANC-02255 | 704 East 4th Avenue | Building | None | None |

*Data synthesized from AHRS database (OHA 2023).

Previously Identified Cultural Resources within the Expanded Search Area

To assess the surrounding built environment and to gain further understanding of the development and resources of the area, an expanded search was conducted, which included four city blocks from the proposed APE. Within the expanded search area, there are approximately 75 previously identified historic resources with AHRS numbers (Table 2, Figure 6). The majority of these resources are buildings, with a total of 69 buildings previously

identified. In addition to buildings, there are four sites (Anchorage Cemetery, Alaska Cold Storage, Anchorage Medical Center of the Alaska Native Service, and Alaska Native Health Services Quarters Building), one district (Merrill Field), and one structure (ARRC Timber Bridge). Of these resources, three have been previously determined eligible for listing to the NRHP and six have been determined not eligible. Only two resources, the Anchorage Cemetery and the Pioneer School House, are listed to the NRHP (1993).

TABLE 2. PREVIOUSLY DOCUMENTED CULTURAL RESOURCES WITHIN THE EXPANDED SEARCH AREA.

| AHRS Number | Site Name | Resource Type | DOE Status | NRHP Status |
|-------------|-------------------------|---------------|---|-------------|
| ANC-00244 | Pioneer School House | Building | None | None |
| ANC-00309 | Snook-Loudermilch House | Building | None | None |
| ANC-00313 | Korhenen Log Cabin | Building | None | None |
| ANC-00314 | Olmstead-Hewell House | Building | Determined Not Eligible by SHPO and agency 2003 | None |
| ANC-00327 | AEC Cottage #35 | Building | None | None |
| ANC-00333 | 305 Eagle | Building | None | None |
| ANC-00335 | Chet Brown House | Building | None | None |
| ANC-00337 | East Eighth Avenue | Building | None | None |
| ANC-00356 | 122 West Fifth Avenue | Building | None | None |
| ANC-00366 | East Fifth Avenue | Building | None | None |
| ANC-00376 | Nygaard-Kohonen House | Building | None | None |
| ANC-00397 | Crawpark Park Cabin 2 | Building | None | None |

TABLE CONTINUES ON NEXT PAGE

TABLE 2. PREVIOUSLY DOCUMENTED CULTURAL RESOURCES WITHIN THE EXPANDED SEARCH AREA.

| <i>AHRS Number</i> | <i>Site Name</i> | <i>Resource Type</i> | <i>DOE Status</i> | <i>NRHP Status</i> |
|--------------------|---|----------------------|---|----------------------------|
| ANC-00409 | Cold Storage Plant | Building | None | None |
| ANC-00766 | Anchorage Cemetery | Site | None | Listed – National Register |
| ANC-00861 | Brayford-Poulsen House | Building | Determined Not Eligible by SHPO and agency 2003 | None |
| ANC-00864 | 131 East 6th Socha House | Building | Determined Not Eligible by SHPO and agency 2003 | None |
| ANC-00910 | Anchorage Medical Center of the Alaska Native Service | Site | Determined Eligible by SHPO and agency 1998 | None |
| ANC-00911 | Quarters Building, Alaska Native Health Services | Site | Determined Eligible by SHPO and agency 1998 | None |
| ANC-01220 | 527 B Street | Building | Determined Not Eligible by SHPO and agency 2003 | None |
| ANC-01221 | 139 West 6th Avenue | Building | Determined Not Eligible by SHPO and agency 2003 | None |
| ANC-01227 | Alaska Railroad Freight Shed | Building | Determined Eligible by SHPO and agency 2003 | None |
| ANC-01304 | ARRC Timber Bridge No. 115.1 | Structure | None | None |
| ANC-01946 | Merrill Field | District | Determined Not Eligible by SHPO and agency 2005 | None |
| ANC-01959 | Alaska Cold Storage | Site | None | None |
| ANC-02251 | 1020 East 4th Avenue | Building | None | None |
| ANC-02252 | 802 East 3rd Avenue | Building | None | None |
| ANC-02257 | 319 Gambell St | Building | None | None |
| ANC-02259 | 707 Gambell St | Building | None | None |
| ANC-02260 | 626 Gambell St | Building | None | None |
| ANC-02261 | 628 Gambell St | Building | None | None |
| ANC-02262 | 1040 East 5th Avenue | Building | None | None |
| ANC-02263 | 945 East 5th Avenue | Building | None | None |
| ANC-02265 | 600 East 5th Avenue | Building | None | None |
| ANC-02266 | 912 East 6th Avenue | Building | None | None |
| ANC-02267 | 1042 East 6th Avenue | Building | None | None |
| ANC-02274 | 720 Gambell St | Building | None | None |
| ANC-02275 | 802 Gambell St | Building | None | None |
| ANC-02276 | 833 Gambell St | Building | None | None |
| ANC-02277 | 720 East 3rd Avenue | Building | None | None |
| ANC-02278 | 736 East 3rd Avenue | Building | None | None |
| ANC-02279 | 744 East 3rd Avenue | Building | None | None |
| ANC-02280 | 1120 East 5th Avenue | Building | None | None |
| ANC-02281 | 1114 East 5th Avenue | Building | None | None |

TABLE CONTINUES ON NEXT PAGE

TABLE 2. PREVIOUSLY DOCUMENTED CULTURAL RESOURCES WITHIN THE EXPANDED SEARCH AREA.

| <i>AHRS Number</i> | <i>Site Name</i> | <i>Resource Type</i> | <i>DOE Status</i> | <i>NRHP Status</i> |
|--------------------|---------------------------|----------------------|-------------------|--------------------|
| ANC-02282 | Lucky Wishbone Restaurant | Building | None | None |
| ANC-02290 | 839 East 7th Avenue | Building | None | None |
| ANC-02307 | 1111 East 7th Avenue | Building | None | None |
| ANC-02317 | 1209 East 7th Avenue | Building | None | None |
| ANC-02386 | 645 Karluk St | Building | None | None |
| ANC-02387 | 826 Karluk St | Building | None | None |
| ANC-02389 | 540 Karluk St | Building | None | None |
| ANC-02390 | 632 Karluk St | Building | None | None |
| ANC-02391 | 640 Karluk St | Building | None | None |
| ANC-02468 | 803 Ingra St | Building | None | None |
| ANC-02472 | 728-A 8th Avenue | Building | None | None |
| ANC-02473 | 728-B 8th Avenue East | Building | None | None |
| ANC-02474 | 728-C 8th Avenue East | Building | None | None |
| ANC-02510 | 902 East 8th Avenue | Building | None | None |
| ANC-02511 | 920 East 8th Avenue | Building | None | None |
| ANC-02512 | 1042 East 8th Avenue | Building | None | None |
| ANC-02513 | 1045 East 8th Avenue | Building | None | None |
| ANC-02515 | 801 East 8th Avenue | Building | None | None |
| ANC-02516 | 819 8th Avenue East | Building | None | None |
| ANC-02517 | 818 Juneau St | Building | None | None |
| ANC-02539 | 945 9th Avenue East | Building | None | None |
| ANC-02540 | 937 9th Avenue East | Building | None | None |
| ANC-02541 | 919-A East 9th Avenue | Building | None | None |
| ANC-02542 | 919-B 9th Avenue East | Building | None | None |
| ANC-02543 | 919-C 9th Avenue East | Building | None | None |
| ANC-02545 | 1005 9th Avenue East | Building | None | None |
| ANC-02617 | 637 Fairbanks St | Building | None | None |
| ANC-02641 | 645 Fairbanks St | Building | None | None |
| ANC-02689 | 710 East 3rd Avenue | Building | None | None |
| ANC-02690 | 720.5 East 3rd Avenue | Building | None | None |
| ANC-03742 | The Cordova Building | Building | None | None |
| ANC-04256 | Knik Arm Power Plant Dam | Building | None | None |

*Data synthesized from AHRS database (OHA 2023).

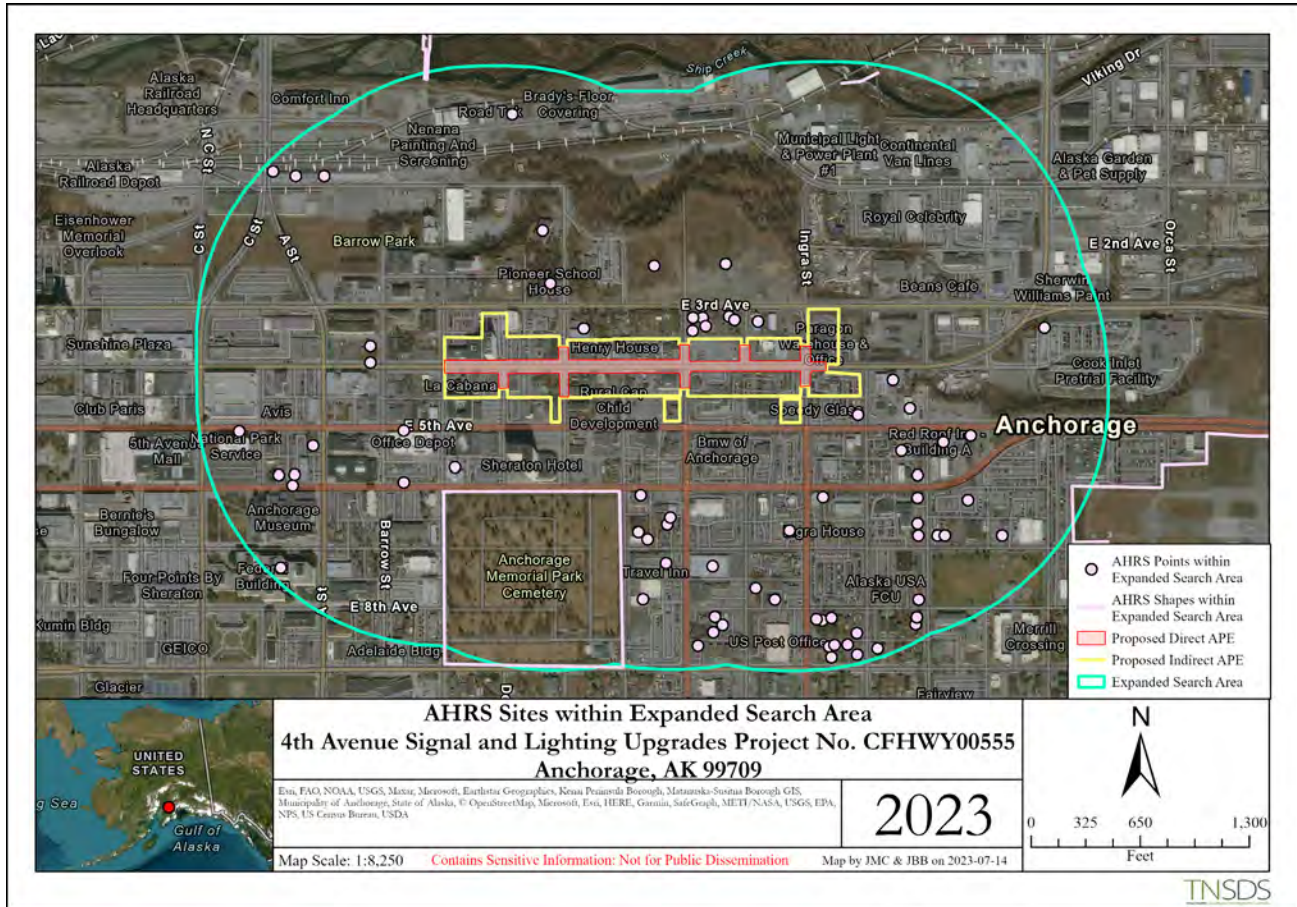


Figure 6. Cultural resources within Expanded Search Area (©TNSDS 2023).

Previous Cultural Resources Investigations within the Expanded Search Area

The area of downtown Anchorage and 4th Avenue have not been subjected to the expected amount of previous cultural resources investigations (Table 3). The reason for this appears to be the relative newness of the built environment around 4th Avenue in relation to other areas within Anchorage. During the 1964 Good Friday Earthquake, 4th Avenue was split by the shifting earth, causing both horizontal and vertical displacement of the ground surface. The earthquake destroyed many buildings and

forced the reconstruction of the 4th Avenue roadbed and commercial area itself. Additionally, portions the north side of 4th Avenue were initially determined to be unstable, high-risk zones suitable only for parking areas. The earthquake destruction necessitated the reconstruction of much of downtown and 4th Avenue, an undertaking that took more than a decade to complete. As a result, much of the built environment of the 4th Avenue and downtown areas within the proposed APEs has only come of age for NRHP consideration within the past fifteen to twenty years.

TABLE 3. PREVIOUS CULTURAL RESOURCES INVESTIGATIONS WITHIN EXPANDED SEARCH AREA.

| <i>Record ID</i> | <i>Report Title</i> | <i>Source Author</i> | <i>Date</i> | <i>Prepared For</i> |
|------------------|---|---|--------------------|--|
| 16117972 | Pioneer School House National Register of Historic Places Nomination | Michael E. Carberry | 1979 | MOA Historic Landmarks Preservation Commission |
| N/A | Patterns of the Past: An Inventory of Anchorage's Historic Resources | Michael Carberry and Donna Lane | 1986 | MOA |
| 16112465 | Anchorage Cemetery National Register of Historic Places Nomination | John P. Bagoy | 1993 | MOA |
| 3772 | Alaska Native Medical Center National Register of Historic Places Nomination | Paula M. Poncho | 1997 | Indian Health Service, Alaska Area Native Health Service |
| 16068544 | Determination of Eligibility for Houses o Lots 1, 7, and 8 of Block 47, Anchorage Original Townsite | Rogan Faith, Amanda Welsh, and Michael Yarborough | 2002; revised 2003 | Herrera Environmental Consultants |
| 4484 | Glenn Highway Rehabilitation Project: Gambell Street to McCarrey Street | Edrie Vinson | 2005 | DOT&PF |
| 4487 | Documentation for Determinations of Eligibility for Merrill Field (ANC-01946), The East Runway (ANC-01936), and the North-South Runway (ANC-01937) | Rogan Faith, Michael R. Yarborough, and Catherine Pendleton | 2005 | HDR Alaska, Inc |
| 7856 | An Evaluation of Buildings in the Lower Yard, Anchorage, Alaska | Rogan Faith and Historic Walrussia | 2006 | Alaska Area Native Health Service/Indian Health Service |
| 15917422 | McKinley Tower Apartments National Register of Historic Places Nomination | William G. MacRostie | 2008 | EGAE, LLC and Marlow Manor Downtown, LLC |
| | Alaska Railroad Ship Creek Fencing Project | Linda Gehrke | 2010 | DOT&PF |
| N/A | Cultural Resources Assessment Survey of the Proposed Telecommunications Site Verizon Wireless AK Ranger Station and Determination of Eligibility for the Cordova Building (ANC-03742), located at 555 Cordova Street, Anchorage, Alaska 99501 | Robert L. Meinhardt and Amy Ramirez | 2012 | TriLeaf Environmental and Property Consultants |
| 16268575 | Cultural Resources Literature Survey for Inlet Towers Telecommunications Tower, Anchorage, Alaska | DOWL HKM | 2015 | Alaska Wireless Network, LLC |

*Data synthesized from AHRS Database (OHA 2023).

PHASE I CULTURAL RESOURCES SURVEY

The Phase I Cultural Resources Survey for this project will include both architectural and archaeological survey. The architectural survey will be undertaken to identify resources both inside the direct APE for the project work and resources within the indirect APE. The direct APE is identified as the area that will be directly impacted by construction activities, such as excavation areas, equipment staging areas, and the areas of the right-of-way that will be subject to the actual construction work being proposed. The indirect APE is identified as those areas or parcels that could potentially be affected visually by changes to the surrounding area. The APE for visual effects is defined as the geographic area in which an undertaking has the potential to introduce visual elements that diminish or alter the setting, including landscape, where the setting is a defining and/or qualifying characteristic of a historic property that makes it eligible for inclusion on the NRHP. The Phase I Cultural Resources Survey will be conducted within a five day duration and dates are dependent upon the State Cultural Resources Investigation Permit (SCRIP).

