Municipality of Anchorage

Historic Preservation Commission

A G E N D A

Thursday, January 25, 2024
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: 280 925 797 849, Passcode: 946zbf
Or Join by Conference Call:
Dial-in Number: 907-519-0237
Conference ID: 901 561 509#

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

IV. UNFINISHED BUSINESS

A. Election of 2024 HPC Officers
B. Discussion of HPC Priorities in 2024
C. Government Hill Wireless Station
D. Historic Preservation Plan (HPP) Subcommittee
E. Section 106 Consultation: Alaska Railroad MP 127.5 Bridge Replacement
F. Section 106 Consultation: 4th Avenue Signal and Lighting Upgrades
G. Section 106 Consultation: JBER Runway 06 Clear Zone Vegetation Removal

V. NEW BUSINESS

A. HPC Resolution: CLG Grant Project to Create a Local GIS Inventory and Register
B. Section 106 Consultation: Alaska DOT&PF Safer Seward Highway Project
C. Section 106 Consultation: TSAIA (ANC) RON 2 Rehabilitation
D. Section 106 Consultation: Alaska DOT&PF 36th Avenue Interchange

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

VII. OTHER BUSINESS / STAFF REPORTS

VIII. ADJOURNMENT

Next Regular Meeting – February 15, 2024

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.

Historic Preservation Commission

January 25, 2024, Meeting Packet TOC

TOC continued next page…

Municipality of Anchorage

Planning Department

Memorandum

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.

(Continued on next page)

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

Historic Structure Report (HSR) for the Government Hill Wireless Station (ANC-00306)

With Tracked-Changes Edit Comments from HPC Chair Klug, Commissioner Scher, and HPO Staff

Prepared for:
Municipality of Anchorage
Historic Preservation Commission

Prepared by:
Robert Meinhardt, MA
Casey Woster, MA
Joan Bayles Burgett, MA, RPA
True North Sustainable Development Solutions, LLC

In Cooperation With:

Connor Scher, Vice-Chair
Bryce Klug, Chair
Kristine Bunnell, HPO
Tom Davis, Municipality of Anchorage Senior Planner and HPO
Bill Lyle, Municipality of Anchorage Facilities Maintenance Department Manager
Municipality of Anchorage Historic Preservation Commission

And:

Michael Anderson, PE, SE, Structural Engineer

November 2023

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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

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.

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.

Table of Contents

List of Figures

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).

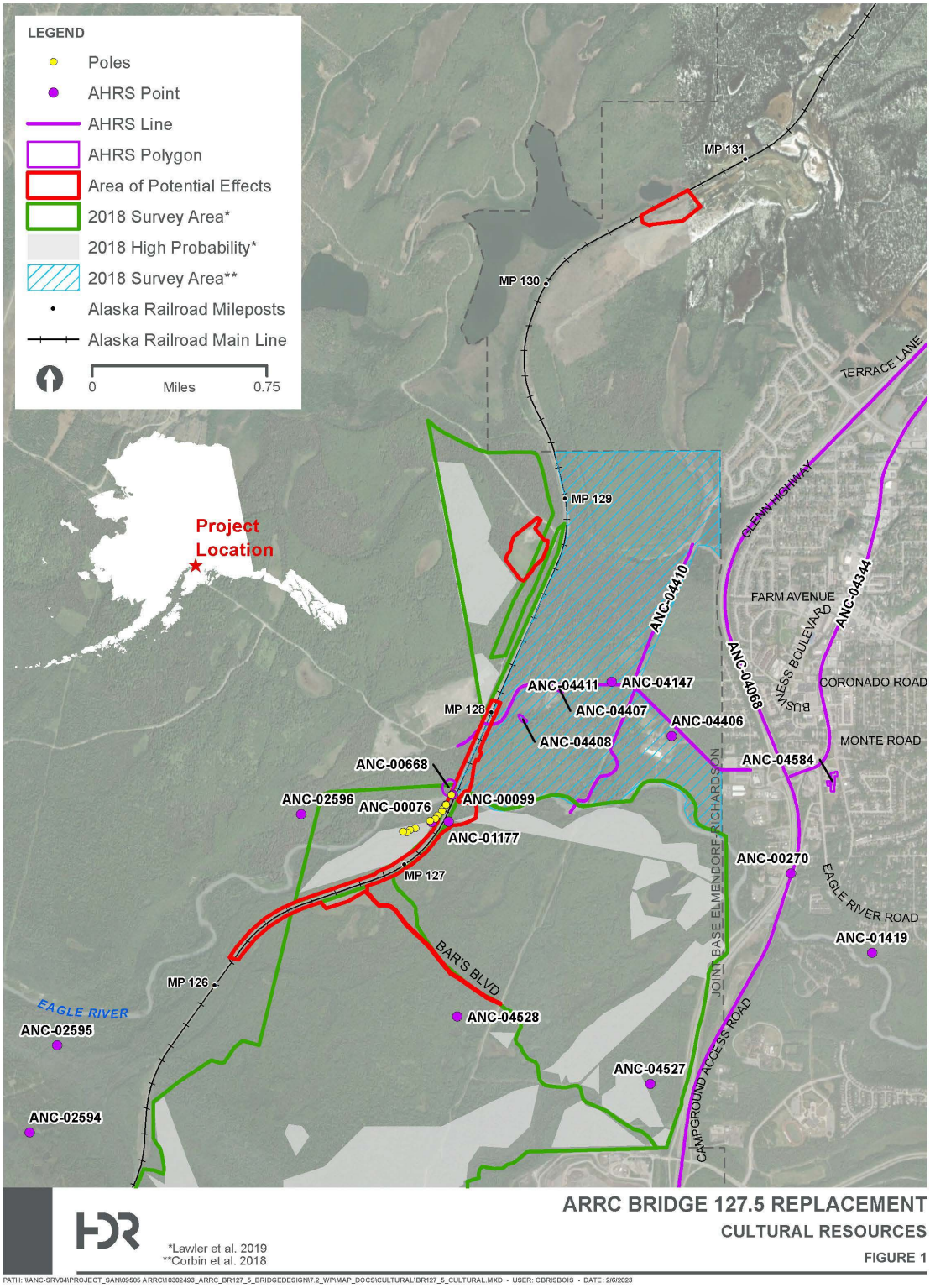

Figure 1. Project area, AHRS sites, prior surveys, and proposed APE

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.

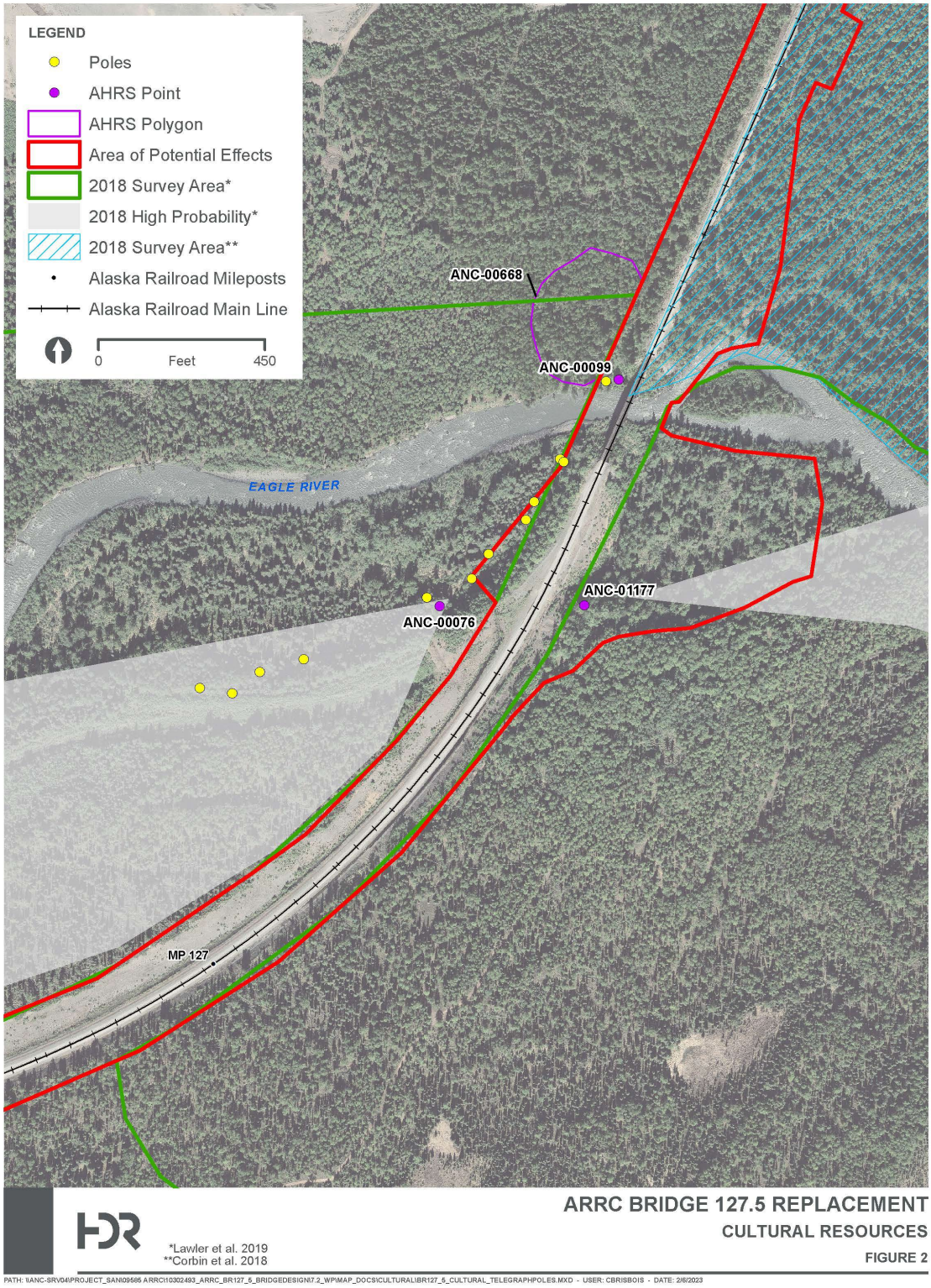

Figure 2. Location of poles and proposed APE.

Figure 4. Pole near ANC-00099.

Figure 3. Pole close-up with insulators.

Figure 6. Close-up of faded marker.

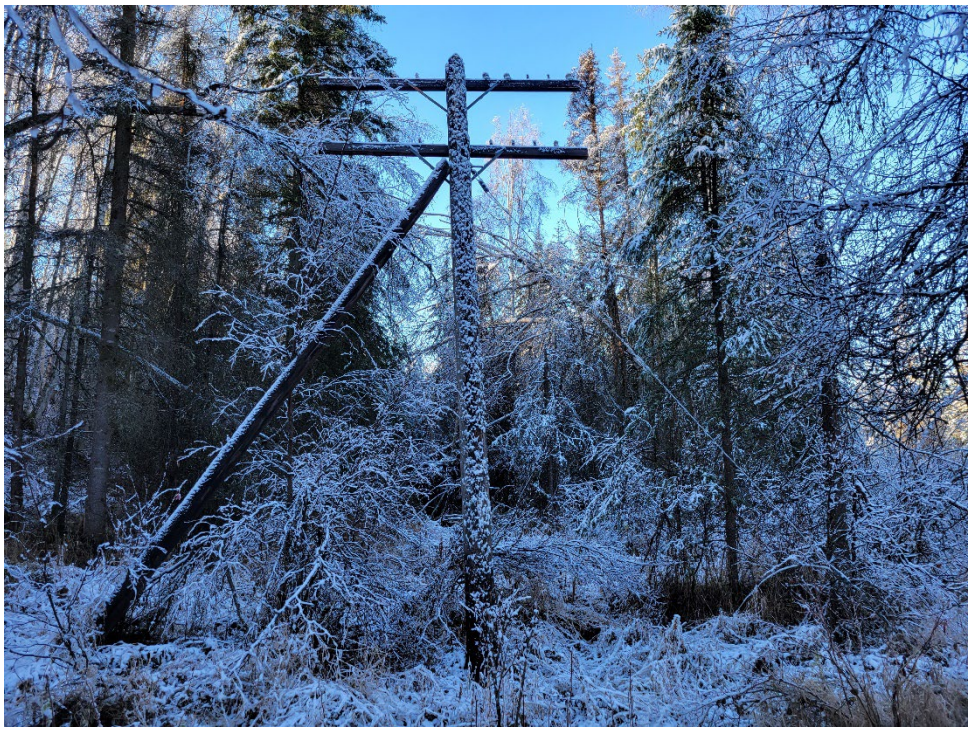

Figure 5. Pole with support beam and guy wire.

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

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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
2018 2018 Joint Base Elmendorf-Richardson Section 110 Cultural Resources Survey. Prepared by HDR, Alaska, Inc. for EA Engineering, Science, and Technology, Inc. PBC.

Hotchkin, Barbara
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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
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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

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

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

THE STATE of ALASKA
GOVERNOR MIKE DUNLEAVY

Department of Transportation and Public Facilities

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.*

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 November 3, 2017 and executed by FHWA and DOT&PF.