Architectural Survey within the Direct and Indirect APEs

Methods used to complete the historic buildings survey will adhere to both federal and state guidelines for historic preservation, as stipulated the following guidance documents:

- *Secretary of Interior's Standards for Archaeology and Historic Preservation* (48 FR 44716) (https://www.nps.gov/history/local-law/arch_stnds_9.htm)
- *Secretary of Interior's Standards for Identification, Historical, Architectural, and Archaeological Documentation and Evaluation* (36 CFR §61) (https://www.nps.gov/history/local-law/arch_stnds_2.htm)
- *National Register Bulletin #16 – How to Complete the National Register Registration Form* (<https://www.nps.gov/subjects/nationalregister/upload/NRB16A-Complete.pdf>)
- *National Register Bulletin #24 – Guidelines for Local Surveys: A Basis for Preservation Planning* (<https://www.nps.gov/subjects/nationalregister/>

[upload/NRB24-Complete_Part1.pdf](#)
(https://www.nps.gov/subjects/nationalregister/upload/NRB24-Complete_Part2.pdf)

- *Alaska Historic Resource Survey Manual and the Alaska Architectural Style Guide* (<http://dnr.alaska.gov/parks/oha/pdf/BuildingManualFinal.pdf>)

Windshield Survey

Survey will be carried out following these guidelines and will include a windshield survey/reconnaissance for all properties within the direct and indirect APEs. The windshield survey will identify the types and styles of building construction as well as identify any buildings that may be found eligible for inclusion in the NRHP following further investigation. Information gathered from the windshield survey will result in a brief assessment of architectural styles and property types to provide a better understanding of the development patterns of the area. The windshield survey will also aid in identifying which buildings may be 45 years of age or older but not previously identified. The survey will focus on the exterior of buildings located on property lots abutting project APE and having 50% visibility or more from the public right-of-way (ROW). The results from the windshield survey will be included in the final inventory and evaluation.

Intensive Survey

TNSDS will complete an intensive survey of those properties within the proposed APE determined to be 45 years of age or older. The intensive survey will also revisit properties previously listed in the AHRS database. The exterior of each building will be documented and photographed, with attention given to the elements that may qualify them for inclusion in the NRHP. The physical characteristics of the buildings will be documented including materials, methods of construction (when possible), and styles and functions of each building. This survey will include a narrative description of each building as well as an assessment of age based on information gathered. Such descriptions will include the existing conditions as well as observable changes and alterations. The setting of the buildings and the surrounding environment will be documented as well. The *Alaska Historic Buildings Survey Manual and Style Guide* and *A Field Guide to American Houses* will be used

for guidance on architectural styles typically observed in Alaska. Photographic documentation and Global Positioning System (GPS) waypoints will be collected and added to the historic properties roster.

Historic Integrity and Evaluation

The intensive survey will result in an evaluation of the historic significance of the properties surveyed and an assessment of physical integrity of location, setting, design, workmanship, materials, association, and feeling. TNSDS will refer to *National Register Bulletin #15 – How to Apply the National Register Criteria for Evaluation* and 36 CFR §60.4 for evaluating significance and physical integrity of historic properties identified within the direct APE. For those that meet the Criteria for Evaluation and/or Criteria Considerations, TNSDS will identify significant periods and evaluate their significance from within the appropriate areas of significance.

Applying National Register Criteria for Evaluation

The NRHP (36 CFR §60.4) outlines the criteria (A-D) for determining the eligibility for a historic property as follows:

The quality of significance in American history, architecture, archaeology, engineering, and culture is present in districts, sites, buildings, structures, and objects that possess integrity of location, design, setting, materials, workmanship, feeling, and association and

(a) that are associated with events that have made a significant contribution to the broad patterns of our history; or

(b) that are associated with the lives of persons significant in our past; or

(c) that embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; or

(d) that have yielded, or may be likely to yield, information important in prehistory or history (36 CFR §60.4).

Certain classes of cultural resources that are not ordinarily eligible for the NRHP but may be determined eligible under certain circumstances include cemeteries,

birthplaces or graves of important people, religious properties, moved structures, reconstructed buildings, commemorative properties or properties achieving significance within the last fifty years.

Evaluating Physical Integrity

Integrity is the ability of a property to convey its significance. As noted by the National Park Service in their publication *National Register Bulletin #15 – How to Apply the National Register Criteria for Evaluation*, “when evaluating the integrity of properties, the ultimate question is whether or not the property retains the integrity for which it is significant.” In other words, does that history remain legible and what aspects of integrity are a crucial component of being able to “read” that history?

The integrity of a structure, site, or property is categorized and evaluated by its ability to retain integrity and express significance in accordance with the NRHP criteria. NPS lists seven aspects of integrity: location, design, setting, materials, workmanship, feeling, and association. A property need not retain all seven aspects of integrity; however, it should possess many and usually most of the aspects. While this is a somewhat subjective process, it should be mostly grounded in the property’s physical features and how they relate to a property’s significance (i.e., history, association with person, architecture, archaeology).

The following tables give an illustration of how these criteria can be applied while demonstrating a basis for asking what, when, and why questions of a specific site, structure, or property that will sustain assessments of integrity and provide the foundation for DOE’s. The information displayed in Table 4 shows the seven aspects of integrity and explains how they can be united to produce integrity. The information provided in Table 5 discusses the seven aspects of integrity in relation to the NRHP criteria A through D.

| TABLE 4. SEVEN ASPECTS OF INTEGRITY IN EVALUATING PROPERTIES FOR INCLUSION IN THE NRHP. | |
|---|--|
| ASPECT | DESCRIPTION |
| Location | Location is the place where the historic property was constructed or the place where the historic event occurred. The relationship between the property and its location is often important to understanding why the property was created or why something happened. The actual location of a historic property, complemented by its setting, is particularly important in recapturing the sense of historic events and persons. Except in rare cases, the relationship between a property and its historic associations is destroyed if the property is moved. |
| Design | <p>Design is the combination of elements that create the form, plan, space, structure, and style of a property. It results from conscious decisions made during the original conception and planning of a property (or its significant alteration) and applies to activities as diverse as community planning, engineering, architecture, and landscape architecture. Design includes such elements as organization of space, proportion, scale, technology, ornamentation, and materials.</p> <p>A property's design reflects historic functions and technologies as well as aesthetics. It includes such considerations as the structural system; massing; arrangement of spaces; pattern of fenestration; textures and colors of surface materials; type, amount, and style of ornamental detailing; and arrangement and type of plantings in a designed landscape.</p> |
| Setting | <p>Setting is the physical environment of a historic property. Whereas location refers to the specific place where a property was built or an event occurred, setting refers to the character of the place in which the property played its historical role. It involves how, not just where, the property is situated and its relationship to surrounding features and open space.</p> <p>Setting often reflects the basic physical conditions under which a property was built and the functions it was intended to serve. In addition, the way in which a property is positioned in its environment can reflect the designer's concept of nature and aesthetic preferences.</p> <p>The physical features that constitute the setting of a historic property can be either natural or manmade, including such elements as:</p> <ul style="list-style-type: none"> Topographic features (a gorge or the crest of a hill); Vegetation; Simple manmade features (paths or fences); and Relationships between buildings and other features or open space. <p>These features and their relationships should be examined not only within the exact boundaries of the property, but also between the property and its surroundings. This is particularly important for districts.</p> |
| Materials | <p>Materials are the physical elements that were combined or deposited during a particular period of time and in a particular pattern or configuration to form a historic property. The choice and combination of materials reveal the preferences of those who created the property and indicate the availability of particular types of materials and technologies. Indigenous materials are often the focus of regional building traditions and thereby help define an area's sense of time and place.</p> <p>A property must retain the key exterior materials dating from the period of its historic significance. If the property has been rehabilitated, the historic materials and significant features must have been preserved. The property must also be an actual historic resource, not a recreation; a recent structure fabricated to look historic is not eligible. Likewise, a property whose historic features and materials have been lost and then reconstructed is usually not eligible.</p> |
| Workmanship | <p>Workmanship is the physical evidence of the crafts of a particular culture or people during any given period in history or prehistory. It is the evidence of artisans' labor and skill in constructing or altering a building, structure, object, or site. Workmanship can apply to the property as a whole or to its individual components. It can be expressed in vernacular methods of construction and plain finishes or in highly sophisticated configurations and ornamental detailing. It can be based on common traditions or innovative period techniques.</p> <p>Workmanship is important because it can furnish evidence of the technology of a craft, illustrate the aesthetic principles of a historic or prehistoric period, and reveal individual, local, regional, or national applications of both technological practices and aesthetic principles. Examples of workmanship in historic buildings include tooling, carving, painting, graining, turning, and joinery. Examples of workmanship in prehistoric contexts include projectile points, beveled adzes, and worked bone pendants.</p> |
| Feeling | Feeling is a property's expression of the aesthetic or historic sense of a particular period of time. It results from the presence of physical features that, taken together, convey the property's historic character. For example, a rural historic district retaining original design, materials, and workmanship; petroglyphs, unmarred by graffiti and intrusions, can evoke a sense of tribal spiritual life. |
| Association | Association is the direct link between an important historic event or person and a historic property. A property retains association if it is the place where the event or activity occurred and is sufficiently intact to convey that relationship to an observer. Like feeling, association requires the presence of physical features that convey a property's historic character. For example, the Sitka National Monument, the remains of a Tlingit fort and battleground upon which Tlingit and Russians fought in 1804 whose natural and manmade elements have remained intact since the battle. |

*Adapted from NPS 1997 (revised): 44-45

| Criteria | Integrity Retained If: | Integrity Lost If: |
|-----------------|---|---|
| A & B | <p>The property is still on its original site (Location), and</p> <p>The essential features of its setting are intact (Setting), and</p> <p>It retains most of its historic materials (Materials), and</p> <p>It has the essential features expressive of its design and function, such as configuration, proportions, and patterns (Design), and these features are visible enough to convey their significance.</p> | <p>The property has been moved during or after its Period of Significance (Location, Setting, Feeling, and Association), except for portable structures, or</p> <p>Substantial amounts of new materials have been incorporated (Materials, Feeling, and Workmanship), or</p> <p>It no longer retains basic design features that convey its historic appearance or function (Design, Workmanship, and Feeling).</p> |
| C | <p>The essential features of the property’s design are intact, such as walls, roofs, windows, and doors, and the features are visible enough to convey their significance (Design, Workmanship, and Feeling), and</p> <p>Most of the historic materials are present (Materials, Workmanship, and Feeling), and</p> <p>Evidence of the craft of construction remains, such as the structural system, and original details (Workmanship), and</p> <p>The property is still sited on its original lot (except in the case of portable structures) (Setting, Location, Feeling, and Association).</p> | <p>The essential features of the structure’s design such as walls, roofs, windows, and doors are substantially altered (Design, Workmanship, and Feeling), or</p> <p>Considerable amounts of new materials are incorporated (Materials, Workmanship, and Feeling), or</p> <p>It is no longer in a place that conveys its original function and purpose (Setting, Location, Feeling, and Association).</p> |
| D | <p>The property must have, or have had, information that contributes, or can contribute to our understanding of human history or prehistory, and</p> <p>The information must be considered important.</p> | <p>Generally, not applicable to historic period structures, buildings, or objects.</p> <p>Most commonly applies to historic or prehistoric archaeological sites.</p> |

*Adapted from NPS 1997 (revised): 44-45

The Integrity Evaluation Matrix

The intent of the integrity evaluation matrix (the matrix) is to create a systematic means of assessing the seven aspects of integrity. This system is based on the physical characteristics of the resource. These physical characteristics are linked to the criteria under which a property might be significant.

Using the NPS definitions for the seven aspects of integrity as a base, a detailed definition for each aspect was created. Each aspect was then assigned a range of possible numerical values, and detailed descriptions for each of those values was created (Table 6).

| Level of Integrity | Individual Value Setting Location Materials Workmanship Design | Individual Value Feeling Association | Overall Value |
|---------------------------|---|---|----------------------|
| Very Good | 5 | 4 | 27-33 |
| Good | 4 | 3 | 22-26 |
| Fair | 3 | 2 | 16-21 |
| Poor | 2 | 1 | 8-15 |
| Very Poor | 0-1 | 0 | 0-7 |

An assessment of physical integrity, using the matrix, will be completed for the buildings, structures, and objects located in the study area to determine whether or not they could be considered eligible for individual listing in the NRHP. Integrity of location, design, setting, materials, and workmanship all have a range of 0-5 points, whereas for the aspects of feeling and association the range is 0-4. This is because, according to NPS, “feeling and association depend on individual perceptions, their retention alone is never sufficient to support eligibility for the National Register” (NPS 1997:44) What this suggests is the other aspects have more value in the evaluation process.

In evaluating an individual property, each aspect of integrity is given a numeric value (Table 7, Column “Individual Value”), then those numbers are combined to create the overall value (Table 7, Column “Overall Value”). The resulting numbers could be said to reflect the so-called “level of integrity” of a resource. The highest achievable numerical value (33) corresponds with the highest degree of physical integrity, whereas the lowest degree of integrity corresponds with the lowest number (0).

Evaluation, Application, and Interpretation

NPS states, “retention of specific aspects of integrity is paramount for a property to convey its significance” (NPS 1997:44) For example, if a property is significant for its association with Criterion C: Architecture/Design, it, arguably, should have a high ranking in the aspects

of design, materials, and workmanship. By contrast, if a property is significant under Criterion A: Event, or Criterion B: Person, it might have a lower score in one or more of those aspects of integrity but have a higher value in the areas of feeling and association.

In correlating a numerical value to an overall level of integrity, it is important to note that the matrix does not consider such factors as rarity, uniqueness, or other more esoteric or intangible aspects of heritage. Thus, its use is not suitable for all types of evaluation or all types of properties. It is also not to be conflated with a significance. A property can be very significant, but still have a low integrity value. A rating of Very Good and Good are considered to meet the threshold for eligibility. A rating of Fair can result in a determination of eligibility or ineligibility based on which of the seven aspects is retained or lost.

The process of evaluating the integrity of historic properties still remains a somewhat subjective process. It is also acknowledged that integrity is not a static assessment and can change over time or might shift as new sources of documentation which shed light on changes over time become available. However, it is hoped that breaking down the aspects of integrity and evaluating them in correlation with the significance of the property can help to provide a grounding in a property’s physical features and how they relate to its significance (NPS 1997).