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 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	Eligible – 2004	Listed – 2008
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).*

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

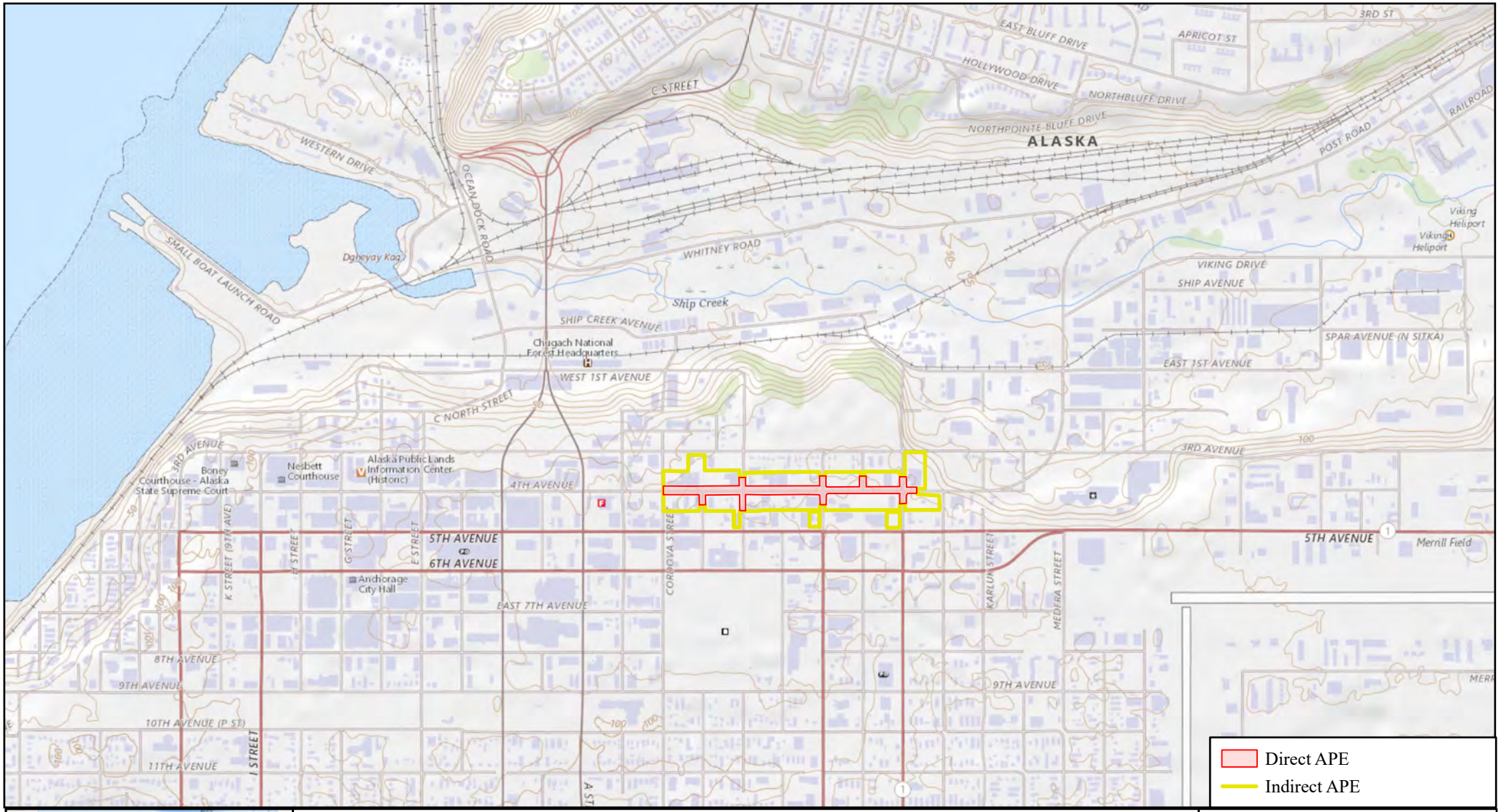
Enclosures:

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



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

2023

Map Scale: 1:15,000 Contains Sensitive Information: Not for Public Dissemination

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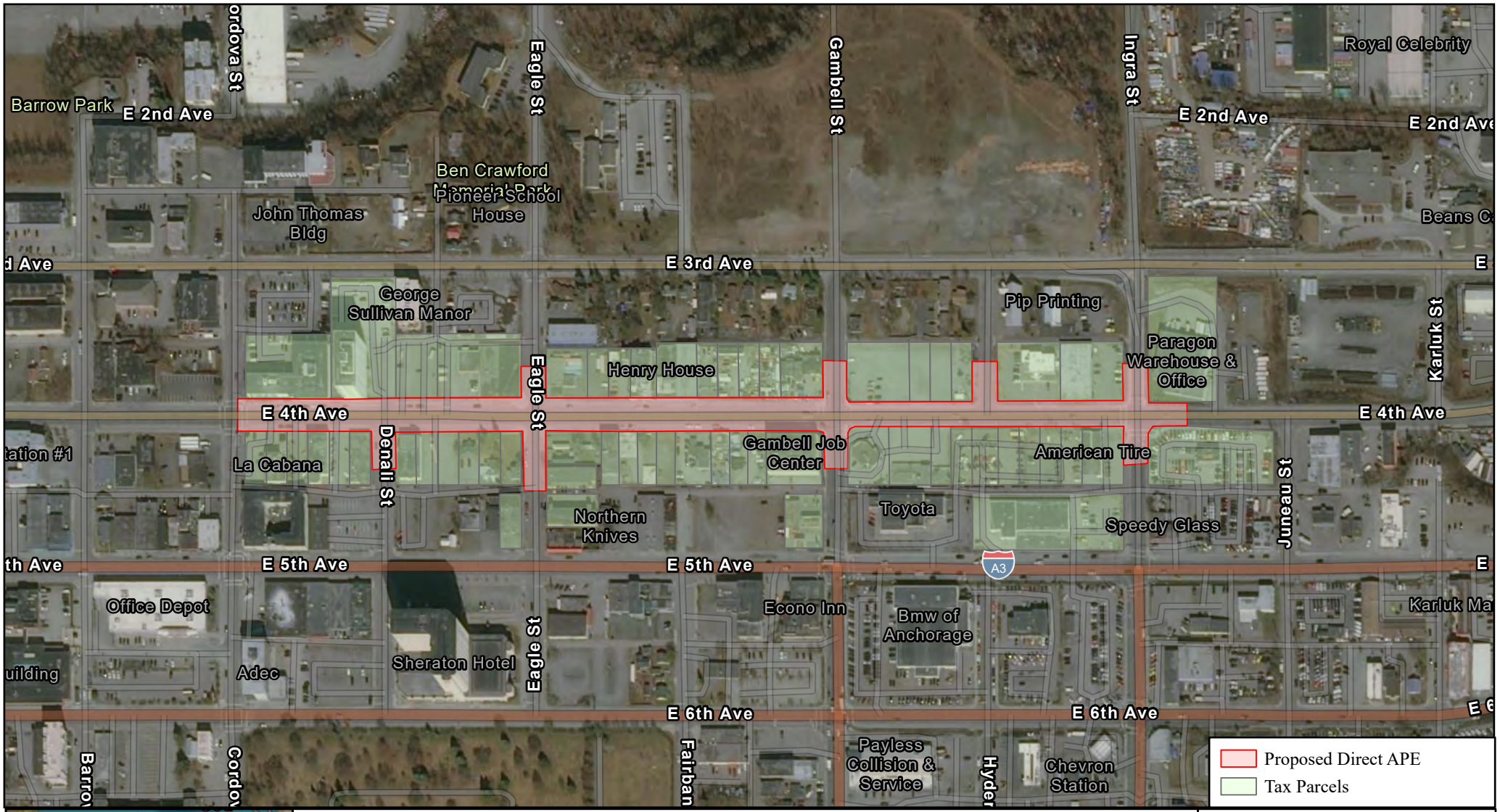

Proposed Direct APE
AMATS: 4th Avenue Signal and Lighting Upgrades
Project No. CFHWY00555 Located in Anchorage, AK 99709

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AHRS Information obtained from AHRS Database.

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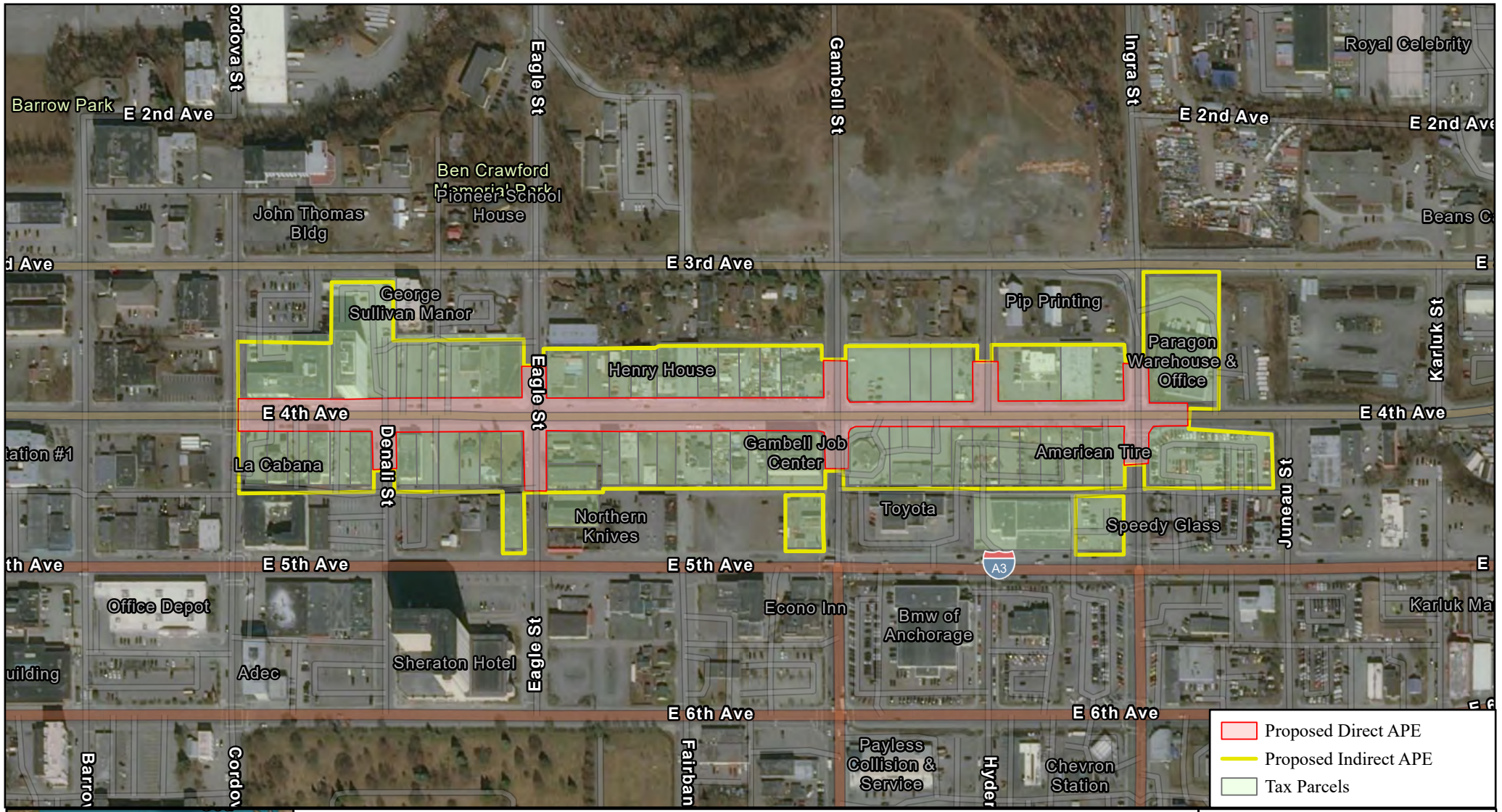

Proposed Direct and Indirect APE
AMATS: 4th Avenue Signal and Lighting Upgrades
Project No. CFHWY00555 Located in Anchorage, AK 99709

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AHRS Information obtained from AHRS Database.

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Map Scale: 1:4,000 Contains Sensitive Information: Not for Public Dissemination

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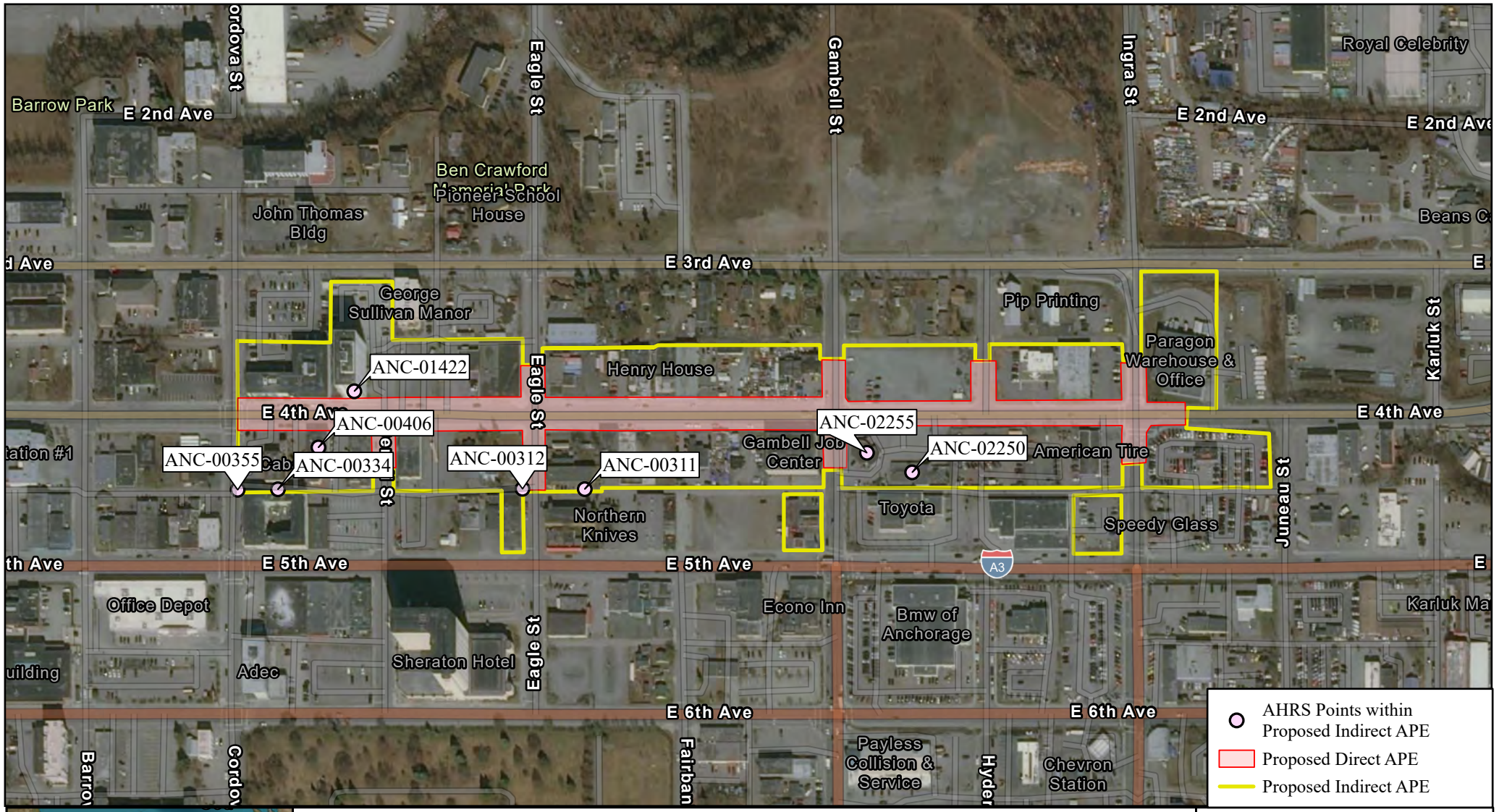

AHRS Sites within Proposed Indirect APE
AMATS: 4th Avenue Signal and Lighting Upgrades
Project No. CFHWY00555 Located in Anchorage, AK 99709

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AHRS Information obtained from AHRS Database.

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Map Scale: 1:4,000 Contains Sensitive Information: Not for Public Dissemination

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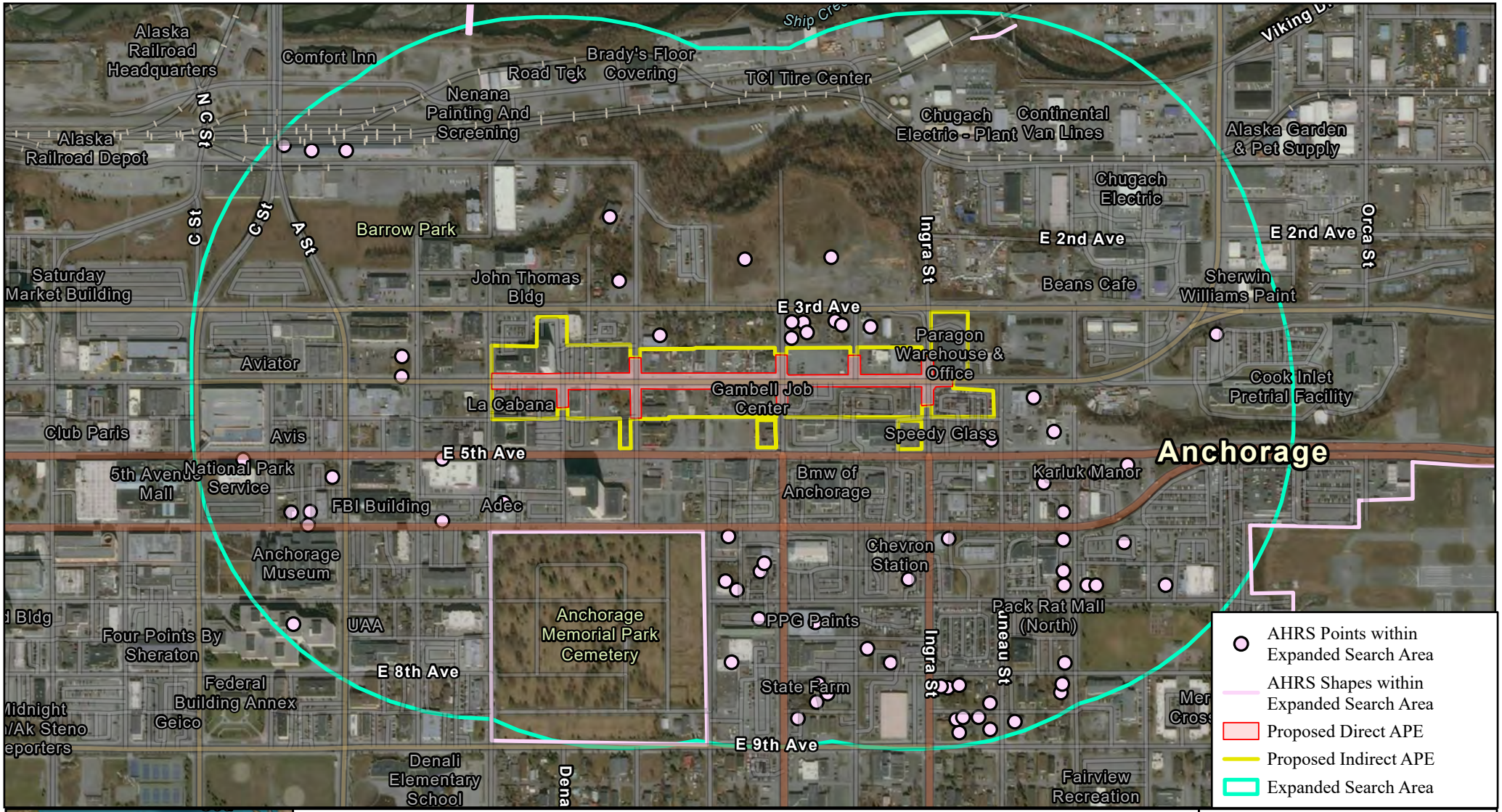

AHRS Sites within Expanded Search Area
AMATS: 4th Avenue Signal and Lighting Upgrades
Project No. CFHWY00555 Located in Anchorage, AK 99709

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AHRS Information obtained from AHRS Database.

2023

Map Scale: 1:8,250 Contains Sensitive Information: Not for Public Dissemination

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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

Date Received:

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A. Project/Report Cover Sheet Information

1. Date Submitted:
2. Project Number: CFHWY00555
4. Project Name: AMATS: 4th Avenue Signal and Lighting Upgrades Design Service
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: Robert Meinhardt, Joan Bayles Burgett, Casey Woster, Jonathan Coffey
7. Submitting Organization/Agency: Department of Transportation and Public Facilities
8. Organization/Agency Prepared For: Kinney Engineering, LLC and Alaska Department of Transportation and Public Facilities
9. Principal Investigator(s): Robert Meinhardt, Joan Bayles Burgett, Casey Woster
10. Type of Investigation: Desktop Review and Workplan
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: The corridor of 4th Avenue from the intersection of Cordova Street to the intersection of Ingra Street within Anchorage, Alaska.
2. USGS Map Sheet(s): Anchorage A-8 (ANCA8)
3. MTRS (ex. C41S67E23): S013N003W17-18
4. Land Owner(s): State of Alaska
5. Acres Surveyed: 5

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 #: 2023-68	☒ 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:

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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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TABLE OF CONTENTS

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 receival 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.

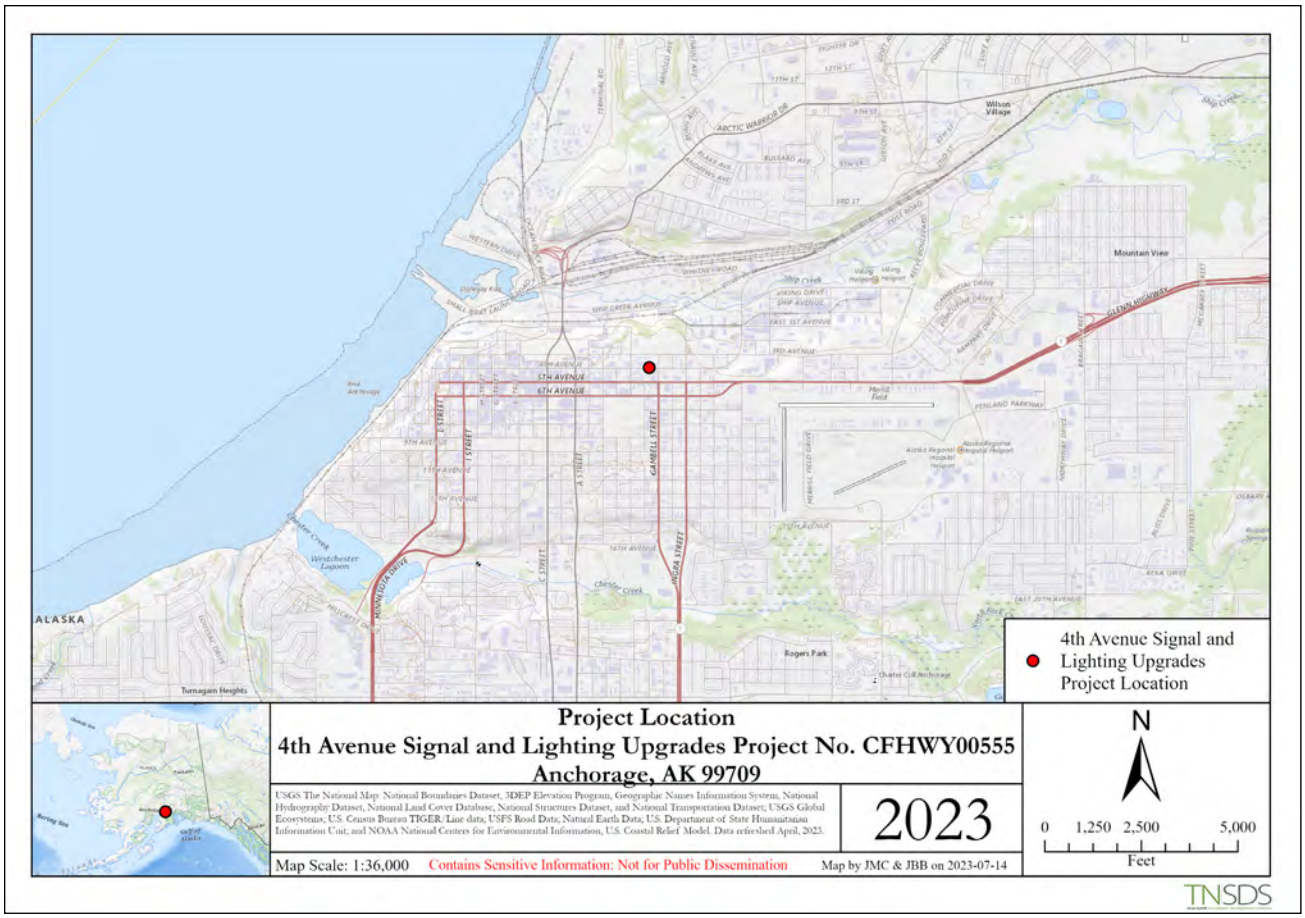

Figure 1. Project location (©TNSDS 2023).

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 (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.