TABLE 7. NUMERICAL VALUES OF THE ASPECTS OF INTEGRITY.

| <i>Aspect</i> | <i>Value</i> | <i>Definition</i> |
|-----------------|--------------|--|
| LOCATION | 5 | The property retains its original location and the relationship between the property and its historic association remains highly legible. |
| | 4 | The property retains its original location and the relationship between the property and its historic associations remains legible. |
| | 3 | The property retains its original location, however the relationship between the property and its historic association is somewhat compromised. |
| | 2 | The property retains its original location, however the relationship between the property and its historic association is severely compromised. |
| | 1 | The property retains its original location, however the relationship between the property and its historic association has been compromised to such a degree that it is no longer legible. |
| | 0 | The building has been moved and no longer retains its integrity of location. |
| DESIGN | 5 | The resource retains all of the original design features that convey its historic appearance or function. |
| | 4 | The resource retains most of design features that convey its historic appearance or function. |
| | 3 | The resource retains some of design features that convey its historic appearance or function. |
| | 2 | The property retains few of the design features that convey its historic appearance or function. |
| | 1 | The property retains almost none of the design features that convey its historic appearance or function. |
| | 0 | The property retains none of the design features that contain the historic appearance or function. |

TABLE 7. NUMERICAL VALUES OF THE ASPECTS OF INTEGRITY.

| <i>Aspect</i> | <i>Value</i> | <i>Definition</i> |
|--------------------|--------------|---|
| SETTING | 5 | All of the essential features of its setting are intact, and the resource retains its original setting. |
| | 4 | Most of the essential features of its setting are intact, and the resource retains its original setting, however, changes to the surrounding properties, the landscape, or other alterations to the basic physical conditions under which a property was built have somewhat diminished the integrity of setting. |
| | 3 | Some of the essential features of its setting are intact. The setting of the property has been significantly altered, thus diminishing the integrity of setting. |
| | 2 | Few of the essential features of its setting are intact. The setting of the property has been significantly altered, thus profoundly diminishing the integrity of setting. |
| | 1 | Almost none of the essential features are intact and the setting is altered. |
| | 0 | None of the essential features of setting are intact. |
| MATERIALS | 5 | All or almost all of the original materials remain intact. |
| | 4 | Most of the original materials remain intact or have been replaced in-kind. |
| | 3 | Some of the original materials have been removed or replaced. Replacement materials may reflect what is available and suitable for the climate and reflect a longstanding development pattern of using whatever materials are available. |
| | 2 | Few of the original remain. Substantial amounts of new materials may have been incorporated and/or a significant amount of the building materials have been removed, replaced, altered, or obscured. |
| | 1 | Almost none of historic fabric remains visible. |
| | 0 | No historic fabric or original materials remain visible. |
| WORKMANSHIP | 5 | Substantial evidence of the craft, technique, or method of construction remains, such as the structural system, and original details. |
| | 4 | Evidence of the craft, technique, or method of construction remains, such as the structural system, and original details. |
| | 3 | Some evidence of the craft, technique, or method of construction remains, such as the structural system, and original details. |
| | 2 | Little evidence of the craft, technique, or method of construction remains, such as the structural system, and original detail. |
| | 1 | Almost no evidence of the craft, technique, or method of construction remains, such as the structural system, and original details. |
| | 0 | No evidence of the craft, technique, or method of construction remains. |
| FEELING | 5 | N/A |
| | 4 | When considered in its entirety, the property continues to convey a strong sense of feeling and/or historic sense of a particular period of time. |
| | 3 | When considered in its entirety, the property continues to convey some sense of feeling and/or historic sense of a particular period of time. |
| | 2 | The expression of feeling has been somewhat altered. This can be because of the addition of new materials, the subtraction of old ones, or the alteration of the properties setting, character, or sense of time. |
| | 1 | The expression of feeling has been significantly altered. This can be because of the addition of new materials, the subtraction of old ones or the alteration of the property's setting. |
| | 0 | The property retains no sense of feeling or historic sense of a particular period of time. |
| ASSOCIATION | 5 | N/A |
| | 4 | The property retains a strong sense of its association with an important historic event, events, or broad patterns of history. |
| | 3 | The property retains a sense of its association with an important historic event or events, or broad pattern or patterns of history. |
| | 2 | The property retains little sense of its association with an important historic event or events, or broad pattern, or patterns, of history. |
| | 1 | The property retains almost no sense of its association with an important historic event or events, or broad pattern, or patterns of history. |
| | 0 | The property retains no sense of its association with important historic event or events, or broad pattern, or patterns of history. |

ARCHAEOLOGICAL SURVEY WITHIN THE APE

Survey Protocol

Archaeological survey is scheduled tentatively for July or August of 2023. To adequately cover the entire project APE, TNSDS will recommend sending out one SOI-qualified archaeologist to Anchorage for the duration of the field work portion of this project and as needed. The proposed APE lies within a previously built and disturbed built environment with the original landscape heavily altered by modern use. Archival research guided the development of the rudimentary cultural resources sensitivity analysis identifying cultural resources within the proposed APE. Visual inspection of the ground surface will be conducted of the proposed APE to identify any areas of high and minimal ground disturbance.

Archaeological survey will include an intensive pedestrian survey of the entire proposed APE, paying special attention to if there is any exposed ground within the project footprint. The archaeologist will conduct the survey by walking 10 meter (m) or less parallel transects when feasible. The survey will document any concerns with proximity of cultural resources within or adjacent to the proposed APE, as well as any surface features that may indicate cultural resources below ground level. Sites will be delineated on the basis of surficial indicators, and resources and surface features will be georeferenced, marking provenience using a handheld GPS. State site forms (AHRs site cards) will be completed for any archaeological sites located in the archaeological survey area.

Field protocol for the survey will include GPS positioning of transects (tracks), photograph, GIS log, and daily reports. TNSDS archaeologists and architectural historian will also perform a visual assessment of the indirect visual APE as associated with the project footprint. Templates for forms used in the field will be provided and attached hereto as appendices and will include photograph logs (Appendix B), GIS logs (Appendix C), archaeological test unit records if testing is found to be feasible (Appendix D), material collection form in the event materials are collected (Appendix E), and daily field reports (Appendix G). TNSDS has used this system of field forms and reporting during past investigations to streamline the field reporting process. Upon completion of the survey and testing, TNSDS will draft a summary of the survey team's findings to be submitted within one week of the completion of all

the field work. TNSDS will also draft a final survey report of findings as well as recommendations and a monitoring plan (if needed).

Rudimentary Cultural Resources Sensitivity Analysis

A rudimentary cultural resource sensitivity analysis was created based on the results of the background review, natural landforms, and environments within the proposed project APE. It must be emphasized this is a rudimentary cultural resource sensitivity analysis and is only to be applied for assessing the potential of encountering archaeological resources within the designated project APE. This sensitivity analysis will help guide field survey operations in recognizing areas based on landforms, within the APE that are most likely to contain cultural resources (Table 8). The areas of highest probability and, therefore, highest concern are any untested, exposed ground regardless of level of disturbance, near or adjacent to the waterways. At the very minimum, all exposed ground destined for grading or paving should be surveyed and sub-surface evaluated, if possible. This will also aid in the development of the monitoring protocol should it be deemed necessary.

TABLE 8. RUDIMENTARY CULTURAL RESOURCE SENSITIVITY ANALYSIS.

| <i>Probability</i> | <i>Description</i> |
|--------------------|--|
| Low Potential | Areas of heavy previous disturbance, parking lots, roadbeds, perimeters of buildings. |
| Moderate Potential | Areas devoid of disturbance and not previously subject to land clearing activities, water sources. |
| High Potential | Elevated landforms, bluffs, and terraces, areas with no previous ground disturbance, and close proximity to documented archaeological sites. |

PERMITTING

TNSDS will obtain an Alaska State Cultural Resources Investigations Permit (SCRIP) for this project. The SCRIP is being applied for in conjunction with the development of this workplan for the Project. This workplan will be submitted with the SCRIP permit application to convey the proposed APE, methods for investigation, field protocol, and reporting procedures. Provided in Appendix A of this workplan is an application form; the fully executed permit will be provided upon TNSDS receipt and will be

included as an appendix to the final report. Additional associated archaeological permitting, curatorial agreements, artifact collection and/or analysis will be assisted by Kinney Engineering, LLC, to ensure scheduled field work will be conducted accordingly.

On-Site Collection

In the event artifacts are collected, appropriate data will be filled out in-field on the Materials Collection Form (Appendix G), and documentation will be completed within the associated field excavation forms and field notes. Artifacts will be stored in brown paper or plastic bags with the following information written on the bag: artifact field number, waypoint, date, collector's initials, material type, name of object (if identifiable), and quantity of items within the bag. Artifact bags will be stored in a hard-cased container for protective measures during survey and transport. Artifacts deemed incapable of providing diagnostic or scientific data will be returned to original provenience unless specified otherwise.

Curation

It is important to note that a scope modification under the current contract may be required from the client in the event of post-field analysis and curation is warranted. Communication of any findings will be conducted on-site prior to transport. If curation is required and scope modification is approved, TNSDS will transport the collected artifacts from the field to the TNSDS Wasilla office at 5715 S Settlers Bay Drive for post-field analysis. The artifacts will be transported from the field utilizing hard cased containers and will be within individual boxes and bags for preservation. Contact with the University of Alaska Museum of the North (UAMN) will need to be initiated prior to the commencement of field work.

Post-field artifact analysis will include detailed narrative of the artifacts and if possible, a date or date range for the item will be provided. All artifacts will be photographed, measured, and weighed as part of the analysis. Artifact cleaning prior to curation will be appropriate to the type and condition of the artifact. Artifacts will be lightly dry brushed to remove excess soil sediments but will not be subject to wet cleaning.

Artifacts will be stored within individual archival 4 mil zip-lock polyethylene bag with the catalog number writ-

ten in black Sharpie marker on the white block of the bag. Artifacts that cannot be stored in the archival 4 mil zip-lock polyethylene bag will be placed in an archival box with a layer of tissue or archival foam for protection.

Artifacts will be collected and curated at the UAMN per the Memorandum of Understanding between the Department of Transportation and Public Facilities and the University of Alaska Museum of the North (UAMN) (signed 04/22/2019) (DOT&PF 2019).

During post-field analysis, TNSDS will contact the UAMN Archaeology Collections Manager to receive accession numbers to the collection. The following information will be provided to register the collection and accession numbers in the UAMN Archaeology Collections Database and the Archaeology Accession Ledger:

- Site Name
- AHRIS Site Number
- Principal Investigator
- Year of Investigation
- Project Name
- Sponsoring Organization
- Permit Agency
- Land Management Agency or Landowner
- Agency Unit
- Number of specimens in the collection
- Estimate of cubic footage of properly packaged artifacts and documentation
- Summary of the collection.

Each artifact will be assigned a unique catalog number consisting of the accession number followed by a four-digit sequential number identifying the artifact (UAMN e.g., UA2000-051-0001). The catalog number will be referenced in association with the assigned artifact in the final report.

An Artifact Catalog will be completed by TNSDS and will be electronically submitted to UAMN prior to submission of the collection. UAMN has developed a Catalog Template that will be utilized, and a final Excel version will be delivered via USB flash drive in addition to a hard copy of

the Archaeology Catalog. The Archaeology Catalog will contain the following information:

- Accession Number
- Catalog Number
- Object Name
- Material Type
- Provenience
- Field Number
- Excavator
- Date of Excavation
- Lot Count (when applicable)
- Lot Weight (when applicable)

In accordance with UAMN Curation Guidelines, TNSDS will submit the following documentation to the UAMN to accompany the collection:

- an inventory of all records included with the collection;
- catalog of all recovered artifacts in both hard copy and digital Excel format;
- copy of the final project report;
- copies of associated project permits;
- statement describing any laboratory and field procedures used on the collection;
- report of any analysis conducted on the artifacts and if analysis was destructive (if applicable);
- list of artifacts with conservation treatments conducted or needing conservation treatments; and
- photograph catalog, stored in polyester film sleeves and placed in archival binders or folders.

After the final survey report has been completed and reviewed by all necessary agencies, it will be printed and included with the submittal of artifacts to UAMN. TNSDS will provide updated schedule pertaining to the submittal of the collection to UAMN. A minimum of notice of two weeks will be given to UAMN if the collection is hand delivered. A minimum thirty-day notice will be given if the collection is shipped.

Artifacts will be packed in 12.5" W x 15" L x 10"H or 6" W x 15" L x 10"H Hollinger acid-free Records Storage Boxes with separate lid (item 10760 or 10755) as specified by UAMN Curatorial Guidelines and will not exceed 50 pounds. The box will contain an inventory keyed to the master catalog list on acid-free paper and the box labeled with accession number, AHRS number, site name, artifact class/material type, and box number. The Hollinger acid-free Records Storage Box will either be hand-delivered to UAMN or will be shipped via United States Postal Service (USPS) with the appropriate insurance and tracking information. Additional bubble wrap and/or foam will line the USPS box and contain the Hollinger acid-free Records Storage Box.

Within one month of the delivery, UAMN will review the collection and submit a Letter of Review or email to the Principal Investigator. The Letter of Review certifies the collection is in compliance with UAMN Curatorial Guidelines or will detail issues with the collection to be addressed. In the event the collection does not conform to requirements, UAMN will either return the collection for compliance or bring the collection to compliance at the expense of the Principal Investigator. Once the collection is in full compliance, an invoice will be sent for processing and curation fees. This curation section was given as an example of the State of Alaska's artifact repositories (UAMN) standards for curation.

Reporting and Deliverables

TNSDS will be responsible for informing all project proponents of the results and reporting from the archaeological survey field results and associated ground-disturbing activities. TNSDS will complete field forms during archaeological survey supplemental to survey field notes including Photograph Log (Appendix B), GIS Log (Appendix C), Archaeological Test Unit/Soil Probe Record (Appendix D), and Material Collection Form (Appendix F). All survey personnel will complete a Daily Survey Report (Appendix F) that document daily activities, field observations, survey descriptions, and archaeological assessments.

Final Reporting

TNSDS will develop a comprehensive final cultural resources survey report that describes in detail the results of the architectural survey and archaeological survey

within the proposed APE. Background research from this workplan will be included again in the final report. The final report will contain project description, background research, prehistoric and historic context statements, and results of both the architectural and archaeological survey. The daily survey reports will be included in the appendices, along with all field forms utilized during survey.

Cultural Resources Evaluation and Assessment

All cultural resources identified within the proposed APE during the Phase I Cultural Resources Survey will be inventoried and evaluated and/or re-evaluated for inclusion in the NRHP. A DOE statement with recommendations for NRHP eligibility will be completed as part of the Phase I Cultural Resources Survey. Any newly discovered cultural resources from the Phase I Cultural Resources Survey will have AHRS site forms and/or OHA Building Inventory Forms completed, and TNSDS will make recommendations for inclusion in the NRHP.

Cultural Resources Discovery

The identification of potentially significant cultural resources or a cultural feature during archaeological survey and/or testing will warrant consultation prior to archaeological excavation of the feature(s). Features observed during excavation will be closely inspected and documented using photography and GPS waypoints. Each feature will be carefully excavated following stratigraphy, if possible, or using 10 cm levels in cases of disturbed soils. In the event further excavation of a feature is not feasible during the Phase I Cultural Resources Survey, TNSDS recommends implementing known feature excavation protocols within a monitoring plan to be excavated before development of a particular area begins. In the event a feature is identified during archaeological survey and cannot be addressed immediately, TNSDS will record and document its location using GPS, photographs, and field forms, and then rebury/cover and mark the location for future reference once a plan of action is established.

Inadvertent Discovery of Human Remains

The treatment of human remains following an inadvertent discovery on lands managed by a federal or state agency is governed by federal laws, land status, post-mortem interval (time since death), and biological/

cultural affiliation. Inadvertent discoveries on tribal lands will follow the same protocol. First and foremost, the site of discovered remains should be regarded as a potential "crime scene" until a person with appropriate expertise and authority determines otherwise.

On State lands, several laws are applicable to the discovery of human remains. The State Medical Examiner (SME) has jurisdiction over all human remains in the state regardless of age.

AS 12.65.5 requires immediate notification of a peace officer of the state (police, Village Public Safety Officer, or Alaska State Trooper [AST] and the SME when death has "been caused by unknown or criminal means, during the commission of a crime, or by suicide, accident, or poisoning." The AST has interpreted notification procedures as applicable to all remains, including ancient remains.

AS 11.46.482(a)(3), applies to all lands in Alaska and makes the "intentional and unauthorized destruction or removal of any human remains or the intentional disturbance of a grave" a class C felony. AS 18.50.250 also applies to all lands in Alaska and requires permits for the transport, disinterment, and reinternment of human remains. Guidance and permits are available from the Health Analytics & Vital Records.

AS 41.35.200, applies only to State lands and makes the disturbance of "historic, prehistoric and archeological resources" (including graves, per definition) a class A misdemeanor.

On Federal lands and Federal trust lands, the unauthorized destruction or removal of archaeological human remains (i.e., more than one hundred years old) is a violation of **16 USC 470ee** (Archeological Resources Protection Act). If human remains on federal or federal trust lands are determined to be Native American, their treatment and disposition are also governed by the Native American Graves and Repatriation Act (NAGPRA) of 1990 (**PL 101-601; 25 USC 3001-30013; 104 Stat. 3048-3058; 43 CFR §10**). NAGPRA also applies to Native American human remains from any lands if the remains are curated in any institution that receives federal funds.

A specific plan of action is required if human remains are uncovered during ground-disturbing activities and will result in contract modifications. The following steps

will be taken if human remains, or suspected human remains, are discovered:

Should human burials be encountered, work will be stopped at once in the locality and AST, SME, DOT&PF, TNSDS, and the SHPO shall be contacted immediately (see below for contact information). The remains shall be treated with respect and dignity at all times during the course of discovery and investigation. The remains and a surrounding buffer area should not be disturbed until appropriate reporting and consultation have occurred. The area will be fenced off at a minimum of ten meters from the discovery and access restricted until the necessary consultation has occurred. Identified remains will be covered with a tarpaulin or reburied to prevent exposure to weather elements and viewing until a plan of action is determined.