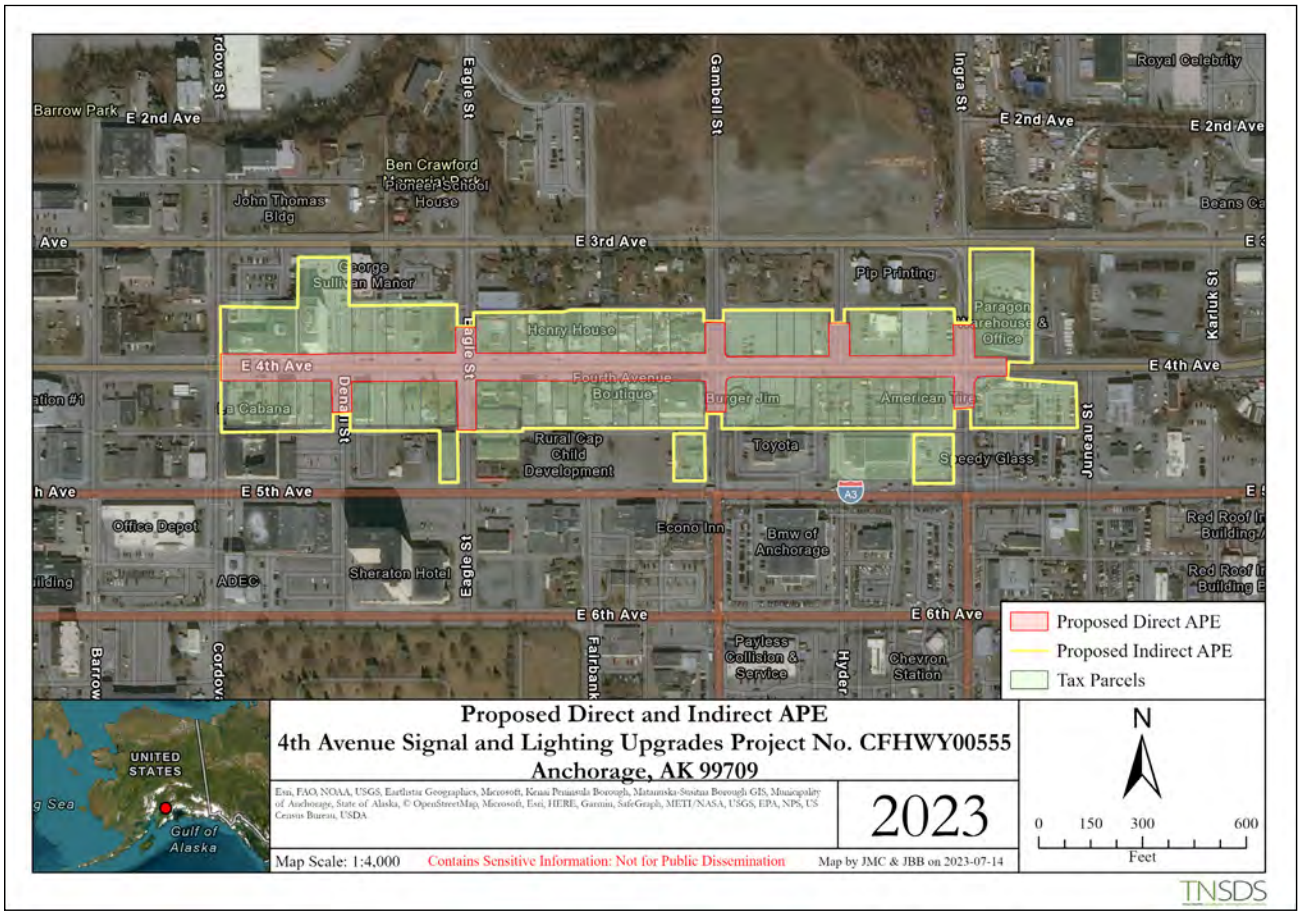

Figure 3. Proposed direct and indirect APE (©TNSDS 2023).

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 (AHRS) 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 (Gillispie 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 (Ellana 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 Illiamna 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 potlach 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.

AHRS Number	*Site Name*	*Resource Type*	*DOE Status*	*NRHP Status*
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.

AHRS Number	*Site Name*	*Resource Type*	*DOE Status*	*NRHP Status*
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.

Record ID	*Report Title*	*Source Author*	*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
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	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. 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.
Setting	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. 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. The physical features that constitute the setting of a historic property can be either natural or manmade, including such elements as: 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. 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.
Materials	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. 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.
Workmanship	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. 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.
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*

TABLE 5. ASSESSING INTEGRITY OF HISTORIC PROPERTIES UNDER NRHP CRITERIA.		
Criteria	*Integrity Retained If:*	*Integrity Lost If:*
A & B	The property is still on its original site (**Location**), and The essential features of its setting are intact (**Setting**), and It retains most of its historic materials (**Materials**), and 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.	The property has been moved during or after its Period of Significance (**Location, Setting, Feeling,** and **Association**), except for portable structures, or Substantial amounts of new materials have been incorporated (**Materials, Feeling,** and **Workmanship**), or It no longer retains basic design features that convey its historic appearance or function (**Design, Workmanship,** and **Feeling**).
C	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 Most of the historic materials are present (**Materials, Workmanship,** and **Feeling**), and Evidence of the craft of construction remains, such as the structural system, and original details (**Workmanship**), and The property is still sited on its original lot (except in the case of portable structures) (**Setting, Location, Feeling,** and **Association**).	The essential features of the structure's design such as walls, roofs, windows, and doors are substantially altered (**Design, Workmanship,** and **Feeling**), or Considerable amounts of new materials are incorporated (**Materials, Workmanship,** and **Feeling**), or It is no longer in a place that conveys its original function and purpose (**Setting, Location, Feeling,** and **Association**).
D	The property must have, or have had, information that contributes, or can contribute to our understanding of human history or prehistory, and The information must be considered important.	Generally, not applicable to historic period structures, buildings, or objects. Most commonly applies to historic or prehistoric archaeological sites.

**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).

TABLE 6. INTEGRITY EVALUATION MATRIX VALUE SYSTEM.			
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.

Aspect	*Value*	*Definition*
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.		
Aspect	*Value*	*Definition*
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.

Probability	*Description*
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 written 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
- AHRS 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 470e**e (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

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Deputy SHPO
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Alaska Department of Transportation and Public Facilities
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TNSDS (subcontractor – archaeology)
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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 Signature

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: _____
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: _____

Version: January 2023

2

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 (AHRS) records are submitted to the AHRS Manager for sites investigated under the SCRIP.

D. OHA will make submitted reports available to cultural resource professionals, land managers, and others authorized by AHRS 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

Field Photograph Log

Project Name:
Field Dates: _____
Film Type: _____
Archaeologist: _____
Date: _____

Date	Exp./Frame	Subject/Description (if a building please list Address or Block and Lot numbers)	View Toward

APPENDIX C: GIS LOG

Archaeological GIS Log

Project Name:

Field Dates: _____

Field Crew: _____

Archaeologist: _____

Date: _____

Waypoint	Description	Lat/Long (Decimal/Degree; NAD83)

APPENDIX D: ARCHAEOLOGICAL TEST UNIT RECORD/SOIL PROBES

Archaeological Test Unit Record

Project Name:

Test Type (circle one): Shovel Probe/Shovel Test/Soil Probe
Coordinates:_____ Test Number: _____
Excavators:_____ Date:_____ Methods:_____
Depth Below Surface (cmbs): NW_____ NE_____ SW_____ SE_____ MAX_____
Photograph Numbers:_____

Soil Description (Munsell):

Number of Strat. Layers:

Unit/Soil Probe Details:

Artifact Summary:

Material Content %: Glass_____Ceramic_____Metal_____Bone_____Wood_____Brick_____Other_____

Plan View or Stratigraphy (Circle one)

Notes:

APPENDIX E: MATERIALS COLLECTION FORM

Material Collection Form

Project Name:
Field Dates:
Field Crew:
Date:

In-Field Data									**Post-Field Processing**		
Field No.	Type[1]	Material[2]	APE[3]	Surface Test Number[4]	Depth (if any)	Waypoint No.[5]	Bag/Tag (Y/N)	Human Remains (Y/N)	Accounted for in Lab (Y/N)	Analyzed (Y/N)	Repository Accession No.

[1] Debris, tool, faunal remains, human remains, etc.
[2] Stone, bone, metal, etc.
[3] APE: Secondary 1, Secondary 2, Highway ROW, etc.
[4] Shovel test number
[5] From GPS Log and on GPS Unit

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.)*

1

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.

DEPARTMENT OF THE AIR FORCE
HEADQUARTERS, JOINT BASE ELMENDORF-RICHARDSON
JOINT BASE ELMENDORF-RICHARDSON, ALASKA

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.

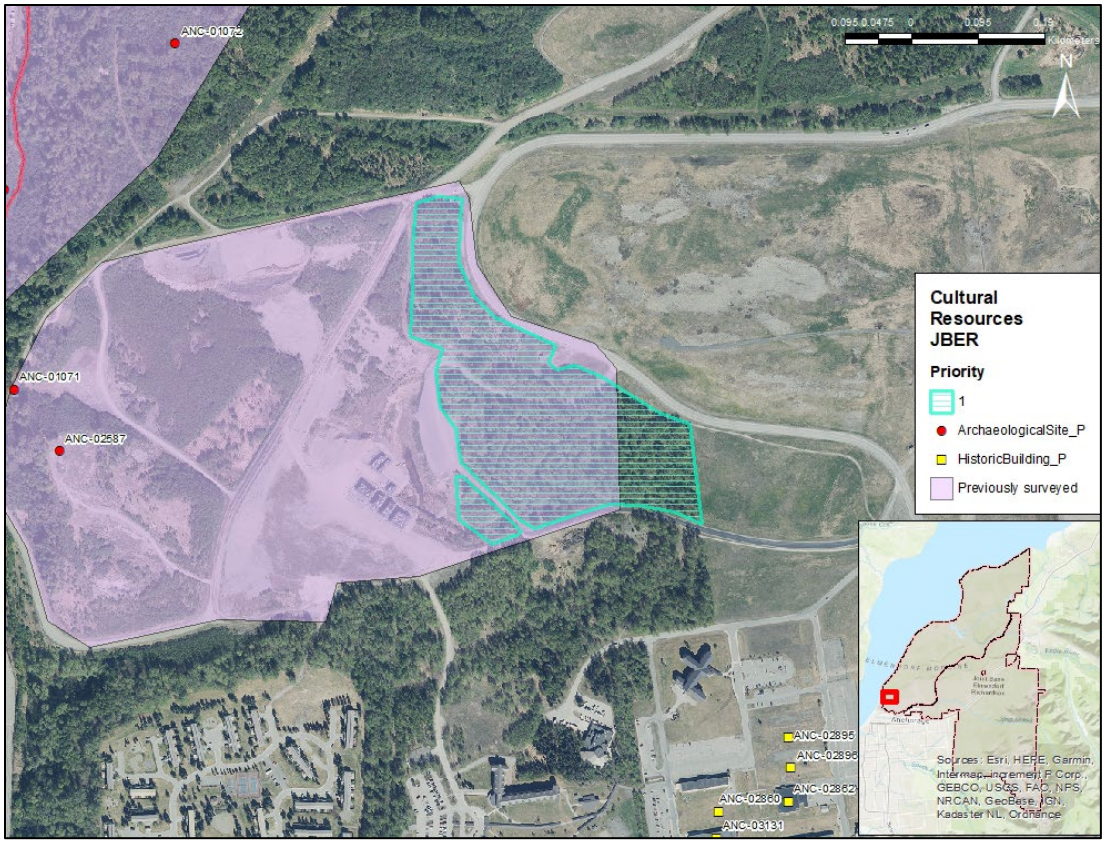

Figure 1. *Area of potential effect and priority areas for vegetation removal (turquoise hatch).*

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.