The TNSDS archaeologist will protect and ensure the integrity of the remains until the AST and ASME relieve the archaeologist of his/her duties. AST and ASME will review the remains for a determination of whether the remains are of a forensic nature and /or subject to criminal investigation.

Inadvertent Discovery (Human Remains) Contacts

In the case of discovery of human remains, the following entities are to be contacted within 24 hours of discovery:

Alaska State Troopers, Missing Persons Bureau

Phone: (907) 269-5511

Fax: (907) 337-2059

Lt. Paul Fussey

Alaska State Troopers

Phone: (907) 269-5682

Email: paul.fussey@alaska.edu

Malia Miller*

Phone: (907) 269-5038

Email: malia.miller@alaska.gov

*After contact by phone, send email with relevant information and photos to Lt. Fussey and Malia Miller.

Alaska State Medical Examiner

Reporting Hotline – on-Death Hotline

Phone: (907) 334-2356

1-888-332-3273

Dr. Gary Zientek, M.D.

Chief Medical Examiner

Phone: (907) 334-2200

Fax: (907) 451-2216

Email: gary.zientek@alaska.gov

Anne Waisanen

Operations Manager

Phone: (907) 334-2202

Alaska Department of Transportation and Public Facilities

Erik Hilsinger

Cultural Resources Specialist

Phone: (907) 269-0534

Email: erik.hilsinger@alaska.gov

Department of Natural Resources, Office of History and Archaeology

Judith Bittner

SHPO

Phone: (907) 269-8721

Email: judy.bittner@alaska.gov

Richard VanderHoek

Deputy SHPO

Phone: (907) 269-8728

Email: richard.vanderhoek@alaska.gov

Kinney Engineering, LLC

Art J. Johnson

Principal/Senior Engineer

Phone: (907)-344-7577

Email: art.johnson@kinneyeng.com

TNSDS (subcontractor – archaeology)

Robert Meinhardt

President / Principal Historic Properties Consultant

Phone: (907) 841-4096

Email: robert.meinhardt@truenorthsds.com

Archaeological Discovery Contacts

In the case of discovery of cultural features or other significant finds, the following entries are to be contacted:

Department of Natural Resources, Office of History and Archaeology

Judith Bittner

SHPO

Phone: (907) 269-8721

Email: judy.bittner@alaska.gov

Richard VanderHoek

Deputy SHPO

Phone: (907) 269-8728

Email: richard.vanderhoek@alaska.gov

Alaska Department of Transportation and Public Facilities

Erik Hilsinger

Cultural Resources Specialist

Phone: (907) 269-0534

Email: erik.hilsinger@alaska.gov

Kinney Engineering, LLC

Art J. Johnson

Principal/Senior Engineer

Phone: (907)-344-7577

Email: art.johnson@kinneyeng.com

TNSDS (subcontractor – archaeology)

Robert Meinhardt

President / Principal Historic Properties Consultant

Phone: (907) 841-4096

Email: robert.meinhardt@truenorthsds.com



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APPENDIX A: SCRIP PERMIT APPLICATION

State Cultural Resources Investigation Permit (SCRIP) Application**Alaska Department of Natural Resources, Office of History and Archaeology**

550 W. 7th Ave., Suite 1310 Anchorage, AK 99501-3565

Questions about State Permits should be directed to the State Archaeologist
either by email at oha.permits@alaska.gov or by phone at (907) 269-8728.

Permit #: _____

SHPO USE ONLY

A. Applicant Section

1. Applicant: _____ 2. Date Submitted: _____
3. Institutional Affiliation: _____
4. Contact Information: Address: _____
Phone: _____ Email: _____
5. Contracting Agency: _____
6. Project Name: _____
7. Field Supervisor: _____
8. Brief Description of Project Area: _____

9. Dates of Proposed Work: _____ to _____ 10. Acres to be Investigated: _____
11. MTRS: (ex. S021N005W|3-5|10) _____

12. Permit Type: (Choose a Type) _____ If other, please specify: _____
13. Proposed Artifact Repository: _____ Curation Agreement: _____

B. Applicant SignatureBy signing this document, the applicant confirms that they have read and agreed to comply with the provisions
AS 41.35.080 and 11 AAC 16.020 - 16.090, as well as the Instructions and Stipulations for the Alaska SCRIP.

1. Signature of Applicant: _____ 2. Date: _____
3. Signature of Field Supervisor: _____ 4. Date: _____

C. Agency Land Manager Authorization

1. Land Manager (Print): _____ 2. Agency: _____
3. Land Manager (Sign): _____ 4. Date: _____

D. Office of History and Archaeology Authorization

1. Signature of DPOR Director: _____ 2. Date: _____
3. Expiration Date of Permit: _____

STATE CULTURAL RESOURCE INVESTIGATION PERMIT Stipulations and Conditions

Stipulation Instructions can be found in OHA's *SCRIP STIPULATION INSTRUCTIONS*.
Instructions therein are not discretionary, are subject to update, and should be reviewed periodically.

The issuance of State Cultural Resource Investigation Permits (SCRIPs) for all cultural resource investigations (surveys) on lands owned or managed by the State of Alaska ("state lands") is authorized under [AS 41.35.080](#) and [11 AAC 16.030-900](#). Paleontological resources (fossils) also require a SCRIP, as they are included as an archaeological site under [AS 41.35.230\(2\)](#). [AS 41.35.010 – 41.35.230](#) (statutes) and [11 AAC 16.010 – 16.900](#) (regulations) establish the legal framework within which SCRIPs are issued.

The Alaska Office of History and Archaeology (OHA) requires annual SCRIP applications and issues one-year SCRIPs for the following:

1. Public construction (cultural resource management) projects; or
2. Where the applicant is in some way being paid for their time or product, for example an instructor being paid by a university to conduct a field school.

OHA may issue a SCRIP for up to three years for projects conducted for research purposes where no remuneration is being received for time or product, and which shall be conducted over multiple years by the same investigator. Grants are not considered remuneration for purposes of this SCRIP.

SCRIPs issued for field investigations on state lands are subject to the following conditions:

1. Permit Applications:

- A. A research design shall be attached to the permit application.
- B. The permittee or Field Supervisor shall meet the professional qualification standards of [11 AAC 16.040](#) for work on state lands. However, for projects undertaken in response to the National Historic Preservation Act, the permittee or Field Supervisor must also meet the standards established in [43 CFR 7.8](#) and the Secretary of the Interior's Standards and Guidelines, [48 FR 44738-44739](#).
- C. It is the applicant's responsibility to determine land ownership for the area to be surveyed, and list in the research design the Meridian/Township/Range/Section (MTRS's) for each state land agency in the survey area.
- D. Applicants shall allow OHA at least 30 days to process SCRIP applications.
- E. The permittee shall fully indemnify the state land managing agency and the OHA.

2. Permit Issuance and Termination:

- A. OHA shall issue SCRIPs to only one permittee (applicant) per SCRIP. The SCRIP is not transferrable.
- B. A SCRIP may be amended by [request](#) to account for deviations from the signed SCRIP application and research design. Amendments will only be issued at the discretion of OHA.
- C. OHA may terminate a SCRIP if the permittee fails to comply with the terms of the SCRIP and stipulations, or with other applicable laws, statutes, and regulations.
- D. SCRIP eligibility is contingent upon the satisfactory completion of prior SCRIPs. Applicants are not eligible for further SCRIPs until the requirements of SCRIPs from previous field seasons are satisfied.

3

3. Permit Fieldwork:

- A. Survey methodology shall be explicitly defined in the research design and justified in the report: in-field “discretion of the archaeologist” alone is not an acceptable survey or testing methodology.
- B. OHA expects subsurface testing shall be conducted.
 - 1) Subsurface shovel tests shall measure 50 x 50 cm square.
 - 2) All excavated materials will be screened. 1/8-inch screen is considered standard. If the applicant chooses to use 1/4-inch screens rather than 1/8-inch, it shall be justified in the research design.
 - 3) Artifacts recovered through subsurface testing shall be collected, analyzed, and curated.
 - 4) If the Field Supervisor determines subsurface testing is not warranted, the survey report shall provide an explanation and images showing why subsurface testing was not appropriate.
- C. SCRIP applications for work that includes any ground disturbing activities and/or the collection of archaeological or paleontological materials shall be accompanied by a Curation Agreement.
- D. In the event that human remains are discovered, the permittee shall cease work that would further disturb the remains and immediately contact the appropriate state agencies as required by [AS 12.65.5](#).
- E. Issuance of a SCRIP in no way absolves the permittee from complying with other laws and regulations that may apply.
- F. Frozen ground and low light present significant challenges to fieldwork. Any project anticipating work in these conditions shall consult with OHA prior to conducting fieldwork or monitoring.
- G. OHA personnel may visit SCRIP-permitted surveys or excavations at any time, as per [11 AAC 16.090](#).

4. Permit Reporting:

- A. Reports shall be consistent with *SOI’s Standards and Guidelines for Archaeology and Historic Preservation* as well as the *Alaska Historic Preservation Act*. If the report does not meet these standards, permittee shall revise the report for OHA approval in order to close the SCRIP.
- B. The final report is due to the [State Archaeologist](#) within six months after the completion of fieldwork. An interim report may be submitted three months after the completion of fieldwork. For multi-year SCRIPs, annual reports are required in addition to a final report.
- C. The permittee shall ensure that Alaska Heritage Resources Survey ([AHRIS](#)) records are submitted to the [AHRIS Manager](#) for sites investigated under the SCRIP.
- D. OHA will make submitted reports available to cultural resource professionals, land managers, and others authorized by AHRIS user agreements to access OHA records.

E. Applicant Signature: SCRIP Stipulations

By signing this document, the applicant confirms that they have read and agreed to comply with the provisions AS 41.35.080 and 11 AAC 16.020 - 16.090., as well as the Instructions and Stipulations for the Alaska SCRIP.

1. Signature of Applicant: _____ 2. Date: _____

APPENDIX B: PHOTOGRAPH LOG

APPENDIX C: GIS LOG

APPENDIX D: ARCHAEOLOGICAL TEST UNIT RECORD/SOIL PROBES

APPENDIX E: MATERIALS COLLECTION FORM

APPENDIX F: DAILY SURVEY REPORT

Daily Survey Report



Project Name: _____

Field Dates: _____

Field Crew: _____

Archaeologist: _____

Date: _____

Activities: *(mobilization, demobilization, survey, testing, etc.)*

Project Location: *(geographical description – Secondary Road #, etc.)*

Field Observations: *(include photos, maps, narrative descriptions)*

1. Survey Area Overview: *(include photo numbers, narrative regarding setting)*
2. Survey Coverage: *(exact area surveyed, transects, methods of inspection, include GIS waypoints from GIS log)*
3. Testing Areas: *(narrative for each area, summary of activities; complete testing record form)*
4. Surface Features: *(landscape i.e. depressions, cuts, CMTs, modified rock faces, etc.)*

Field Assessment: *(discuss probability, finds/no finds, soils, etc.)*

Architectural Daily Survey Report



Project Name:

Field Dates:

Field Crew:

Architectural Historian:

Date:

Activities: *(summary of activities: mobilization, demobilization, survey, etc.)*

Project Location: *(geographical description – Secondary Road #, etc.)*

Field Observations: *(include photos, maps, narrative descriptions)*

1. Client Meeting and/or Tour: *(Who, What, When, Where, and Why)*
2. Survey Area Overview: *(exact area surveyed, setting, environmental considerations, landscape, methods of inspection, include GIS waypoints from GIS log and photograph numbers from Photograph Log)*
3. Draft Building Descriptions: *(narrative for each building, complete building record form)*
4. Special Features Observations: *(landscape i.e. depressions, cuts, CMTs, modified rock faces, etc.)*

General Assessment *(draft integrity and eligibility notes):*

Follow Up Questions:

From: [GROVER, MARGAN A CIV USAF PACAF 673 CES/CEIEC](#)
To: [DNR, Parks OHA Review Compliance \(DNR sponsored\)](#)
Cc: [Marc Lamoreaux](#); [THP Officer](#); [ORTIZ, ELIZABETH M CIV USAF PACAF 673 CES/CEIEC](#); cbrophil@eklutna.org; [Richard Martin](#); [Davis, Tom G.](#)
Subject: Sec 106 notification and report submittal, Runway 06 Vegetation Removal, JBER
Date: Tuesday, December 12, 2023 3:12:41 PM
Attachments: [Runway 06 veg removal Area 1 SHPO notification signed.pdf](#)
[Archaeo report West Runway Expansion JBER reduced.pdf](#)

[EXTERNAL EMAIL]

Good afternoon,

A notification under Section 106 of the National Historic Preservation Act is attached regarding the removal of vegetation within the glide-slope of Runway 06 (west runway) on Joint Base Elmendorf-Richardson. We notified you of this undertaking in February 2023 and we agreed that the undertaking would be reviewed separately based on priority areas. The attached report provides you with the results of an archaeological survey in Priority Area #1 with a determination of eligibility and assessment of effect for vegetation removal in that area. JBER recommends that this project will result in no historic properties affected.

Let me know if you have any questions or concerns. Thank you!

Margan Grover
Cultural Resource Manager
673 CES/CEIEC Environmental Conservation
Joint Base Elmendorf-Richardson, Alaska
Office: 907-384-3467 (DSN: 317-384-3467)
Mobile: 907-244-9188
I live and work on Dena'ina land.

17 July 2023

MEMORANDUM FOR ALASKA DEPARTMENT OF NATURAL RESOURCES
OFFICE OF HISTORY AND ARCHAEOLOGY
ATTENTION: MS. JUDITH E. BITTNER

FROM: 673 CES/CEI
6326 Arctic Warrior Drive
JBER AK 99506-3240

SUBJECT: Vegetation Removal within the Clear Zone of Runway 06, Priority Area #1, Joint Base Elmendorf-Richardson

1. Purpose and Need: The Joint Base Elmendorf-Richardson (JBER) Environmental Section (673d CES/CEIEC) initiated consultation with your office to remove hazardous vegetation from the approach/departure corridor and clear zone at the west end of Runway 06 on February 24, 2023. Normally, this type of undertaking would have one review. Because JBER must complete the vegetation removal and environmental surveys across multiple years while allowing the vegetation removal to begin, we requested separate reviews for separate priority areas. Your office agreed on March 21, 2023. The purpose of this letter is to provide your office with the first survey results and request your concurrence on a determination of eligibility for the National Register of Historic Places and an assessment of effect pursuant to Section 306108 of the National Historic Preservation Act (NHPA) and its implementing regulations at 36 CFR Part 800. The attached report provides results of the archaeological survey in Priority Area #1.

2. Project Description and Area of Potential Effect: JBER will remove vegetation as required using a phased approach to reduce hazards from wildlife and glideslope obstructions that pose a danger to aircraft. For the first phase (Priority Area #1), vegetation that penetrates the 50:1 glideslope minus 10 feet will be removed. Removal methods will be by chainsaw and mastication. Stumps will be left in place and branches and debris will be masticated and scattered in place. Marketable timber will be salvaged and sold as firewood. Figure 1 illustrates Area #1 area of potential effect.

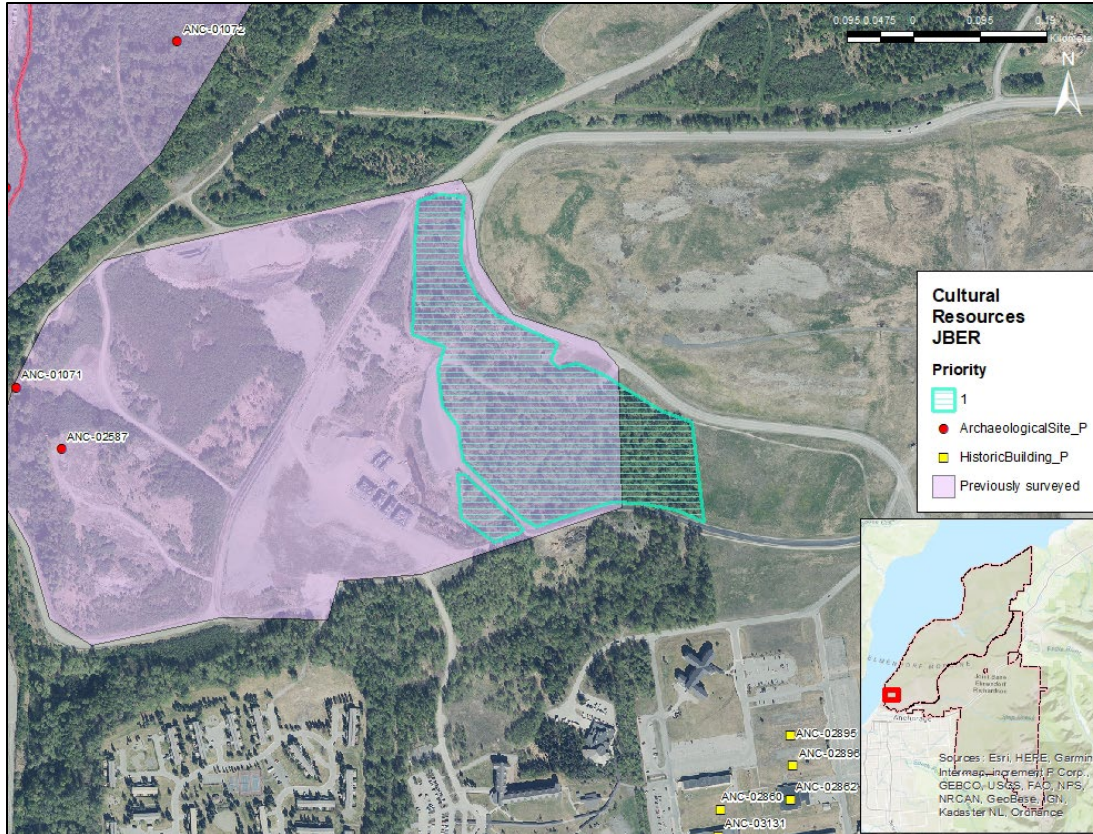


Figure 1. Area of potential effect and priority areas for vegetation removal (turquoise hatch).

The removal of vegetation will be phased based on consideration of aircraft hazard, accessibility, availability, work approvals, and other factors such as presence of bald eagles or status of archaeological surveys. JBER submitted our 2023 archaeological survey work plan to your office on May 16, 2023. This survey followed methods provided in that plan and as outlined in the JBER *Integrated Cultural Resource Management Plan 2023-2027* and Operations, Maintenance, and Development Programmatic Agreement.

3. Historic Properties and the Area of Potential Effect: Area #1 is approximately 23 acres. Vegetation in this area will be selectively removed as described above by chainsaw, feller buncher, and mastication. Marketable timber will be salvaged. Most of Area #1 was surveyed by archaeologists in 2006 as part of the Port Intermodal Expansion Project.¹ That survey included systematic pedestrian transects and judgmental subsurface testing. No cultural resources were reported in the area of potential effect. In 1939, historic aerial imagery indicates that the area was not heavily forested. Most of the southern portion of Area #1 was cleared by 1950. This area #1 also had several roads and clearings in 1974, but by 1999 the majority of the area was forested. The LiDAR imagery shows areas that have been disturbed. The potential for cultural resources and culturally modified trees is low in most of this area.

¹ Stephen R. Braund & Associates. 2006. Port Intermodal Expansion Project: Cultural Resource Initial Site Reconnaissance: Cherry Hill Borrow Site. Prepared for Anchorage Port Expansion Team. Anchorage, Alaska.

Table 1. Cultural resources in Figure 1.

| AHRS no. ANC- | Location | National Register Status |
|------------------|--|--------------------------|
| 01071 | Pill Box (location needs verification) | TBD |
| 01072 | Anti-Aircraft Defense (gun emplacement, location needs verification) | TBD |
| 02587 | Possible Grave | TBD |

Sites in the vicinity that are outside the area of potential effect are included on Table 1. ANC-02587 (Possible Grave) was re-examined in 2021 and a more accurate location was recorded. No subsurface or remote testing was completed, and the site remains unevaluated for the NRHP. ANC-01071 is a concrete pill box that has not been verified. ANC-01072 is a concrete anti-aircraft gun emplacement. It’s location was verified in May 2023 and a NRHP evaluation will be completed in the coming winter. During that survey, a previously unrecorded homestead site was encountered. This site is not in the area of potential effect. A site number and NRHP evaluation will be completed later this year. The proposed undertaking will not affect these resources.

The enclosed report provides the results of the current survey of Area #1, which encountered two “Fun N Fitness Trail™” structures (Figure 2). When this area was surveyed in 2006, they reported seven of these structures. They were not evaluated for the National Register or given site numbers. The first fitness structure is made of wood and has been heavily degraded. The type of fitness structure cannot be determined. The second fitness structure was constructed in a similar style and with identical materials. The structure was used as an overhead traverse section of the Fun N Fitness Trail™. Research was conducted for the significance of the Fun N Fitness Trail™, but no information pertaining to the structures on JBER was found. The entire area is heavily forested with alder, cottonwood, and birch with an understory of grasses and other brush.



Figure 2. Fun N Fitness™ Physical Training Features Identified During Survey

The attached report recommends that the Fun N Fitness Trail™ structures are *not eligible for the NRHP*. There is no indication that the Fun N Fitness Trail™ structures are associated with events that contribute to broad patterns of military, state, or local history (Criterion A) or with the life a person significant in the past (Criterion B). The design of the workout equipment used along the fitness trail is not notable of a specific period or style (Criterion C) nor are they likely to yield information important to our understanding of the past (Criterion D).

4. Assessment of effect: Provided your office agrees with the determination of eligibility for the Fun N Fitness Trail™ structures, JBER requests your concurrence that the proposed undertaking will result in *no historic properties affected* by the selective removal of hazardous vegetation in Area #1.

Copies of this letter will be sent to federally recognized tribes (Native Village of Eklutna Traditional Council, Native Village of Tyonek, Knik Tribal Council, and the Chickaloon Village Traditional Council) and the Anchorage Historic Preservation Commission. If you have any questions, please contact Margan Grover, 673 CES/CEIEC, at 384-3467.

JEANNE L. DYE-PORTO, GS-14, DAF
Chief, Installation Management Flight

Attachment: *Cultural Resource Survey: Archaeological Survey for West Runway 06 Hazardous Vegetation Removal, Joint Base Elmendorf-Richardson, Alaska.*

**Cultural Resource Survey: Archaeological Survey for West Runway 06
Hazardous Vegetation Removal, Joint Base Elmendorf-Richardson, Alaska**

Margan Allyn Grover
Cultural Resource Manager
673d CES/CEIEC

Daniel Patrick Monks
Cultural Resource Technician
CEMML

July 2023

Project Description:

Joint Base Elmendorf Richardson (JBER) will remove vegetation as required using a phased approach to reduce hazards from wildlife and glideslope obstructions that pose a danger to aircraft (Figure 1 and 2). Within Areas 1, 2, 3, and 6, vegetation that penetrates the 50:1 glideslope minus 10 feet will be removed. Within areas 4 and 5, the ground surface penetrates the maximum allowable height described in UFC 3-260-01, and therefore, all vegetation will be removed. Within all areas, removal methods will be by chainsaw, feller buncher, and mastication dependent on vegetation type. Stumps will be left in place and branches and debris will be masticated and scattered in place. Marketable timber will be salvaged and sold as firewood. The removal of vegetation will be phased based on consideration of aircraft hazard, accessibility, availability, work approvals, and other factors such as presence of bald eagles or status of archaeological surveys. In a letter sent to your office on February 24, 2023, JBER proposed following a staged process for evaluating the effects of this undertaking and no comment was given. Although some areas were previously surveyed, those surveys are more than 10 years old and must be redone, per the *JBER Operations, Management, and Development Programmatic Agreement* (OMD PA) Stipulation II.B.2.a. Area 1 is the area of potential effect and subject of this report.

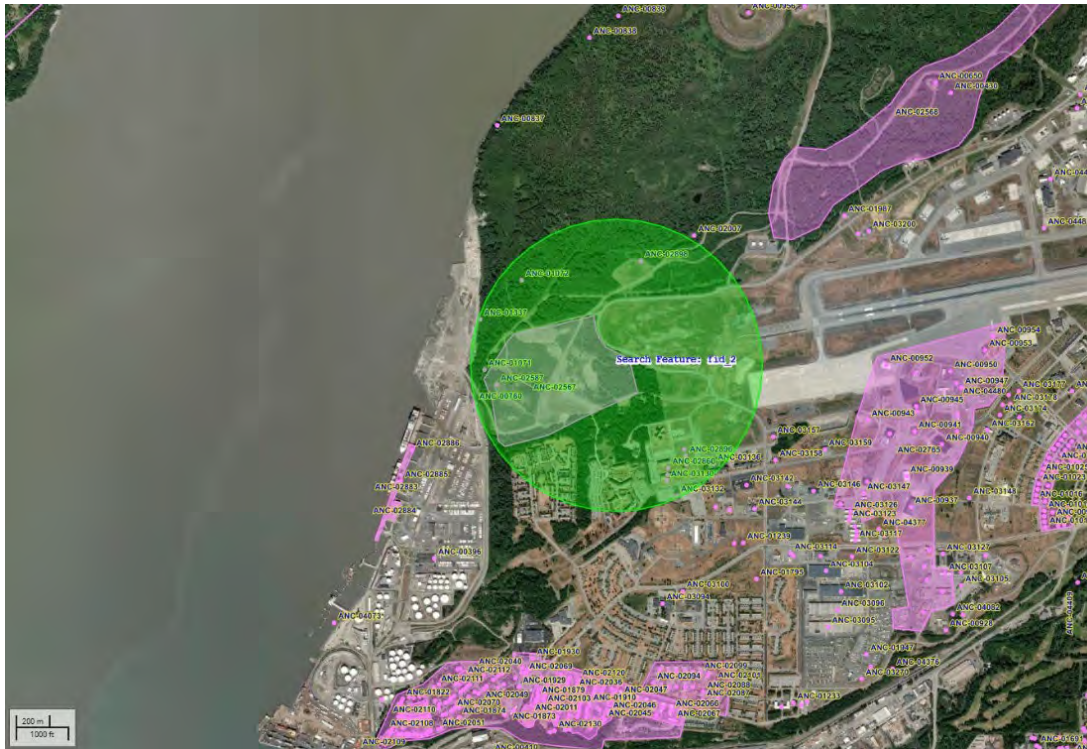


Figure 1. (Known cultural resources, and half-mile buffer) Proposed improvements

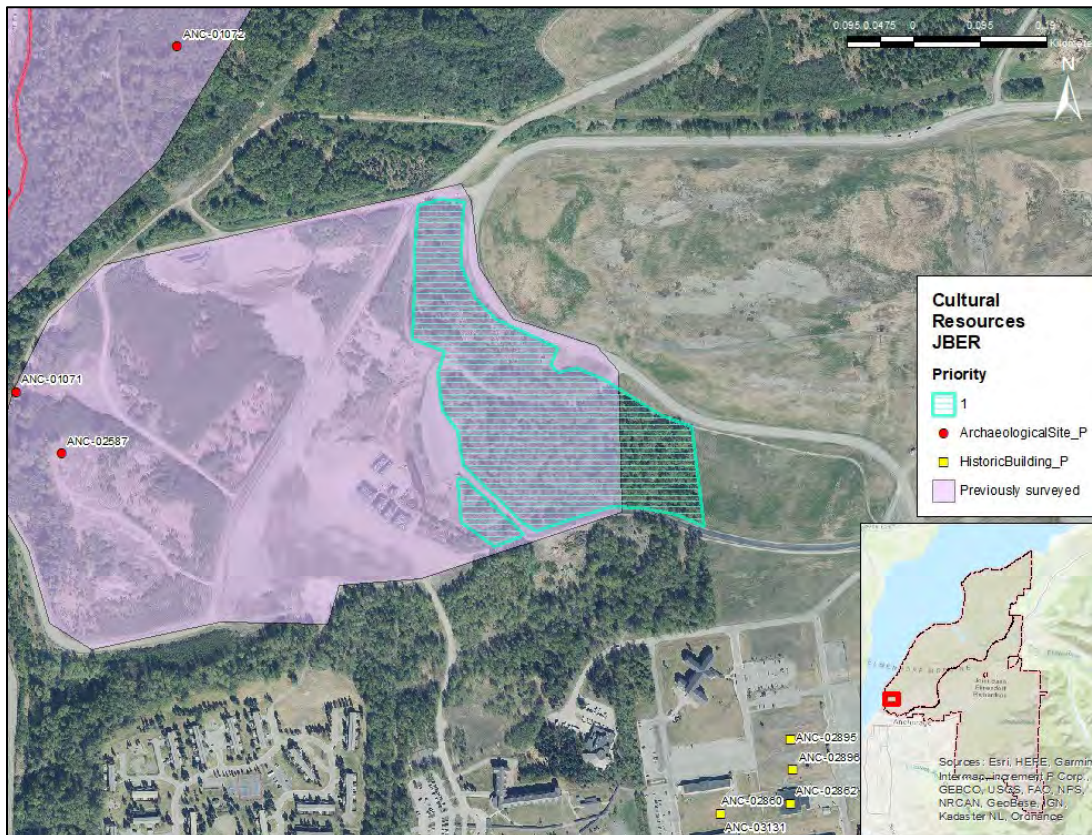


Figure 2. Area of Potential Effect Runway 06 Expansion (turquoise hatch)

Brief Culture History:

The following culture history is adapted from the ICRMP (673 ABW 2022) and *Phase II Identification and Evaluation of Archaeological Sites at Joint Base Elmendorf-Richardson, Alaska* (Blanchard et al. 2021). This background information has been detailed for the possibilities of finding ancestral and historic sites within survey areas.

There are several ancestral cultural traditions in the Cook Inlet Region. Table 1 (Cultural Traditions in the Cook Inlet Region Blanchard et al. 2021) summarizes the cultural traditions, approximate ages, representative materials, and representative sites.

Table 1. Cultural Traditions in the Cook Inlet Region (Blanchard et al. 2021)

| Epoch | Cultural Tradition | Approximate Age | Representative Material | Representative Sites |
|---|-------------------------------------|---|--|--|
| Late Pleistocene to Early Holocene (12,400 – 7000 cal. BP) | Denali Complex | 11,000-8000 calibrated before present (cal. BP) | Microblades, wedge shaped cores, scrapers, burins and bifacial knives, large bifaces, tci-tho, side scrapers and retouched flakes | Trapper Creek Overlook (TAL-00092); Screaming Hawk (TAL-00095); Beluga Point, Component 1 (ANC-00054); Long Lake Wayside (ANC-00017); Round Mountain (KEN-00094) |
| Middle Holocene (7000 – 3000 cal. BP) | Northern Archaic-like | 5500-2500 cal. BP | Side-notched projectile points, unifaces, choppers | Round Mountain (KEN-00094); SEW-00214 |
| | Late Ocean Bay II Tradition | 4500-4000 cal. BP | Ground slate lance heads, flaked projectile points, unifaces, retouched flakes, stone wedges and cores, abraders, whetstones, hammerstones | Sylva Site (SEL-00245). Beluga Point, Component 2 (ANC-00054); Hewitt Lake (TAL-00049) |
| | Arctic Small Tool Tradition related | 4000-3000 cal. BP | Flaked stone tools, small bipoints, polished burins, graters, unifaces, abraders. Ground slate absent | Chugachik Island (SEW-00033); Magnetic Island (KEN-00324); ANC-00078; Beluga Point, Component 3 (ANC-00054) |
| Late Holocene (3000 – 200 cal. BP) | Kachemak | 3000-1000 cal. BP | Ground slate tools, notched pebble net weights, semi-subterranean houses, decorated stone lamps | Yukon Island Main Site (SEL-00001); Cottonwood Creek Site (SEL-00030) |
| | Late Precolonial Period | 1500-200 cal. BP | Slate points (diamond-shaped cross-section), splitting and planning adzes, native copper tools, ceramics, semi-subterranean houses | Cottonwood Creek Village (ANC-00035); Trapper Creek Overlook (TAL- 00092); Clam Gulch (KEN-00045); Moose Creek (KEN-00043) |
| | Early Russian Period | 1741-1784 | Firearms, metal tools, house pits, imported goods, <i>tanik’edi</i> (“wooden fish platforms”) | Kenai; Beluga; Ninilchik. Anchorage; Tyonek; Ladd; Soldotna |

Sources = Dixon 1996a; 1996b; Esdale 2008; Gillespie (2018); Goebel and Potter (2016); Krasinski et al. (2016); Reger (1996; 1998, 2013); Reger and Pipkin 1996; Reger and Pinney (1996); Rogers et al. 2013; Tremayne and Rasic (2016); Workman (1996, 1998); Workman and Zollars 2002; Wygal and Goebel (2012); Wygal and Krasinski (2019)

Late Pleistocene to Early Holocene (12,400 to 7000 cal. BP)

During the Pleistocene, the Cook Inlet (including present-day JBER) was covered by glacial ice. Glaciers mantled the land surface and filled the upper end of Cook Arm, forming part of the Cordilleran glacier system that extended from the Alaska Range down the St. Elias Range and the Coast Mountains to the northern Rocky Mountains. Human occupation of the Cook Inlet became possible only after the retreat of glacial ice approximately 12,400 years ago (Wygala and Goebel 2012). The earliest known cultural sites in the Upper and Middle Cook Inlet date to the Early Holocene and are characterized by a core and blade lithic technology used by highly mobile hunter-gatherers who likely entered the area from the Interior.