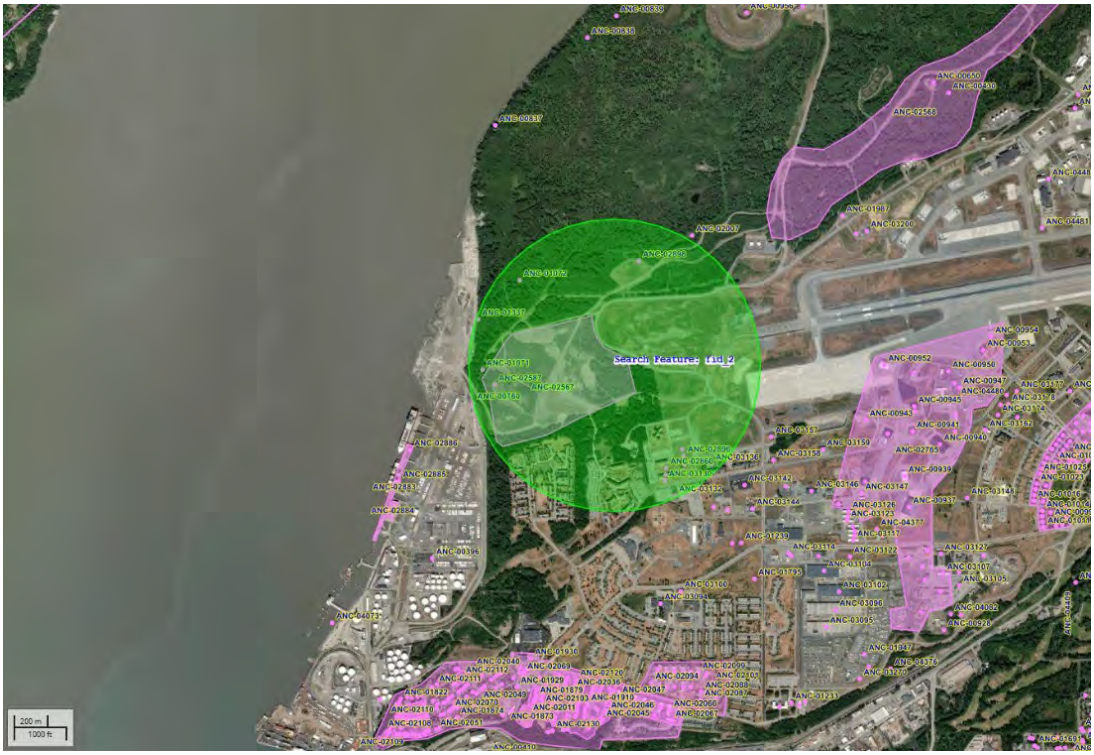

Figure 1. (Known cultural resources, and half-mile buffer) Proposed improvements

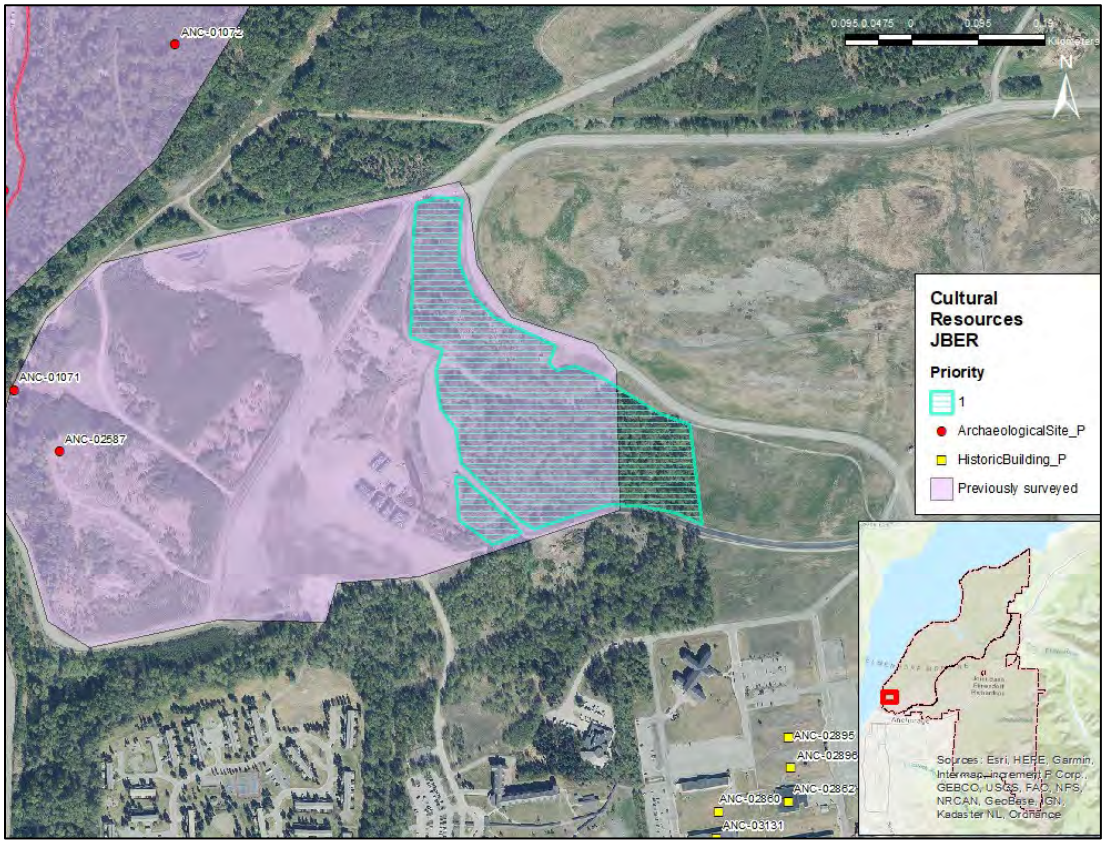

Figure 2. Area of Potential Effect Runway 06 Expansion (turquoise hatch)

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, gravers, 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, *tanik'edi* ("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 (Wygal 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 (Wygal 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), Conrnelius 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.

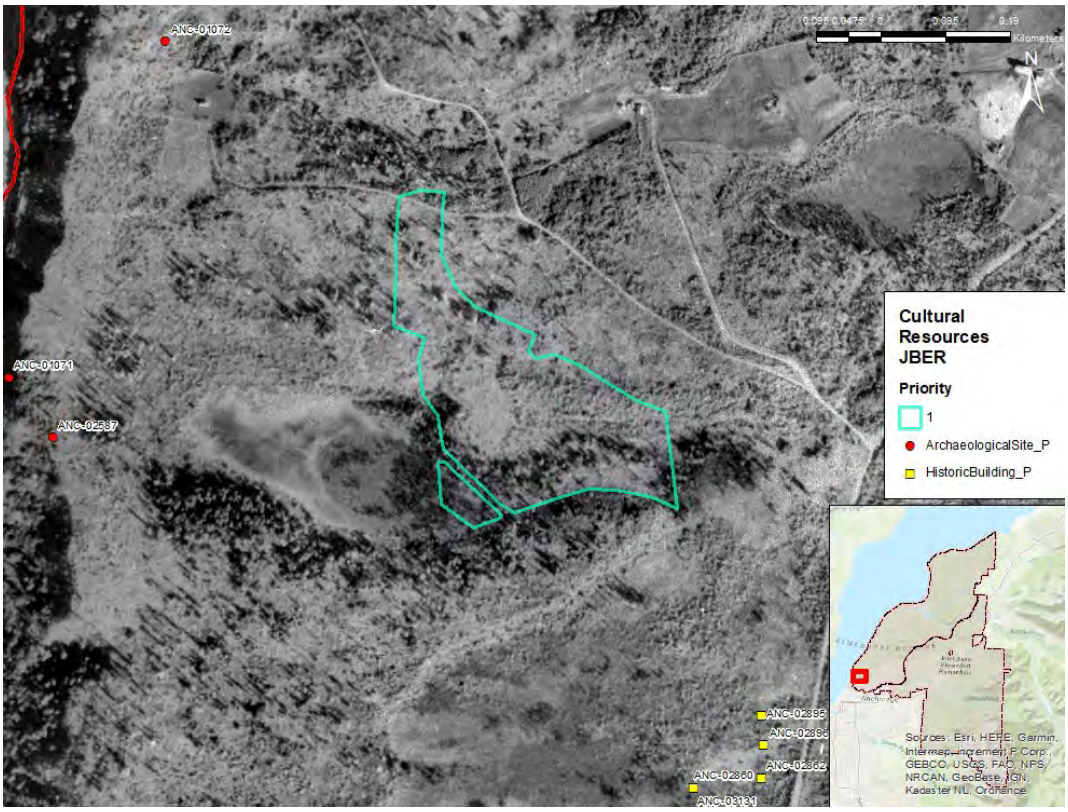

Figure 9. 1939 Aerial Imagery

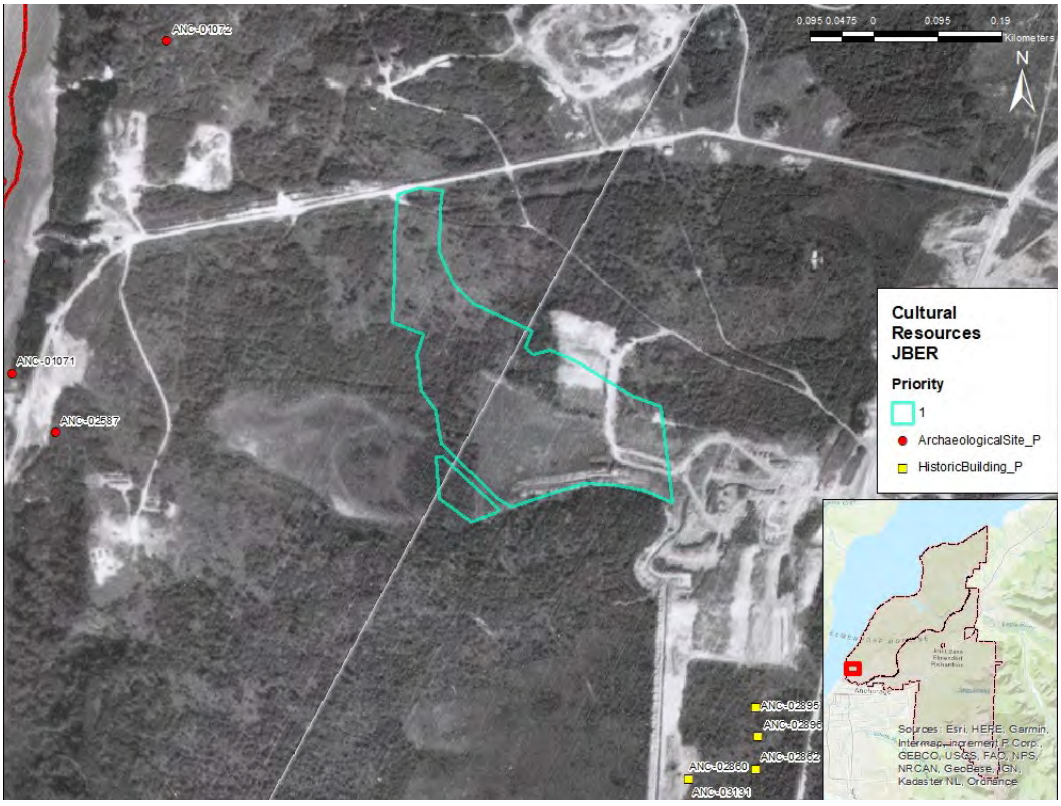

Figure 10. 1950 Aerial Imagery

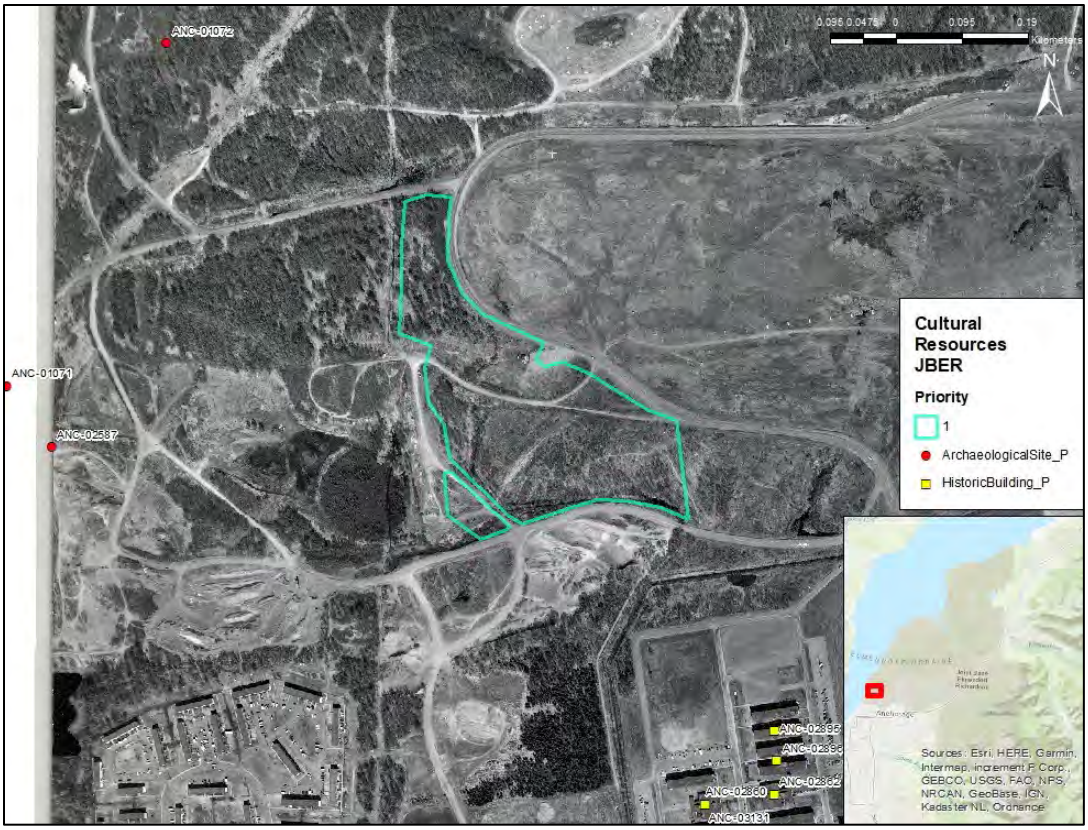

Figure 11. 1974 Aerial Imagery

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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MUNICIPALITY OF ANCHORAGE
HISTORIC PRESERVATION COMMISSION RESOLUTION NO. 2024-01

A RESOLUTION IN SUPPORT OF A CERTIFIED LOCAL GOVERNMENT (CLG) GRANT PROJECT TO CREATE A MUNICIPALITY OF ANCHORAGE HISTORIC AND CULTURAL RESOURCE INVENTORY AND REGISTER.

WHEREAS, the Anchorage Historic Preservation Commission (HPC) is established by the Municipality to advise the Anchorage Assembly, Mayor, municipal boards and commissions, and heads of municipal departments on the identification of, designation of, and review of actions pertaining to Anchorage's historic resources; and

WHEREAS, the State of Alaska Certified Local Government (CLG) Historic Preservation Program Guidelines for CLGs calls for local governments including Anchorage to maintain a system for the survey and inventory and registry of local historic properties as a fundamental part of a successful local historic preservation program; and

WHEREAS, a local resource inventory as a municipal GIS data layer will improve the accessibility of Alaska Heritage Resource Survey (AHRS) and other data about local resources for the Commission and municipal decision-making workflows; and

WHEREAS, the local resource inventory can also serve as the registry database for the Municipality's Local Landmark Register.