Denali Complex (11,000 to 8,000 cal. BP)

The Denali Complex was first identified in the Nenana Valley on the north side of the Alaska Range in Interior Alaska. Given their inland origins, populations of this technological tradition appear to have focused on terrestrial rather than marine hunting and gathering (McMahan and Holmes 1996; Dilley 1996; Reger 2006). Artifact assemblages are characterized by wedge-shaped microblade cores; tools that are either carefully designed such as Microblades for use in composite projectiles, burins, and hafted bifacial points. The Denali Complex is also characterized by intensively reduced tools such as side scrapers and cobble tools (Goebel and Potter 2016).

There are no known Late Pleistocene to Early Holocene sites within JBER, but regional representative sites are listed in Table 1 (Cultural Traditions in the Cook Inlet Region Blanchard et al. 2021).

Middle Holocene (7000 to 3000 cal. BP)

After the first people arrived in the Cook Inlet Region, many succeeding cultural traditions with connections to Interior and coastal people, established ties to the region (Reger 2013).

Northern Archaic (5500 to 2500 cal. BP)

The Northern Archaic Tradition is a boreal forest adaptation for hunting large mammals such as caribou, sheep, and moose and is predominately located across Alaska and into the Yukon Territory. Most sites are in interior, mountainous environments but some extend to the coastal mountainous regions in the Brooks Range or around Bristol Bay. The artifact assemblage is characterized by side and corner notched points (Esdale 2008), but microblade technology is also utilized at some locations.

After 5000 cal. BP, the Southern Cook Inlet and the Kenai Peninsula no longer show cultural affiliation with Interior Alaska traditions but instead show influences from Kodiak Island (Krasinski et al. 2016).

Late Ocean Bay II (4500 to 4000 cal. BP)

Late Ocean Bay II sites are typically located on Kodiak Island and the Alaska Peninsula and emphasize a reliance on maritime resources for food. Late Ocean Bay II artifact assemblages are characterized as containing ground slate tools (e.g., points, bayonets), chipped stone artifacts, whetstones, barbed harpoon heads, stone lamps, awls, and needles (Gillespie 2018). The sites are generally located at tidewater and along inland lakes.

Arctic Small Tool Tradition (4000 to 3000 cal. BP)

The Arctic Small Tool tradition (ASTt) is the archaeological name for material culture associated with a Paleo skimo group of people that migrated to the North American arctic from Siberia 4500 – 5000 cal. BP. ASTt colonized a large area from southwestern Alaska to Greenland and displaced the Northern Archaic populations along the coast of Alaska. ASTt had specialized maritime adaptations and the tool assemblage included small, precisely bifacially flaked side blades and end blades, mitten-shaped or stacked-step burins, and triangular or cuboid-shaped burin spalls (Tremayne and Rasic 2016).

There are no known Middle Holocene sites within JBER, but regional representative sites are listed in Table 1 (Cultural Traditions in the Cook Inlet Region Blanchard et al. 2021).

Late Holocene (3000 to 200 cal. BP)

A major gap in the culture history of Cook Inlet exists between 3500 and 3000 cal. BP. The cause may be due to violent eruptions on the Alaska Peninsula at Aniakchak Volcano around 3500 cal. BP, leading to a 500-year gap of a visible archaeological record within the region (Neal 2001; VanderHoek 2009).

Kachemak Tradition (3000 to 1000 cal. BP)

The Kachemak Tradition, an outgrowth of the Late Ocean Bay II tradition, continues the maritime subsistence focus but is defined by increased reliance on storage features (caches), formal processing features, more permanent and substantial architecture for housing, housing consisting of a rectangular semi-subterranean house with a central hearth, and large middens. There is a decrease in mobility as local resources are more intensively harvested (Steffian et al. 2016). Harvesting and processing technology includes a large reliance on ground stone tools, abrader tools, awls, adzes, stone lamps, and notched pebbles, likely used as net sinkers (Dumond 1998). The Kachemak Tradition on the Kenai Peninsula can be broken into two phases: Marine Kachemak and Riverine Kachemak (Reger 1998). Marine Kachemak lived along the coast and harvested marine mammals, marine fish, and shellfish in Lower Cook Inlet along Kachemak Bay and in the Kodiak Archipelago. Riverine Kachemak settlements were typologically related to Kachemak culture of the Lower Cook Inlet but were also adapted to a subsistence in an estuarine or riverine environment; focusing on salmon harvesting and storage along major river systems (Reger 1998; Rogers et al. 2013). Settlements were along rivers optimal for salmon net fishing. Small and large land mammals were also hunted (Reger 1998).

There are no known Kachemak sites within JBER, but regional representative sites are listed in Table 1 (Cultural Traditions in the Cook Inlet Region Blanchard et al. 2021).

Late Ancestral Period (1500 to 200 cal. BP)

The Athabascan or Dene peoples from the Copper, upper Stony, and Mulchatna rivers began moving into Cook Inlet sometime after 2,000 years ago. They cohabited the region with groups from the Kachemak and other cultures for at least 1,000 years (Kari 1988).

Athabascan archaeological sites that date to the last 1,000 years include fish camps, large-scale salmon storage facilities, and villages with large multi-room houses. Instead of a subsistence practice that required high mobility across the landscape, people began to live close to where the

food surplus was stored. Anadromous salmon runs increased and became consistent in Alaska by 1000 AD (Boraas 2007). As a result, people could harvest larger quantities of salmon and dry and store it for later consumption.

Early Dene winter houses were primarily a rectangular, single room, partially excavated into the ground, with a log structure supporting a roof covered with slabs of birch bark and heated with a centrally located hearth. Some houses from the period have been found with attached rooms serving as sweat baths or sleeping areas for older people. The people living in the house slept on benches extending from the walls or on the floor near the centrally located hearth (Reger 2013).

Around AD 1000, a different style of house became dominant on the Kenai Peninsula. Most houses of this period had one or more smaller rooms to the back or side of the main room and connected to the main room by a passageway. Many had entry rooms or tunnels. The later houses were only slightly excavated into the terrain and typically found with earthen walls standing several feet above the surrounding surface (Reger 2013).

Artifacts commonly associated with these sites include stemmed ground slate points, slate ulus, boulder chip knives and scrapers, ground stone splitting adzes with pecked hafting grooves (made from cobbles), and narrow ground stone chisels. Copper points, ulus, and pins have also been found at Late Ancestral sites. Early copper artifacts were believed to be prestige tools traded from the Copper River Basin to Cook Inlet (Wygalek and Krasinski 2019). The Dena'ina also made bone tools including spoons, dart heads, and harpoon heads (used for darting salmon, seals, and beluga whales). Arrow points were made from antlers. Decorative items were made from stone, bone, amber, and seashell, including beads, pendants, earrings, and dangling jewelry. Some of these pieces have been incised with decorative patterns (Reger 2013).

Late Ancestral sites have been reported along Ship Creek, Eagle River, Otter Creek, Sixmile Creek, Cairn Point, and Whitney Point.

Contact and the Russian Period (AD 1741-1867)

The reports from the Russian expeditions of 1741, particularly news of untapped resources of seals and sea otters, brought numerous Russian fur hunters and traders to Alaska by 1745. As news of Alaska's resources spread, other European powers sent voyages of exploration. Many were searching for a possible Northwest Passage between Europe and Asia. One of these voyages was undertaken by Captain James Cook in 1776. In May of 1778, Cook sailed into the Cook Inlet and claimed the area for England. His reports indicate the inhabitants of the inlet (presumably the Dena'ina) possessed items of European manufacture. Cook assumed they were indirectly trading with the Russians, who had established trading posts on Kodiak Island and the Alaska Peninsula. Between 1786 and 1791, the Russians extended their direct influence into Cook Inlet (Fall 1981). Conflicts and competition among independent traders led to the establishment of the Russian American Company (RAC) in 1799. For the next 68 years, the RAC governed the Alaskan territory, from Sitka, under the colonial authority of the Tsar (Black 2004; Johnson 2005).

Although Upper Cook Inlet did not experience the same level of Russian settlement and development as other places in Alaska, Russians did affect the Dene way of life. There are two

sites on JBER (ANC-04564 and ANC-04565) that are a traditional Dene house that has been radiocarbon dated to this period.

American Territory (1867-1912)

The United States purchased Alaska from Russia in 1867. Most Russians returned to their homeland, and RAC assets were sold to American entrepreneurs based in San Francisco, who formed the Alaska Commercial Company (ACC). The ACC established stores along Cook Inlet that provided good and services to American trappers, traders, prospectors, and Alaska Native peoples.

Gold was discovered on the Kenai Peninsula in 1884 and at Hope, on the south side of Turnagain Arm, in 1888. Thousands of miners came to the Turnagain Arm in what is called the Turnagain Arm Gold Rush. The influx of people led to the establishment of the communities of Girdwood, Hope, and Sunrise (Buzzell 2001b, a; DeArmond 1962; Johnson 2005).

No settlements were established in the Anchorage area as a result of the Turnagain Gold Rush, but the arrival of thousands of Euro-American gold miners into the Turnagain Arm had a significant impact on the Dena'ina who occupied the Cook Inlet. During the Circle City gold rush (1893) and Klondike gold rush (1896), the Cook Inlet area, particularly the Dena'ina town of Knik, served as a supply center for the Interior.

The growing population used an existing system of trails established by Alaska Native peoples to travel through the region. Dog sleds were the primary mode of transportation on the winter trails, and the Euro-Americans quickly adopted and adapted dogsled technology developed by Alaska Native peoples (Bureau of Land Management 1986). This trail system stretching across Alaska connected Interior Alaska to ports and would come to be known as the Iditarod Trail. A 1917 map from the US Surveyor General's Office for S014N003W shows a section of trail marked "Seward-Iditarod Trail" extending west from Otter Lake. Other maps from this period show a trail and an abandoned roadhouse in the area of the route described by Steele (1980) which may have connected with the marked section of the Seward-Iditarod Trail, but they are not continuous and are not named. It appears that the construction of the AKRR in 1915 and a road between Anchorage and the Matanuska Valley beginning in the 1920s effectively ended the major usage of the Iditarod Trail in the vicinity of Anchorage.

Congress established the Iditarod National Historic Trail in 1978. Although it is known to have crossed what is now JBER, no work has been done to document, preserve, and promote the trail.

The Alaskan Railroad (1910-Present)

The U.S. Congress granted Alaska territorial status on in August 1912, giving Alaskans a say in the new laws being passed to govern the territory. In 1914, the U.S. Congress funded the construction of a railroad from Seward to Fairbanks. The Alaska Engineering Commission (AEC) began construction of the Alaska Railroad (AKRR) in 1915 and completed the line in 1924. The AEC established its headquarters at the mouth of Ship Creek in the Upper Cook Inlet. The new community of Anchorage was established shortly after on the flats above Ship Creek.

The AKRR was constructed north from Anchorage along the Knik Arm crossing through what would become JBER lands. In addition to the tracks, section houses were built in the area for maintenance crews. A whistle-stop known as Kuney (ANC-00076) was in operation in the early days of the rail line near Eagle River. The original rail bridge over Eagle River (ANC-00099) was constructed in 1924. During WWII, a spur was constructed from the AKRR to transport material to the base. The spur included a large circular section of track (ANC-04402) that served a series of bunkers for storing ordnance (Bush 1944). Although upgraded and improved, the main line of the AKRR on JBER lands remained essentially unchanged until portions were realigned around 2000 (Shaw 2000).

Development of Anchorage (1914-1990s)

As early as 1914, there was speculation that Ship Creek might be the base of operations for the AKRR. Hundreds of men hoping for employment moved to the area and established a temporary settlement of squatter's camps on the north side of Ship Creek referred to as "Tent City" (City of Anchorage 2013). The General Land Office set aside land for a formal town site in 1914, but it was not platted until 1915.

In 1924, the Bureau of Education established the Eklutna Vocational School on approximately 1,368 acres along the tracks of the AKRR near the Native Village of Eklutna, on the north side of the Eklutna River. Like many residential schools in Alaska, Alaska Native children were taken here and given basic education intended to separate the children from their families and culture. The reserve was expanded in 1936 to 328,000 acres. A section of this reserve would become Fort Richardson in 1942. Throughout this period, the school operated a fish camp, now known as the Eklutna Vocational School Fish Camp (ANC-01299) on JBER, where salmon were preserved by drying and brought to the school to be canned in the school cannery. In this way, the fish camp provided students training in fishing methods and canning while providing food for the school. The school was closed in 1946 (Taylor 1969).

Anchorage remained rustic until the late 1930s, when more modern buildings were constructed as a result of pre-war population growth. During WWII, wartime military spending turned Anchorage into a boomtown. After WWII and during the Cold War (1947-1991), Fort Richardson and EAFB were important strategic military assets, which supported Anchorage's continued growth (City of Anchorage 2013).

Homestead Era (1914-1930s)

Construction of the AKRR and the establishment of Anchorage led to an increase of homesteading in the area (Daugherty and Saleeby 1998).

Much of the Anchorage Bowl was available for homestead entry throughout the late nineteenth and first half of the twentieth centuries. Many of the early homesteaders originated from Greece, Russia, Norway, Sweden, and Denmark and were drawn to the Ship Creek area for work on the railroad. In all, there were 79 homestead applications on JBER lands between 1914 and 1939 (Hollinger 2001; Cook et al. 1999).

Federal land withdrawals for the AKRR, the Anchorage townsite, and military reserves gradually decreased the amount of land available to homesteaders. When Fort Richardson, and later EAFB,

were constructed, homesteads on those lands were condemned by the Federal government and purchased from the owners at fair market values. Several of the recorded homesteads on JBER are considered individually eligible for the NRHP including Brown Homestead (ANC-00443), Rosenbohm Homestead (ANC-00839), Hervila Homestead (ANC-00841), Connelius Cabin (ANC-00912), Meier Homestead (ANC-01166), Folberg Homestead (ANC-01167), Kulin Homestead (ANC-04418).

Between 1914 and 1940, there were also people living on JBER lands who were not homesteading. This included the Dena'ina and European American "squatters." Evidence of this has been documented at several sites on JBER including ANC-01169 and ANC-001170 (collapsed cabins) and ANC-01299 (School Fish Camp).