NOW, THEREFORE, BE IT RESOLVED by the Anchorage Historic Preservation Commission that:

A. The Commission makes the following findings of fact:

1. The municipal Historic Preservation Officer has committed to seeking guidance from the Commission, the Alaska Office of History and Archeology, and local tribal organizations regarding inventory database design decisions, including data security and the appropriate level of user access to cultural resource site data.

2. The Municipality has committed to satisfying the CLG Grant's 40% match requirement through municipal staff hours.

3. The Municipality has committed to meeting the CLG Grant deadline of August 31, 2025, for completing the local GIS inventory and register.

B. The Commission supports the 2024 CLG Grant project proposal to use $6,000 in federal grant funds to create a local historic resource survey inventory and register as a new municipal GIS data layer.

PASSED AND APPROVED unanimously by the Anchorage Historic Preservation Commission on this 25th day of January 2024.

ADOPTED by the Anchorage Historic Preservation Commission on this ____ day of February 2024.

_____	_____
Craig H. Lyon	Bryce K. Klug, AIA
Secretary	Chair

CLG GRANT APPLICATION

Office of History & Archaeology
Alaska Department of Natural Resources
550 West 7th Avenue, Suite 1310
Anchorage, Alaska 99501

FY23 Historic Preservation Fund: Grants for Certified Local Governments

Deadline: Applications are due by 3:00 pm on Monday, January 22, 2024.

The Certified Local Government (CLG) identified below is applying for a reimbursable 60-40 Historic Preservation Fund (HPF) matching grant through the State of Alaska, Department of Natural Resources, Office of History and Archaeology.

CLG Name: Municipality of Anchorage

Project Title: Local Historic Resources Survey Database

Federal Tax Identification Number: 92-0059987

UEI: _____ VCUST: _____

Type of CLG Grant Project: (Check project type below, as applicable)

- [x] Survey
- [x] Inventory
- [ ] National Register Nomination
- [ ] Historic Preservation Planning
- [ ] Public Preservation Education
- [ ] Predevelopment
- [ ] Development

Budget Summary. Federal Award Request: $ 6,000.00

a. Total Project Cost (TPC) $ CFHWY00555
b. Federal Share (60%) $ S013N003W17-18
c. Sponsor Share (40%) $ 4,000.00

Source of applicant (sponsor) share: (Use figures from "Sources" box on budget form)

a. Cash $ 0
b. In-kind Goods and Services $ 4,000.00
c. Donated Goods and Services $ 0

Name, title and contact information for the following:

Grant Manager: Tom Davis, Historic Preservation Officer
Mailing Address: Municipality of Anchorage Planning Department
City, State, Zip: P.O. Box 196650, Anchorage, AK 99519-6650
Telephone: (907) 343-7916
E-mail Address: tom.davis@anchorageak.gov

Preservation Commission Chair: Bryce Klug
Mailing Address: 12520 Summer Drive
Anchorage, AK 99516

Telephone: (907) 258-7777
E-mail Address: bklug@rimarchitects.com

CLG Contact: Kent E. Kohlhase, Municipal Manager
Mailing Address: Office of Municipal Manager
P.O. Box 196650, Anchorage, AK 99519-6650

Telephone: (907) 343-7121
E-mail Address: Kent.Kohlhase@anchorageak.gov

Signature: Authorized Local Government Official

Date

Kent E. Kohlhase, Municipal Manager
Name and Title (Print or Type)

Municipality of Anchorage
Community Name

Willingness to Comply with Grant Requirements

1. I understand that this is a 60-40 matching grant application through the Historic Preservation Fund (HPF) administered by the State of Alaska Department of Natural Resources, Office of History and Archaeology.

2. If awarded an HPF grant, I understand that it is my responsibility to comply with all pertinent State and Federal regulations, the State-Local Grant Agreement, and requirements outlined in the *Historic Preservation Fund: Certified Local Government Grants Manual*. Federal requirements may include but are not limited to the following: Section 106 and Section 110, National Historic Preservation Act (54 USC 306108); Americans with Disabilities Act; Architectural Barriers Act; National Environmental Policy Act; 2 CFR 200; and Build America, Buy America (also known as the Infrastructure Investment and Jobs Act), P.L. 117-58, Section 70914.

3. Should this project be awarded, I understand that project records are subject to audit after project completion, and that if such an audit questions expenditures for which I have been reimbursed I will return an amount equal to the questioned expenditures.

4. I understand that no grant exists until the State Historic Preservation Officer (SHPO) signs the State-Local Grant Agreement, even if the Alaska Historical Commission recommends funds for my project. Any funds expended before the performance period specified on the fully executed grant agreement or before obtaining the SHPO's signature may not be reimbursed without specific approval.

_____ _____

Signature: Authorized Local Government Official Date

Kent E. Kohlhase, Municipal Manger

Name and Title (Print or Type)

CLG GRANT APPLICATION: FY23

CLG:

Project Name: Local Historic Resources Survey Database

PROJECT INFORMATION *See Writing a Successful CLG Application for more detail.*

1. PROJECT DESCRIPTION – *If needed, use continuation pages provided at the end of this document.*

a. Provide a brief introduction to your project including the aim, scope, and significance of the project to your community.

The purpose of this CLG grant project is to create a local historic and cultural resource survey inventory and local landmarks register database for the Municipality of Anchorage. This inventory database will become a new GIS data set that the Municipality of Anchorage will maintain and keep updated as permanent data layer in its GIS system, in support of its historic preservation program and to facilitate greater consideration of historic resources in municipal decision making processes.

This project is intended to be carried out in consultation with the State of Alaska Office of History (OHA) and Archeology staff who are responsible for the Alaska Heritage Resources Survey (AHRS) data repository. At the recommendation of the Alaska AHRS staff, the Municipality of Anchorage project team will design the local historic and cultural resource inventory database to accept regular periodic downloads of the AHRS GIS data as a key data component of the local inventory. The Municipality's GIS software is compatible with the GIS software used by the OHA. The local database will be designed to maintain additional, local data fields that can relate to the downloaded AHRS data.

Project Significance: Local heritage surveys and inventories are fundamental to local historic preservation programs. Subsection B.3. of the Alaska Certified Local Government Historic Preservation Program's State Guidelines of CLGs states that the local government must maintain a system for the survey and inventory of local properties. The proposed inventory will be a basic resource to inform Anchorage decision making in public projects. Incorporating a local inventory with the Municipality's other GIS data layers will make updated information about local historic and cultural resources more accessible as part of municipal decision-making work flows. This database will also serve as the local registry of eligible and listed landmarks in the Municipality's Local Landmarks Register.

b. List any previous HPF grants this project has received. *(Cite HPF number and grant name)*

This project has not received any previous grant funding.

c. Briefly describe the relationship of this project to past, present, or future preservation work.

A local historic and cultural resources inventory will make the Anchorage Historic Preservation Commission's job easier in reviewing Section 106 project consultations, as the HPO and Commissioners will have easier access to a more comprehensive set of AHRS and local survey inventory data. More broadly, it will also make it easier to integrate the consideration of potential impacts on historic and cultural resources into other state and municipal projects, and more likely that other municipal agencies will consult with the Municipality's Historic Preservation Program.

The local inventory can also incorporate data from past inventories and surveys, making it possible to store and retain the information from those past efforts. Information from future surveys and data gathering will also have a permanent home that will be accessible rather than lost or forgotten.

The Municipality may, in consultation with the OHA and the Native Alaska tribal organizations, tailor its database so that non-sensitive information about certain kinds of historic resources, such as historic buildings, is available to the public. The public-facing GIS map app of the inventory can be a tool that the public and agencies use to learn about historic buildings or resources listed on the Local Landmarks Register. In the meantime, the database will be designed to protect the same security level of limited access for sensitive resources such as archeological sites.

2. PRESERVATION OBJECTIVES

How does the project relate to annual CLG grant priorities established for this fiscal year? (*Cite relevant grant priorities and explain how each relates to your project.)* https://dnr.alaska.gov/parks/oha/clg/akclg.htm

a.

This project furthers the following FFY 2023 CLG priorities for grant funding:

1. Increases public awareness of historic resources and coordination with local tribes. The final product will include an online map app that will show historic resources to designated user groups. The inventory database will be designed, in consultation with the OHA and local tribes, so that non-sensitive historic buildings and sites on the national and local registers can be visible to the public.

3. Directly supports the creation of the Municipality's Local Landmarks Register, by providing the repository of information about resources that are nominated to or listed on the Register.

4. Supports the survey and evaluation of properties, and the accessibility of survey findings. This will provide an updated, accessible, official repository for information from local surveys or inventories.

b. How does the project relate to the goals and objectives of the State Historic Preservation Plan. (*Cite relevant goals and objectives and how your project would further them.)*

This project furthers the following Goals and Objectives of the State Historic Preservation Plan:

* Consultations for this project with the local tribes will support Goal 2: Partnerships - Objective 1: Strengthen relationships with Native organizations; and Objective 3: Expand opportunities for collaboration.

* The local historic and cultural resources inventory database will further Goal 3: Identification and Documentation, by establishing an accessible, comprehensive, and updated central repository of survey and inventory information about resources within the Municipality. In particular, it carries out Objective 2, to improve and expand cultural resource inventories.

* The incorporation of the inventory into the municipal GIS system also supports Goal 4 Objective 4, to position historic preservation to be more fully integrated into land use decision making processes; and similarly Goal 5 Objective 2, to integrate historic preservation into local and regional decision making.

c. Describe how the project meets an identified historic preservation priority of your community. Does the project contribute to the implementation of your local historic preservation plan? If so, how?

A primary historic preservation priority for the Municipality of Anchorage continues to be to create, populate, and maintain an official local inventory and register of historic resources. The Municipality has by ordinance established a Local Landmarks Register. However, implementation of a Register requires there be an official repository, or data inventory, of nominated resources, resources that may be eligible, and other surveyed sites and resources.

The historic and cultural resources inventory is a basic tool that informs efforts to implement all of the goals and activities of the historic preservation program, and efforts to incorporate consideration of historic preservation by the public and in municipal project decision making.

3. **PROJECT PERSONNEL-** *The Project Manager (PM) must have proven experience working on historic preservation projects. If the project is a survey, inventory, or National Register nomination, the PM must meet the professional qualification standards in 36 CFR 61. If not identified in this application, the Office of History and Archaeology must review selection of Project Manager prior to finalization of the contract with the individual.*

   a. Note who will act as Project Manager (PM). Attach the PM's résumé showing past experience working on preservation projects. List any previous HPF Projects the PM has worked on. *(If planning to contract with PM after grant is awarded, outline the job qualifications that will be required.)*

Tom Davis, the Municipality's designated Historic Preservation Officer, will serve as project manager. Tom Davis is currently working on completing the CLG Grant project to write a Historic Structure Report for the Government Hill Wireless Station.

See the attached resumé for Tom Davis. Previous experience as an HPO is listed on the second page.

   b. Identify the local government personnel who will act as Grants Manager for the project.

Diana Lopez, the Principal Administrative Officer with the municipal Planning Department, will act as Grants Manager for the project.

c. Describe the local historic preservation commission's role in the project. Attach a resolution from the commission supporting the project.

The Historic Preservation Commission is currently approving this project as a priority for the historic preservation program. A resolution from the Commission is forthcoming (its January 2024 Commission meeting was postponed to January 25).

d. Identify volunteer personnel and their tasks.

This project will be carried out by municipal staff and a professional GIS contractor to be retained for the project. No volunteer personnel are needed.

e. Identify any additional contractors to be used and expected duties. Attach résumés for all qualified historic preservation professionals working on the project.

This project will use one of the several professional GIS services consultant firms that the municipal GDIC (GIS) department has on a term contract.

4. WORK PLAN. *Thoroughly address all items necessary for your project type. See Writing a Successful CLG Application for more detail. Use continuation sheets if needed.*

a. Explain how the project will be undertaken.

This CLG grant project will provide professional GIS consultant resources needed to assist municipal GDIC (GIS) and Planning Department staff in the work to develop the new GIS database.

Primary tasks include:

Task 1. Data usage objectives guiding tasks 2 through 7 below.
Task 2. Levels of access and data security, by groups of people and resource attributes.
Task 3. Database design (primarily local data fields).
Task 4. Database interface design with AHRS (how the data sets fit seamlessly together).
Task 5. Cartographic design (online and print map symbolization) and report card design.
Task 6. User interface (GUI).
Task 7. Input of AHRS data, and local data and such as nominated Local Landmarks.

The project team consisting of municipal Planning Department and GDIC (GIS) staff will carry out Tasks 1 and 2. This work will be carried out in consultation with:
* State of Alaska OHA including the AHRS curator
* Alaska Native Tribal organizations including Eklutna and Knik
* Anchorage Historic Preservation Commission

The project team including the professional GIS services contractor to be selected for this project will then carry out Tasks 3 through 7. There will be consultations with the organizations above at decision points in these tasks.

Some of the tasks are iterative and will take place out of order. For example, Task 7 input of data may occur in steps as part of designing the database.

b. Describe the geographic area encompassed by the proposed project. For survey, inventory, and National Register nomination projects, attach maps of the project area. Include the estimated number of buildings, structures, sites, square miles, etc., to be addressed.

The geographic area to be included in the local inventory database is the Municipality of Anchorage, including all areas within the municipal boundaries.

c. Cite any planning studies, condition assessments, design drawings, research reports, publications, or other sources of relevant information you plan to use for this project.

A primary source will be the AHRS. We may refer to inventories of role model CLGs for ideas.

d. Provide a work schedule showing months, expected activities, and benchmarks to achieve throughout the grant period of performance.

February and March 2024:
* Complete Task 1, in consultation with OHA and AHPC.
* Retain GIS Contractor.

April, May, and June 2024:
* Carry out Task 2, in consultation with OHA, AHPC, and Tribes.

July, August, and September 2024:
* Complete draft database design, user interface, and map design (Tasks 3-6).
* Consult with OHA, AHPC, and Tribes on the draft design.

October 2024:
* Complete revision to the design based on feedback from the stakeholders above.
* Complete the entry of initial dataset.
* Submit a draft report and product to OHA for review.

November 2024:
* Enter any additional local data.
* Refine the product.

December 2024:
* Revise per feedback from OHA.
* Final product submittal to OHA.
* Implementation: Upon final approval of OHA, activate/implement the inventory for usage by the designated user group(s). Begin receiving periodic AHRS update downloads.

5. FINAL PRODUCTS

a. Describe publications, workshops, audio-visual materials, reports, websites, brochures, survey materials, nominations, interpretive signs, etc., that will be produced as part of the proposed project. Identify the intended audience and where the public will be able to access these materials. Describe how you will inform your community about the project.

The final products will consist of:

1. A document describing the local historic and cultural resources inventory, and providing procedural guidelines for updates and maintenance, and data quality control.

2. A GIS database and data layer comprising the local inventory.

3. An online GIS map application available on the internal and public-facing municipal GIS website, that provides designated user groups with access to the local inventory data.

4. Cartographic products providing static images of map data that designated users may use to extract the data.

The intended user group(s) will be determined by Tasks 1 and 2, in consultation with OHA, AHPC, and the Alaska Native Tribes. The user group with access to the data may initially be limited to the HPO, HPC Commissioners, and ex officio members of the HPC identified by municipal code. A broader municipal staff/officials user group may have access to non-sensitive data.

It is likely that certain sites such as historic buildings listed on the National Register or Local Landmark Register could be made available to the public as a product of this CLG Grant project. If so, the final product from this project will be available on the public-facing municipal GIS maps website, as a public map app that shows these nominated or listed properties. A press release will advertise the product. The HPC and HPO will inform the Anchorage Assembly and the public through an Assembly Information Memorandum (AIM) and be available for an Assembly worksession.

6. ADDITIONAL INFORMATION

a. Attach letters of commitment and support, as appropriate, from teachers, historical societies, museums, Native groups, and others. (*Note attachments below.)*

b. Attach any other relevant information, such as copies of photographs. (*Note attachments below.)*

7. BUDGET: Maximum Federal Request of $50,000

Your budget submittal shall consist of one narrative and two tables. *Use fillable Excel worksheet or submit similar budget tables, and complete the narrative portion below for this Budget section.*

a. *Budget Summary* table identifying planned cost share of 60% and 40%
b. *Matching Share* table showing sources of match.
c. *Budget Narrative* explaining costs in detail and describing how costs were calculated.

BUDGET NARRATIVE: Describe activities to be performed under Personal Services, Contractual Services, Supplies/Materials, Travel, and Other cost categories.

a. Personal Services: describe work each position/person will perform for the proposed project.

Personal Services: ($4,000 In-Kind Match)
Tom Davis, Senior Planner and Historic Preservation Officer, will be the project manager, and provide periodic reporting to the OHA. Tom will also participate in all tasks.

Ryan Yelle, Long-Range Planning Division Manager, will advise and assist as needed in overall project management, in decisions involved in Tasks 1 and 2, and in reviews of draft products.

Diana Lopez, Principal Administrative Officer with the Planning Department, will process contractor payments, reimbursement requests, and financial reporting.

Mike Knapp, Director of the GDIC, will provide assistance and advise on the development of the inventory in all tasks.

I-Shan Song, GIS Specialist in the GDIC, will provide GIS assistance as needed, at Mike Knapp's direction.

Contractual: The $5,868 in grant funding would be used to retain a professional GIS services consultant. This would be a direct hire that GDIC (Mike Knapp) would select from his GIS

b. Contractual Services: List contractor name(s), if known. Describe work each will perform.

The professional GIS services contractor will be selected from several firms that have a term contract for 2024 with the municipal Geographic Data and Information Center (GDIC).

c. Supplies/Materials: Describe types of materials and/or supplies required for this project, how they relate to the project, estimated quantities, etc.

No supplies are needed.

d. Travel: Identify who will be traveling, how many trips are anticipated, trip purpose, and destination.

No travel is needed.

e. Other: Identify other costs which do not fall into one of the above categories. Explain purpose and relevance to this proposed project.

There may be additional municipal staff time devoted to this project, such as additional GIS staff support, as needed. This will help with the completion of the work and the integration of the inventory database into the municipal GIS. This work will not affect the project budget.

$132 Indirect Costs - Administrative Fee

CHECKLIST

Applicant, has your entity...

- [x] maintained current certification under the Certified Local Government program?
- [ ] signed and dated this application?
- [ ] signed the form titled: *Willingness to Comply with Grant Requirements*?
- [ ] provided the information requested on each page of the application package?
- [ ] included a public outreach component?
- [ ] attached maps showing location of project?
- [ ] attached photographs or clear photocopies showing overall character of properties for survey, inventory, National Register nomination, pre-development and development projects?
- [ ] attached letters of support from the community and, if needed, property owners?
- [x] attached a resolution supporting this proposal (or indicate one has been requested prior to the Alaska Historical Commission meeting to recommend awards)?
- [x] explained historic preservation commission involvement in the project, and addressed its role in the review process?
- [x] checked your budget for accuracy?

Deadline: Applications are due 3:00 pm on Monday, January 22, 2024.

Only complete, signed, dated applications will be considered.

Submit applications and questions to the CLG Program Coordinator at **maria.lewis@alaska gov or dnr.oha@alaska.gov**

Continuation Page 1

Continuation Page 2

From: Hilsinger, Erik D (DOT)
To: Davis, Tom G.
Subject: Safer Seward Highway Project Section 106 Initiation
Date: Friday, December 22, 2023 10:04:39 AM
Attachments: Seward Hwy 98-118_S106_init_MOA.pdf

[EXTERNAL EMAIL]

Hello,

Please find attached a letter and tables initiating consultation under Section 106 of the National Historic Preservation Act for the proposed project on the Seward Highway MP 98-118, the Safer Seward Highway Project.

A mapbook showing the proposed study area will be sent as a ZendTo link due to its file size being greater than 18 mb. If you would like paper copies sent by mail please let me know and I will mail a set to you.

Best,

E.

Erik D. Hilsinger
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State of Alaska Department of Transportation and Public Facilities
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THE STATE of ALASKA
GOVERNOR MIKE DUNLEAVY

Department of Transportation and
Public Facilities

OFFICE OF THE COMMISSIONER

P.O. Box 112500
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December 22, 2023

Tom Davis
Senior Planner
Municipality of Anchorage
PO Box 196650
Anchorage, Alaska 99519

Re: Safer Seward Highway
Z566310000/0A31034
Consultation Initiation

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. Code (U.S.C.) 327, and is proposing to construct improvements along the Seward Highway between mileposts (MP) 98.5 and 118, Bird Flats and Rabbit Creek. The purpose of the proposed Safer Seward Highway Project (project) is to improve public safety, with the end goal of decommissioning the Highway Safety Corridor between Anchorage and Girdwood.

The existing Seward Highway within the project corridor is an undivided Interstate Highway, with a posted 55-mile-per-hour (mph) speed limit, that consists of two 12-foot-wide travel lanes, 8-foot-wide shoulders with rumble strips, and limited passing or acceleration/deceleration lanes (Map Book). The highway is constrained between the steep slopes of the Chugach Mountains and the waters of Turnagain Arm. The Seward Highway is a National/State Scenic Byway and All-American Road. It provides the only road access from Anchorage to communities to the south (e.g., Girdwood, Seward, Kenai) and the Alaska Marine Highway System, which stops at the ports of Whittier, Seward, and Homer. The Seward Highway supports commercial, recreational, and residential traffic.

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, 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…Regarding Implementation of Section 106 of the National Historic Preservation Act for the Federal-Aid Highway Program in Alaska.

Project Location and Ownership

The project is located within U.S. Geological Survey (USGS) map quadrangles Anchorage A-8 and Seward D-7 and D-8, Seward Meridian, within Sections 5–6, 8–10, 14–15, and 23, Township 10 North (N), Range 1 West (W); Sections 1–4, Township 10N, Range 2W; Sections 30–34, Township 11N, Range 2W; Sections 4, 9–10, 15, 22–23, and 25–26, Township 11N, Range 3W; and Sections 32–33, Township 12N, Range 3W. The beginning of the project is located at Latitude 60.9511, Longitude -149.4027 (MP 98.5 at Bird Flats); and the end of the project is located at Latitude 61.0871, Longitude -149.8344 (MP 118, north of Potter Marsh, at the intersection/overpass to Rabbit Creek Road).

The State of Alaska, with DOT&PF and the Alaska Department of Natural Resources (ADNR) providing management, and the Alaska Railroad Corporation (ARRC) own the majority of land within the project corridor. The existing transportation corridor generally consists of a 300-foot-wide Public Land Order (PLO) highway right-of-way (ROW) and a 200-foot-wide ARRC ROW that are each centered on their respective alignments and partially overlap for most of the corridor. The road ROW consists of PLO easements and any additional ROW the state purchased under past projects to allow for highway construction, operation, and maintenance.[1]

Project Description

DOT&PF is evaluating improvements to mobility and safety for motorized and non-motorized users of the Seward Highway between MPs 98.5 and 118. These improvements are anticipated to include both operational and safety improvements. Improvements may include managing access, incorporating turning and/or acceleration lanes, improving sight distances around curves, or adding travel lanes. Attachment A provides a series of maps showing the project study area.

This proposed project intends to address three needs:

1. **Reduce High Crash Rate and Severity.** In 2006, this segment of the Seward Highway was designated as the state's first Highway Safety Corridor in recognition of the fatal crash rate at that time. Despite additional enforcement presence, community education and improved signage, segments still have a higher-than-average crash rate and severity. Improvements that reduce the crash rate must be completed to remove the Safety Corridor designation. This need includes improving safety for non-motorized users in the corridor.
2. **Update Substandard Design.** The existing highway does not meet current design standards for its function and traffic levels. The existing highway contains curves, shoulders, guardrail, and clear zones that do not meet current design standards. Both highway and non-motorized facility improvements need to be rebuilt to current state and national design standards.
3. **Increase Mobility and Reliability.** This highway corridor serves both regional users, who travel between Anchorage and the Kenai Peninsula, and local users, who live and work in the communities along this segment of the Seward Highway. The highway becomes congested resulting in reduced travel speeds, long platoons (lines) of vehicles, and a degraded level of service. Unexpected delays affect all travelers, reducing the reliability of travel during periods of congestion and roadway closures. Non-motorized users lack reliable, safe, continuous facilities in this corridor. Improvements need to increase travel mode choices and the reliability and accessibility of facilities.

The current effort to improve safety along the Seward Highway between Girdwood and Anchorage began in the early 2000s when a Categorical Exclusion was approved for the Seward Highway Safety

[1] Bennett, John F. *Highway Rights-of-Way in Alaska*. 2013. Accessed at https://www.rmconsult.com/wp-content/uploads/2022/11/2013-Highways.pdf.

Improvements, Indian to Potter Marsh, MP 105–115 project. The smaller Seward Highway MP 105 to 107, Windy Corner project, commenced in 2013. After reviewing public comments on the draft Windy Corner Environmental Assessment (EA), DOT&PF extended the project limits 2.5 miles northward, to between Windy Corner and Rainbow Point. Following 2021 scoping for the Seward Highway MP 105–109.5, Windy Corner to Rainbow Point project, DOT&PF expanded the project corridor to its current extent and renamed the project: Seward Highway Reconstruction MP 98.5 to 118, Bird Flats to Rabbit Creek. The current project builds upon the prior work efforts and stakeholder feedback received on the draft Windy Corner EA and Seward Highway MP 105–109.5, Windy Corner to Rainbow Point scoping.

Alternative development and analysis for the current project will be conducted based on stakeholder input, which is ongoing.