Efforts to build a road from Anchorage to the Matanuska Valley began in the late 1920s, but the War Department's Alaska Road Commission (ARC) resisted requests. ARC's resistance to the Anchorage-Matanuska Road ended in 1933 when they received funds from the Public Works Administration. In the late fall and winter of 1933, ARC graded 12 mi (19 km) of the existing road, constructed bridges over Eagle River, Peters Creek, and the Matanuska River, and completed a road between Anchorage and Palmer (Naske 1986). In 1941, as part of the military build-up in Alaska, work began on the Glenn Highway connecting Anchorage to Valdez via the Richardson Highway. The new highway provided an additional overland route to supply anchorage, Fort Richardson, and Elmendorf Field. By 1945, the Glenn Highway was connected to the Alaska-Canadian Highway via the Tok Cutoff. During the post-war years, the Glenn Highway was a major access route into the Alaskan interior, an examination of historic aerial photographs indicated that the route of the Glenn Highway was moved outside the confines of Fort Richardson between 1950 and 1957.

Military Development, Pre-World War II (1867-1938)

U.S. Army involvement in Alaska began in 1867 when the U.S. purchased Alaska from Russia. Sitka was headquarters for the U.S. Military District, Alaska, which maintained law and order in the new territory and protected inhabitants and their property. The Army also saw to the welfare of Alaska's Indigenous peoples and helped them adapt to customs and laws of the new government (U.S. Army Alaska 1995).

In 1877, the Army relinquished control of Alaska to the Treasury Department but did not entirely leave the territory. The Signal Corps operated weather stations, and a number of officers conducted geographical explorations to learn more about the territory. There are two known Signal Corps related sites on JBER including ANC-02978 (Signal Corps shack) and ANC-04716 (multiple cabins with associated Signal Corps debris).

Prior to World War II, Alaska was not viewed as an important strategic location by the military. Military funding was scarce, and no bases were developed. Although the Army's involvement in Alaska declined during the 1920s and 1930s, work continued on road construction and other improvements. By the late 1930s, WWII appeared imminent, and Alaska was caught up in flurry of military construction that saw the establishment of Fort Richardson

World War II (1939-1945)

As the threat of war with Japan loomed, Alaska's strategic location was more widely recognized. The Anchorage area was chosen for Alaska's first air base because of its railroad and port facilities when Fort Richardson was established by a Presidential Executive Order in 1939. Early on, construction materials had to be shipped in because there were no land connections to the Lower 48 states and air routes had not yet been established (Bacon et al. 1986; Cook et al. 1999). American troops arrived in Anchorage in 1940, beginning a decade of rapid growth and military expansion. The population of Anchorage soon doubled as a result of military construction.

With the outbreak of World War II and the Japanese attack on the Aleutians, Anchorage became a center of the American defense of Alaska and later a staging point for attacks on the Kurile Islands. Seven historic districts were developed during this time: the Flightline, Alaska Air Depot, Recreation Buildings and Chapels, Residential Area, Fuel and Water Pump Buildings, Ammunition Storage and Defense, and Post Engineer Yard. The first three are eligible for listing in the national Register for Historic Places.

Ground Defenses (1944-Cold War)

When the US entered WWII, the fear of a Japanese ground invasion on Alaska soil heightened. While primarily an air base populated by members of the Army Air Corps, there was a perceived need to train and prepare soldiers at Elmendorf Field for a possible ground attack. The surrounding terrain on the installation was studied to determine likely approach angles of enemy troops, pillboxes were erected, and troops excavated slit trenches and foxholes. Over time, base commanders recognized that a ground attack at Elmendorf Field was unlikely, and efforts to construct a ground defense network waned (Shaw 2000).

In 1947, the USAF became an independent branch of the military. Shortly after, Elmendorf Airfield became EAFB. As more Army troops arrived, the ground defense for both installations became the responsibility of Fort Richardson.

As the Cold War progressed, the perception an enemy threat with regard to base defense changed from anticipating a land invasion that could be met at a defensive line to expecting paratroopers to drop within the defensive perimeter to air and/or missile attacks.

Cold War (1946-1989)

At the outset of the Cold War in 1946, Alaska found itself to be strategically located to defend against Soviet bombers. The population of Anchorage was 3,000 in 1940 and increased significantly to 47,000 by 1951. The Alaska Road Commission completed a road between Seward and Anchorage along Turnagain Arm in the early 1950s. The Alaska Statehood Act in 1959, the state's primary industry shifted to oil and gas development (Tower 1999; Waddell 2003).

Throughout the Cold War, there was a continuing buildup of a military infrastructure on JBER, particularly small- and large-scale training facilities and housing. Fort Richardson was primarily a training and administrative center of Army forces in Alaska. In 1950, Fort Richardson moved to the current location of JBER-Richardson, and Elmendorf field was taken over by the USAF to become Elmendorf Air Force Base (USAF 2017:101; Denfeld 1994). Elmendorf was a support

facility for Forward Operating Bases and was where aircraft maintenance, supply distribution, and command was centered.

Military Training Areas (1941-Present)

During the Cold War, there was a continual build-up of military infrastructure on what would become JBER, which included small- and large-scale training facilities. Throughout the Cold War, Fort Richardson was primarily a training and administrative center for US forces in Alaska. To support the mission, multiple Training Areas (TAs) were established (Grover 2020).

A variety of activities may take place in a TA, mostly related to ground and air combat forces practicing movements and tactics. JBER's TAs can be separated into several broad categories including small arms ranges, large arms ranges, training villages and sites, maneuver/bivouac areas, and miscellaneous training sites. Each of these activities leaves features and artifacts related to the type of training undertaken. Fort Richardson was particularly well-suited to various types of cold weather and wilderness training as well. After the end of the Cold War (1991), Fort Richardson regularly hosted foreign military units and conducted joint military exercises (Grover 2020).

A historic context for miscellaneous US Navy, US Army Air Corps/USAF, and US Marine Corps training lands was developed by the DoD in 2010 (Smith et al. 2010). Specific contexts/guidance for evaluating small arms ranges, large arms ranges, and training villages, mock sites, and large-scale operations areas were developed in conjunction with the larger context (Archibald et al. 2010a; 2010b; 2010c). There is also a context specific to JBER (Grover 2020).

Survey Methods and Results

The area of potential effect was surveyed in 10 meter transects. Transects were reduced in some areas to ensure a visual inspection of the entire survey area. Archaeologists used a GPS receiver capable of submeter accuracy to map sites and features. Archaeologists documented survey coverage results using standard field documentation (e.g., photographs and notes written in field notebooks). No subsurface tests were conducted. During this survey, it was noted that a significant portion of the site improvement area was previously disturbed. The trees were examined for indications of cultural modification, and none were observed. The area was surveyed previously by archaeologists in 2006 as part of the Port Intermodal Expansion Project. No cultural resources in the area of potential effect were assigned Alaska Heritage Resource Survey numbers at that time.

In the prior survey in 2006, seven Fun N Fitness Trail™ resources were located, however only two of these structures were re-identified in Area #1 (Figure 3). The first fitness structure is made of wood and has been heavily degraded. Four posts approx. 5.75 in. diameter are set in a grid pattern approx. 70.5 in. apart. There are cross beams approx. 89.5 in. attached to the posts with 12 in. galvanized bolts. The beams used have drilled holes every 12 in. parallel and perpendicular to the ground. The type of fitness structure cannot be determined. The second fitness structure was constructed with the same wooden beams as structure #1 and maintains integrity. The structure has a similar construction pattern with 4 posts evenly spaced. There are 8 extra posts for stabilization of the structure located in pairs along the side of the main posts. The

structure has 8 pipes making up an overhead traverse that are evenly spaced 12 in. apart. There is a large tree fall that is supported by the fitness structure. The structure was used as an overhead traverse section of the Fun N Fitness Trail™. Research was conducted for the significance of the Fun N Fitness Trail™, but no information pertaining to the structures on JBER was found. The entire area is heavily forested with alder, cottonwood, and birch with an understory of grasses and other brush. The ground in the forested area is undulating, with few level areas.

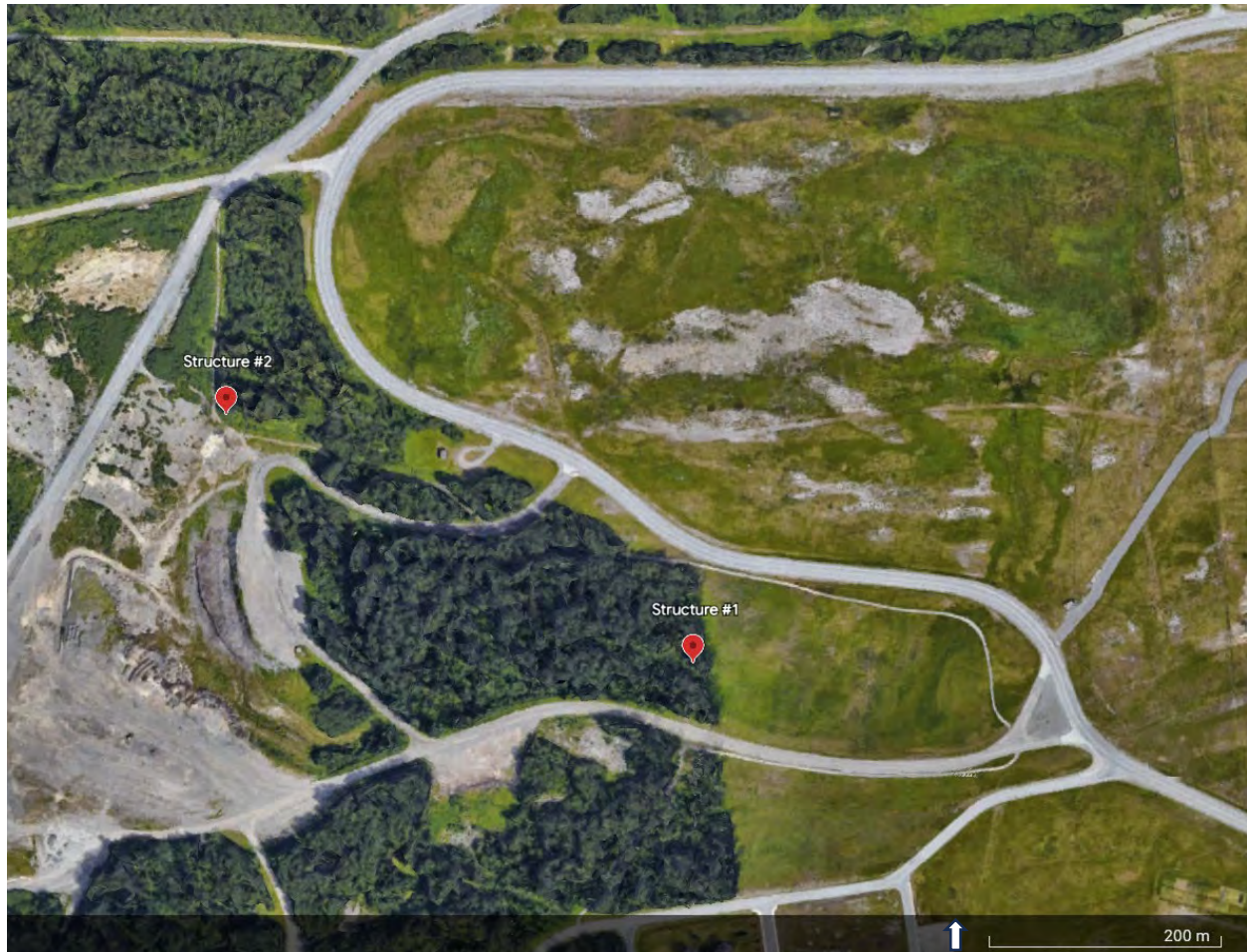


Figure 3. Fun N Fitness™ Physical Training Features Identified During Survey



Figure 4. Fitness Structure #1; Connected beams



Figure 5. Fitness Structure #1; Connected Beam and Post



Figure 6. Fun N Fitness Trail™ Fitness Structure #2; Overhead Traverse (northwest facing)



Figure 7. Fun N Fitness Trail™ Sign for Fitness Structure #2



Figure 8. Fun N Fitness Trail™ Fitness Structure #2; Overhead Traverse (north facing)

Historic Imagery and Historic Maps:

In 1939 historic aerial imagery, this area was not heavily forested and rather clear of natural resources (Figure 9). This could be due to nearby homesteading practices by Werner Ohls who applied for patent in 1924 or John McLeod who applied for patent in 1917 but cannot be determined. In 1950 aerial imagery, the southern section of survey area #1 was cleared (Figure 10). There are multiple different roads and trails that can be seen going through Area #1. In 1974 aerial imagery, the area continued to be a clearing with several roads and trails going through Area #1 (Figure 11). In 1999 aerial imagery, the roads previously seen are no longer visible and Area #1 is mostly forested (Figure 12). The LiDAR imagery shows the area has been heavily disturbed through military use. The area continued to be cleared for use of the runway located to the east of the survey area. The fitness structures are not visible in the aerial imagery and the date of construction is not known. No other structures of importance can be seen within the survey area throughout the aerial imagery.

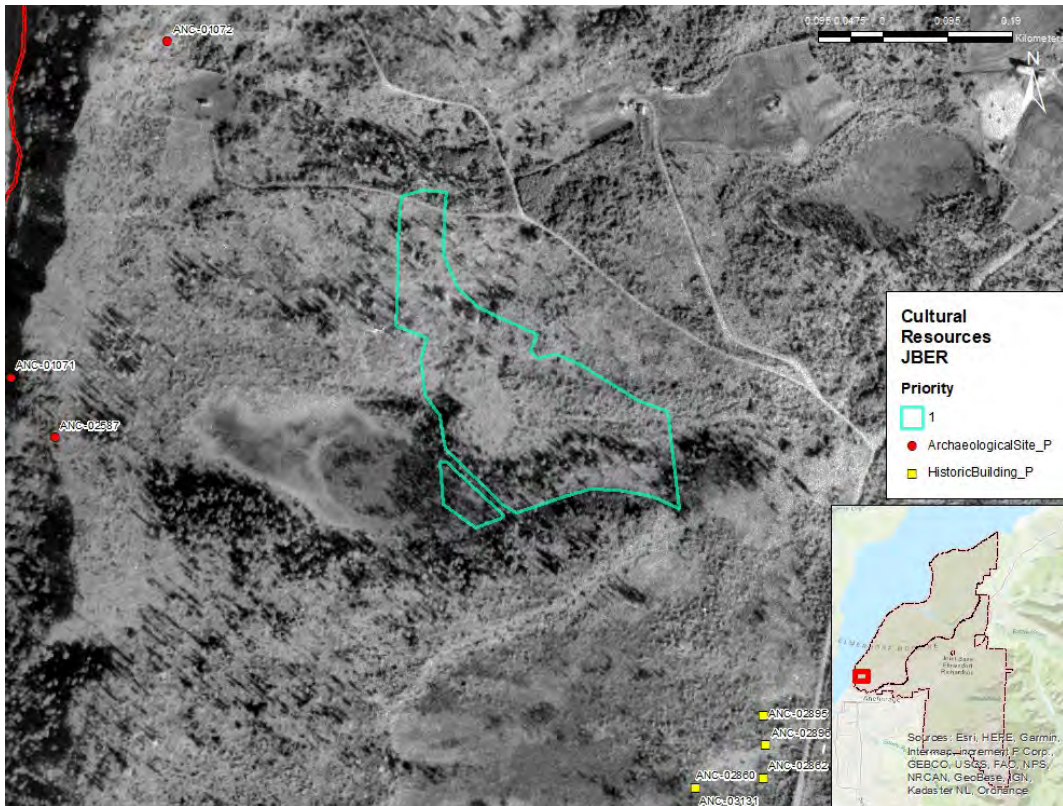


Figure 9. 1939 Aerial Imagery

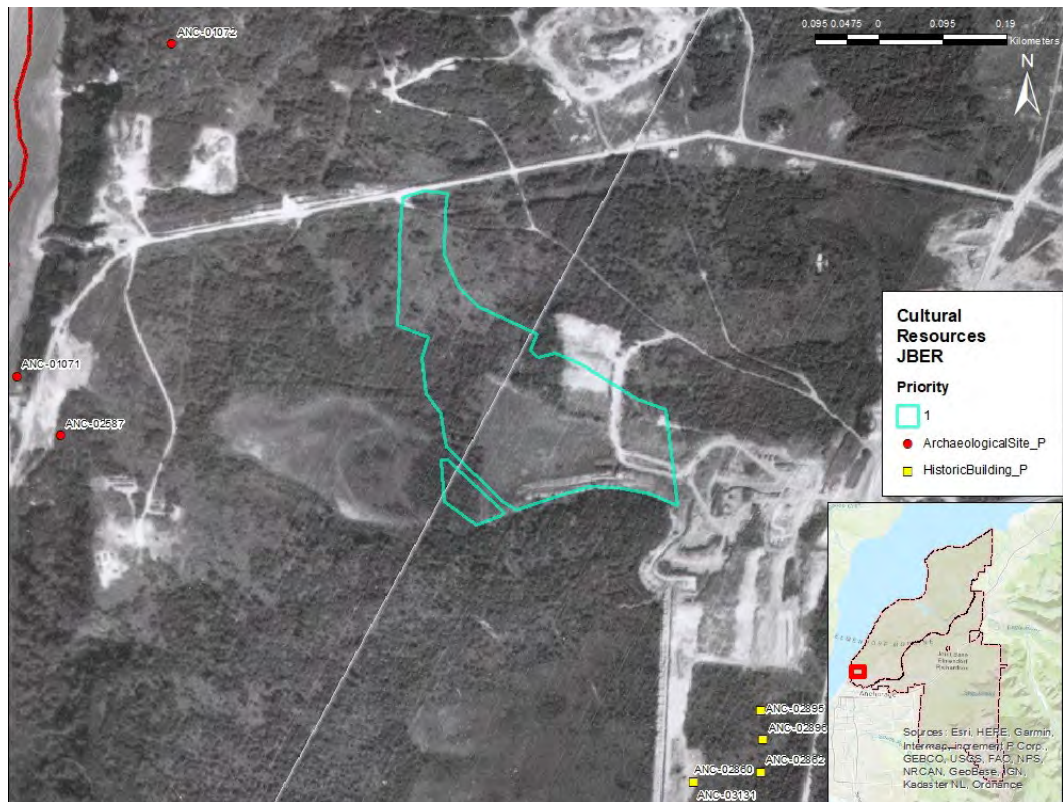


Figure 10. 1950 Aerial Imagery



Figure 11. 1974 Aerial Imagery



Figure 12. 1999 Aerial Imagery

Determination of Eligibility:

There are 15 cultural resources in the ½ mi. area of potential effect around Area #1 (Table 1). None of these resources have been determined eligible NRHP by SHPO, excluding the possible grave and pill box which have not been evaluated. None of these resources are within Area #1.

Table 2. Known resources within ½-miles of area of potential effect.

| AHRS No. | Description | NRHP eligibility | Affected by undertaking? |
|-----------|--|------------------|--------------------------|
| ANC-02897 | Building 8128, Beluga Hall | No | No |
| ANC-02862 | Building 8128, Professional Military Education Facility | No | No |
| ANC-03136 | Building 7153, Dormitory | No | No |
| ANC-02896 | Building 8126, Chinook Hall | No | No |
| ANC-02895 | Building 7152, Knik Hall | No | No |
| ANC-03130 | Building 7111, Dormitory | No | No |
| ANC-03131 | Building 7113, Dormitory | No | No |
| ANC-02860 | Building 8111. Military Post Office and Laundry Facility | No | No |
| ANC-03132 | Building 7122, Theater | No | No |
| ANC-02567 | Military Features Along Haul Road and Cherry Hill | No | No |
| ANC-02587 | Possible Grave | No | No |
| ANC-01071 | Pill Box | No | No |
| ANC-01072 | Anti-Aircraft Defense | No | No |
| ANC-01051 | Building 12095/31-600 Liquid Fuel Pumping Station | No | No |
| ANC-01337 | Tak'At | No | No |

There is no indication that the Fun N Fitness Trail™ structures are associated with events that contribute to broad patterns of military, state, or local history (Criterion A) or with the life a person significant in the past (Criterion B). The design of the workout equipment used along the fitness trail is not notable of a specific period or style (Criterion C) nor are they likely to yield information important to our understanding of the past (Criterion D). Criteria Consideration G (Properties that have Achieved Significance Within the Past Fifty Year) must be applied to properties less than 50 years old. For properties of this age to be eligible for the NRHP, they must be of exceptional significance. No evidence could be found that demonstrates an association between these resources and exceptionally significant events. Therefore, the work out equipment does not qualify under Criteria Consideration G. JBER recommends these structures are **not eligible for the NRHP.**

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ARTICLE I – OFFICERS

1. The commission shall annually organize and elect a Chair and Vice-Chair at its first meeting in January.
2. The Chair shall preside over the meetings of the Commission and shall exercise all the powers usually incident to the office and shall be a voting member with full right to have their vote recorded in all deliberations of the Commission. The Chair or a designated appointee shall attend Anchorage Assembly and other Municipal Board or Commission meetings at which important Commission recommendations are presented and shall speak on behalf of the Commission.
3. The Vice-Chair shall assume the duties of the Chair in their absence. In case of the absence of the Chair and Vice-Chair, the members present may elect for the meeting a Temporary Chair, who shall during such meeting have full powers of the Chair.
4. The Planning Director shall be the Secretary. In the Planning Director's absence, the Historic Preservation Officer or other member of the planning staff shall act as Secretary. The Secretary shall keep a record of all meetings of the Commission and shall keep such files as may be required.

ARTICLE II - MEETINGS

11. Regular meetings of the Commission shall be held on the third Thursday of the month at 5:30 p.m., unless notice of postponement is given each member at least twenty-four hours prior to that time. If the regular meeting shall occur on a holiday observed by the Municipality, the meeting shall be rescheduled at the discretion of the Chair or Secretary to a date that is not a Saturday, Sunday, or holiday observed by the Municipality. Should

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- the Commission be unable to complete all the required business at a regular meeting, the Commission shall continue the meeting to a designated date not later than four weeks from the scheduled date.
12. Special meetings may be called by the Chair or Secretary, provided that at least twenty-four hours notice of special meeting is given each member at their established business or residence.
 13. Meeting of the Commission shall be held at a designated place unless notice of another meeting place is given to each member at least twenty-four hours prior to the meeting and a public posting is made at the regular meeting place informing the public of the change of meeting location.
 14. All meetings of the Commission shall be open to the public, except that any question permitted by law may be discussed in an executive session, which is closed to the public, provided that no final action is taken on any question in that session.
 15. A majority of the membership of the Commission shall constitute a quorum for the transaction of business. Action by the Commission shall require the favorable vote of a majority of the full membership of the Commission. Full membership means a majority of nine, less the number of Commissioners excused for conflicts of interest.
 16. Any member who has a substantial direct or indirect financial interest in any question being voted shall identify their interest but shall not be excused from voting hereon except with the concurrence of the majority of the other members present.
 17. Any member of the Commission anticipating an extended period of absence from Commission meetings shall so advise the Commission at a prior meeting. A member

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who misses three consecutive regular meetings without prior excuse shall automatically be recommended to the Mayor and Assembly for replacement.

18. In all matters not covered by these rules, Roberts Rules of Order, Revised, shall govern.
19. All recommendations by the Commission to the Anchorage Assembly, or **other Municipal Board or Commission**, shall be made by resolution. Resolutions shall be numbered consecutively within each year, according to the sequence of approval, shall be signed by the Chair and the Secretary. **The minutes of the meeting at which the resolution is adopted shall show the vote of each member.**
20. The agenda for each regular meeting of the Commission shall be prepared by the Secretary and shall be distributed to each member at least **twenty-four** hours prior to the meetings.

The order of business at all meetings of the Commission shall be as follows:

1. Roll Call
2. Minutes
3. Special Order of Business
4. **Consent Agenda**
5. **Old Business**
6. New Business
7. Persons to Be Heard
8. Committee Reports
9. Staff Report
10. Adjournment

21. The deadline for adjournment of all meetings shall be as designated by a majority vote of the members present.

ARTICLE III - CHANGE OF RULES

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1. The Rules of Procedure may be amended at any regular or special meeting of the Commission by a majority vote of the membership of the Commission.

Approved: **DATE**

WORKING DRAFT 12-21-2023

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Anchorage Municipal Code
Title 4 (current 2023)

4.60.030 - Historic preservation commission.

- A. *Purpose.* There is established an historic preservation commission to encourage and further the interests of historic preservation by identifying, protecting, and interpreting the municipality's significant historic and cultural resources for the economic and social benefit of the community.
- B. *Composition and terms of members.*
1. The commission shall consist of nine voting members, appointed by the mayor subject to confirmation by the assembly. Members of the commission serve at the pleasure of the mayor.
 2. Each member shall be appointed pursuant to chapter 4.05 or for the unexpired portion of a predecessor's term.
 3. Unless otherwise provided in this section, the commission shall be governed by the provisions of Chapter 4.05.
- C. *Ex-officio members.* To assist the commission, there shall be three ex-officio members:
1. The Planning Director, or designee;
 2. The Real Estate Department Director, or designee; and
 3. The Alaska State Historic Preservation Officer (SHPO).
- D. *Qualifications.* At a minimum, each voting member of the commission shall have a demonstrated interest, competence or knowledge of:
1. The history of Anchorage;
 2. Architecture, design, history, real estate, construction or other matters relevant to judging the economic and cultural value of particular historic preservation activities;
or
 3. Historic preservation.

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4. To the extent available in the municipality, commission members shall include:
 - a. One architect, art historian or historic preservation architect;
 - b. One member with experience in building construction, such as a building contractor or structural engineer;
 - c. One member with experience in the real estate, such as a real estate developer, appraiser or broker;
 - d. One historian;
 - e. One archeologist;
 - f. One Native Culture Advisor with knowledge of local indigenous history and culture;
 - g. One member with legal expertise in historic preservation, land use, or real estate;
 - h. Two citizens-at-large members.
5. If upon written documentation that a reasonable effort has been made to fill a position from a professional discipline that is not represented on the commission, the commission shall seek expertise in this area from consultants meeting the Secretary of the Interior's professional qualifications standards.

E. Powers and duties of commission. The commission shall:

1. Prepare regulations and submit to the assembly for approval establishing standards, definitions, and procedures for identification of, designation of, and review of actions pertaining to historic resources.
2. Prepare and maintain a comprehensive inventory of historic and cultural resources. The local Historic Inventory shall be compatible with Alaska Heritage Resources Survey categories. A digital file shall be submitted annually to the State of Alaska Office of History and Archeology.

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3. Prepare and submit to the assembly, mayor, and planning and zoning commission for approval by ordinance, a procedure for designating, without changing or modifying the underlying zoning classification:
 - a. Resources on the Historic Inventory with "HI"; and
 - b. Properties listed in the Alaska Landmark Register, the National Register of Historic Places and/or the Municipality of Anchorage Local Landmark Register with "HR".
4. Formulate an Historic Preservation Plan, and submit to the assembly, mayor, and planning and zoning commission for incorporation into the 2020 Comprehensive Plan.
5. Review applications for designation of Historic and Cultural Resources, including nominations to the Alaska Landmark Register and National Register of Historic Places, and under applicable federal and state laws, nominate such resources to the Municipality of Anchorage Local Landmark Register:
 - a. The commission may nominate municipal properties including those listed on the Alaska Landmark Register and National Register of Historic Places for the Anchorage Local Landmark Register.
6. Under the Alaska Historic Preservation Act and the National Historic Preservation Act of 1966, 54 USC 300101 et seq.:
 - a. Serve as the historic preservation review commission for the municipality for the purpose of maintaining the municipality as a certified local government;
 - b. Serve as the local historical district commission for the municipality under AS 29.55 and AS 45.98, and maintain the Municipality of Anchorage Local Landmark Register.
 - c. Under federal and state law, recommend eligible properties to the state historic preservation officer for nomination to the National Register of Historic Places.
7. Recommend to the Mayor and the Assembly resources and potential incentives to assist historic property owners in the preservation, restoration, rehabilitation and repair of historic property.

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8. Advise the assembly and planning and zoning commission concerning historic preservation planning and its implementation, and recommend appropriate amendments to the Comprehensive Plan, Title 21, and other local development regulations to promote the purposes of this chapter.
9. Recommend to the Assembly and the Planning and Zoning Commission maintenance programs for municipally-owned Historic Properties, Historic Resources or properties within Historic Districts.
10. Make recommendations to the mayor and assembly concerning:
 - a. Acquisition of property or interests in property;
 - b. Availability and use of public or private funds to promote the preservation of properties and districts within the municipality;
 - c. Enactment of legislation, regulations and codes to encourage the use and adaptive reuse of historic properties.
11. Provide information, in the form of pamphlets, newsletters, workshops or similar activities, to historic property owners on methods of maintaining and rehabilitating historic resources.
12. Officially recognize excellence in the rehabilitation of historic buildings, structures, sites and districts, and new construction in historic areas.
13. Develop and participate in public information, educational and interpretive programs and activities to increase public awareness of the value of historic preservation.
14. Establish liaison, support, communication and cooperation with federal, state and municipal governmental entities and departments, as well as boards and commissions, to further historic preservation objectives, including public education.

F. Historic Preservation Officer.

1. The Director of Community Development shall appoint a municipal employee as an Historic Preservation Officer (HPO).

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2. The HPO shall have a demonstrated interest in historic preservation and be a qualified professional in one or more pertinent fields, such as historic preservation, architecture, archeology, architectural history, cultural anthropology, history, historic architecture or a closely related field.
 3. The duties of the HPO shall include:
 - a. Act as staff support for the commission.
 - b. Act as intermediary between the commission and municipal departments, including notification of appropriate officials of Historic Inventory (HI) and Historic Register (HR) properties.
 - c. Receive and present applications, with comments and evaluation as appropriate, to the commission for review.
 - d. Provide technical and background information to the commission.
 - e. Perform such other duties as required by the commission.
- G. *Local landmark register.* There is established a Municipality of Anchorage Local Landmark Register.
1. *Purpose.* The purpose of this section is to establish the Municipality of Anchorage Local Landmark Register. Local landmark registers are a foundational element in historic preservation programs throughout the world. The purpose of the local landmark register is to document the buildings, districts, structures, sites, landscapes, travel routes, traditional cultural properties and objects significant to the history and culture of Anchorage, and the communities within.
 2. *Qualification.* The local landmark register is a voluntary program available to anyone seeking to document and recognize a resource by this nomination process. Resources listed in the local landmark register neither supersede nor limit National Register of Historic Places, or Alaska Landmark Register eligibility and listing. To be qualified for listing on the local landmark register, a resource must be identified as at least 30 years old and must be both "significant" and retain sufficient "integrity" to convey the significance, as those terms are defined in Anchorage Municipal Code of Regulations Chapter 4.60.

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HISTORIC PRESERVATION COMMISSION
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3. *Nomination and designation process.* Anyone may file an application to initiate the designation of a resource to the local landmark register, provided they have obtained the owner's permission. The historic preservation officer shall review the application and refer completed applications to the historic preservation commission in accordance with Anchorage Municipal Code of Regulations Chapter 4.60.

H. The sunset provisions in section 4.05.150 shall not apply to this board.

(CAC 2.64.680—2.64.690; AO No. 77-304; AO No. 82-49; AO No. 83-44; AO No. 86-154; AO No. 87-96; AO No. 2004-96, § 1, 6-8-04; AO No. 2006-175, § 1, 1-9-07; AO No. 2011-64(S-1), § 5, 6-28-11; AO No. 2011-81, § 3, 8-30-11; AO No. 2015-97, § 1, 9-15-15 ; AO No. 2021-32 , § 1, 4-14 21)

Charter reference— Boards and commissions, § 5.07.

Cross reference— Naming of municipal buildings, other fixed facilities and public places, ch. 3.97; historic preservation project fund, ch. 6.100; land use planning, supplementary district regulations, ch. 21.45; building regulations, ch. 23.05; public lands, tit. 25.

State Law reference— Historical commissions, AS 29.55.010; historical district revolving loan fund, AS 45.98.