Project Study Area

The proposed project extends along the Seward Highway between MP 98.5 (Bird Flats) and ends at MP 118 (north of Potter Marsh and the intersection/overpass to Rabbit Creek Road). While the project's alternatives have not yet been developed, a preliminary Area of Potential Effects (APE) has been developed that is offset from the existing highway centerline by approximately 550 feet at its narrowest and approximately 1,900 feet at its widest (see Attachment A Map Book) to encompass proposed future alternatives. An additional offset of 500 feet beyond each of the proposed project termini allows for transitions from the project segment to the existing roadway and the placement of guardrail, signs, and/or other roadside hardware that may be required. The design will need to provide rock catchment that meets current standards, and the preliminary APE has been developed to account for the possibility of rock cuts that are unknown at this time. The preliminary APE also allows for the alignment to be shifted either inland or toward the water as needed. The APE will be defined after comments are received from your agency and other consulting parties.

Identification Efforts

The proposed project is located on Dena'ina land. The information for traditional placenames within the preliminary APE comes from *The Web Atlas of Alaska Dene Place Names*.[2] Dena'ina traditional territory roughly covers the area surrounding Cook Inlet (*Tikahtnu*). Several Dena'ina placenames are located within the preliminary APE (see Attachment A Map Book; Table 1). These placenames are associated with the Tutl'uht'ana Band of the Dené of Upper Cook Inlet Dena'ina, Dené-Eyak-Łingit language family.

There are 56 documented Alaska Heritage Resources Survey (AHRS) sites within the preliminary APE[3] (Table 2). Fifty of the AHRS sites are historic in age. The historic-era sites include cabins, trails, and roads associated with the Alaska Railroad, the Iditarod National Historic Trail (INHT) system, mining, and the Cold War. The six prehistoric sites are lithic scatters.

Of the AHRS sites documented within the preliminary APE, 24 have been determined not eligible for listing in the National Register of Historic Places (NRHP), 3 are listed in the NRHP, 7 have been determined eligible for listing in the NRHP, 19 have not been evaluated, and 3 have "other" status (see Table 2 for additional information).

[2] Smith, Gerard, and James Kari. 2022. *The Web Atlas of Alaska Dene Place Names*. ArcGIS Storymap, published online November 1, 2022. Accessed May 2023.
[3] Office of History and Archaeology (OHA). 2023. Alaska Heritage Resources Survey [online database]. Alaska Department of Natural Resources, Office of History and Archaeology, Anchorage, Alaska. Accessed April 25, 2023.

One Revised Statute 2477 Trail[4] (RST) was identified within the preliminary APE[5] (see Figure 6 in Attachment A Map Book). RST 111, Indian Pass Trail, crosses the project near MP 103. The trail follows the same trajectory as trails recorded in the AHRS: SEW-00143 (Indian Valley Trail) and SEW-00257 (Girdwood-Ship Creek Connecting Trail).

The project area has been subject to numerous cultural resource investigations, beginning in the 1970s. Most of the archaeological investigations along the Seward Highway within the project area have been conducted on behalf of highway improvement or other State of Alaska-sponsored projects. Table 3 summarizes the cultural resources investigations that have occurred within the project's preliminary APE. These surveys are also shown in the Attachment A Map Book.

Most recently, the project sponsored a pedestrian cultural resources survey, conducted by HDR Engineering, Inc. during the 2023 field season. This survey focused on surveying areas that had not been previously surveyed and verifying previously documented AHRS sites to confirm location accuracy and site condition. A reporting of the results of that survey are in progress.

Consulting Parties

The following consulting parties are being contacted for the project:

- Bureau of Land Management
- Cook Inlet Region, Inc.
- Eklutna, Inc.
- Eklutna Native Village
- Knik Tribal Council
- Knikatnu, Inc.
- Municipality of Anchorage
- State Historic Preservation Office
- U.S. Fish and Wildlife Service
- U.S. Forest Service
- Chickaloon Village Tribal Council
- Chickaloon-Moose Creek Native Association
- Kenai Mountains-Turnagain Arm National Heritage Area
- Iditarod Historic Trail Alliance
- Alaska Association for Historic Preservation

If you have questions or comments related to this proposed project, I can be reached at the address above, by telephone at 907-269-0534, or by e-mail at erik.hilsinger@alaska.gov.

Your timely response will greatly assist us in incorporating your concerns into project development. For that purpose, we respectfully request that you respond within thirty days of your receipt of this correspondence.

[4] Revised Statute 2477 was originally enacted in Section 8 of the Mining Act of 1866 as a federal law authorizing the construction of roads across federal public lands. In 1976, it was repealed to enact the Federal Land Policy and Management Act (FLPMA). FLPMA preserved all Revised Statute 2477 ROW corridors for public use that existed 10 years prior to its passing, and ensured that the title would be transferred through sale and perpetually be honored.

[5] Alaska Department of Natural Resources (ADNR). 2010. Revised Statute 2477 Project, RSTs by USGS Quadrangle: Tyonek. Accessed at http://dnr.alaska.gov/mlw/trails/rs2477/rst_select/ in May 2023.

Sincerely,

Erik D Hilsinger

Erik Hilsinger
Cultural Resources Specialist,
DOT&PF Central Region

Enclosures
Table 1 – Dena'ina traditional placenames
Table 2 – AHRS sites within the preliminary APE
Table 3 – Cultural resource surveys within the preliminary APE
Attachment A – Map Book

cc (electronic with enclosures):
Sean Baski, DOT&PF Central Region, Chief of Highway Design, Project Coach
Brian Elliott DOT&PF Central Region, Regional Environmental Manager
Matt Dietrick, DOT&PF Statewide NEPA Manager
Molly Proue, Acting DOT&PF Statewide Cultural Resources Manager

Table 1. Dena'ina traditional placenames

Name	Feature Type	Language	Literal Meaning	USGS Name
Esbaytnu	Stream	Dena'ina	goat stream	Bird Creek
Nuti Ediłeni	Stream	Dena'ina	that which flows into salt water	Indian Creek
Q'isqa Betnu	Stream	Dena'ina	banjo snowshoe stream mountain	McHugh Creek
Hkaditali Betnu	Stream	Dena'ina	drift lumber stream	Potter Creek
Hkaditali	Landform	Dena'ina	drift lumber	Potter Marsh
Ggeh Betnu	Stream	Dena'ina	rabbit stream	Rabbit Creek

Source: Smith, Gerard, and James Kari. 2022. *The Web Atlas of Alaska Dene Place Names*. ArcGIS Storymap, published online November 1, 2022. Accessed May 2023.

Table 2. AHRS sites within the preliminary APE[a]

AHRS No.	Site Name	Site Type	Description	NRHP Eligibility (Year, Criteria)
ANC-00050	Mrs. Johnson's Roadhouse	Historic	The site of an early twentieth-century roadhouse or homestead. Remains consist of two rectangular pits. One pit, a possible cellar, measures 13.8 feet by 8.2 feet by 3.9 feet deep. The other pit measures approximately 29.9 feet by26.9 feet and may represent a building foundation. No artifacts were found in either pit. An overgrown roadbed is located nearby.	Not eligible (2002)
ANC-00054	Beluga Point	Prehistoric	A deeply stratified prehistoric site yielding lithic, organic, and other remains. Cultural materials reflect use by three separate cultures beginning circa 6500 BP. The oldest, Component I, contains core and blade material related to Denali complex assemblages. Component II (3000–2000 BP) consists of chipped stone points, lanceolate points, rounded base points, and burins. Component III materials are associated with the Kachemak culture and date to 900 BP.	**Listed on NRHP** (1978, D)
ANC-00075	Potter Section House	Historic	A 1.5-story, wood-frame structure built in 1929 and used as a residence for the railroad section foreman, cook, and crew into the 1970s. The first floor originally included a dining room, kitchen, living room, washroom, and two bedrooms. The upstairs originally served as a passenger waiting room and later as bunk space for railroad maintenance personnel.	**Listed on NRHP** (1985, A)
ANC-00078	ANC-00078	Prehistoric	A prehistoric site containing bone fragments, chert and chalcedony flakes, two biface fragments, and a small chalcedony side blade. Investigations have also yielded hearth remains, fire-cracked rock, and a charcoal sample. Artifact forms suggest association with the Arctic Small Tool tradition.	**Eligible** (2003, D)
ANC-00103	Beluga Point Cabin Site	Historic	The remnants of a log cabin of unknown size on the hillside above Beluga Point. A built-up path was noted northwest of the cabin. Possibly associated with Alaska Railroad construction or the INHT.	Not evaluated
ANC-00104	Cabin Foundations	Historic	Six dirt foundations overlooking the Seward Highway and varying in size from 18 feet by 18 feet to 2 feet by 3 feet. A few intact logs were noted in 1976, and one foundation was covered with heavy plastic. Railroad ties were found scattered around the site. Possibly associated with Alaska Railroad construction or the INHT.	Not evaluated
ANC-00105	Outhouse Above Beluga Point	Historic	The collapsed remains of a milled lumber outhouse. A clearing approximately 15 feet east of the outhouse may represent a former tent site. Possibly associated with Alaska Railroad construction or the INHT.	Not evaluated
ANC-00106	Beluga Point Cabin Site	Historic	Two dirt foundations surrounded by a network of indistinct paths located adjacent to a small creek. One foundation is 15 feet by 15 feet and had one log still in place. Dimensions of the other foundation were not recorded. Possibly associated with Alaska Railroad construction or the INHT.	Not evaluated
ANC-00109	McHugh Creek Cabin	Historic	A collapsed log cabin measuring approximately 9 feet by 9 feet. Remains of a possible log platform were noted approximately 25 feet south of the cabin. Possibly associated with Alaska Railroad Telegraph Line construction or the INHT.	Not evaluated
ANC-00110	Sheep Creek Cabins	Historic	The remains of two log cabins each measuring approximately 12 feet by 13 feet. A can dump was noted adjacent to one cabin. Possibly associated with a nearby telegraph station (ANC-00101) or the INHT.	Not evaluated

AHRS No.	Site Name	Site Type	Description	NRHP Eligibility (Year, Criteria)
ANC-00113	Rainbow Camp	Historic	A former Alaska Railroad construction camp built in 1910. The camp added a dock and supply warehouse in 1916 and 1917, and became headquarters for the railroad's Turnagain District in 1918. A section house, shed, bunkhouse, liquor store, and residences were present circa 1929. The site has since been bisected by a gravel road, and at least one structure was moved in the 1950s. The site is also associated with the INHT.	Not evaluated
ANC-00124	McHugh Wasteflake Site	Prehistoric	A surface scatter of 29 chert flakes, 1 chalcedony flake, 1 flake of an unidentified material, and 1 shell button. Scatter covers an area of approximately 32.8 square feet. No diagnostic artifacts nor charcoal were recovered.	Not eligible (2003)
ANC-00279	Potter Connecting Trail	Historic	Part of the INHT system; see also SEW-00566. This trail runs from Indian Creek at the Indian Valley Trail (SEW-00143) to Potter Creek. The trail includes the historic Turnagain Arm Trail (ANC-00102) from McHugh Creek to Potter.	Not evaluated
ANC-00816	Isle Site	Prehistoric	A concentration of ground slate artifacts, including unworked slate fragments, a chipped biface tip, and a partial slate lance blade resembling those from Ocean Bay II sites on Kodiak Island.	Not evaluated
ANC-01962	Moen Homestead Trail	Historic	A 1-mile-long trail built in 1951 between the Seward Highway at the Potter Section House and the Moen Homestead (ANC-01963). Unmaintained; originally approximately 12 feet wide but now approximately 6 feet wide. A 2018 site visit indicated a 0.3-mile portion has been disturbed by modern development.	Not eligible (2018)
ANC-04057	Turnagain District of the Alaska Railroad	Historic	The westernmost portion of the historic Turnagain District of the Alaska Railroad, located between Rainbow and Potter (Alaska Railroad MPs 93–100.6); see also SEW-01613.	**Eligible** (2015, A)
ANC-04069	Seward Highway	Historic	An approximately 125-mile-long highway between Seward and Anchorage, and the only vehicular road linking the Kenai Peninsula with the rest of the Alaska highway system; see also SEW-01557. **The portion of the Seward Highway designated as Interstate Highway (MPs 37–124) is exempt from Section 106 review under the 2005 Interstate Exemption.**	Not evaluated
ANC-04349	McHugh Creek Road Weather Information System Tower	Historic	A Road Weather Information System microwave tower built in 1959 and adjacent concrete block structure. Associated with Cold War-era communications systems in Alaska; also, a contributing element to the Turnagain Arm District of the Alaska Railroad (ANC-04057).	**Eligible** (2017, A)
SEW-00029	Alaska Railroad	Historic	The site number for the Alaska Railroad between Seward and Potter. The railroad was constructed by the U.S. government between 1915 and 1923, from Seward to Fairbanks, with branches from Matanuska to Palmer and Fairbanks to Eielson.	Closed for other reason – needs re-evaluation (NRXCL)
SEW-00101	Indian Roadhouse Site	Historic	Three foundations and one standing cabin associated with an early twentieth-century roadhouse on Indian Creek. Site is associated with the INHT.	Not evaluated

AHRS No.	Site Name	Site Type	Description	NRHP Eligibility (Year, Criteria)
SEW-00103	The Bird House	Historic	An L-shaped log building consisting of three joined cabins. The original structure was constructed circa 1903; subsequent additions date to the Alaska Railroad construction era (1916–1917) and the 1960s, when the building was converted for use as a bar. The Bird House Bar burned down in 1995.	Found not eligible by Alaska Historical Commission (A)
SEW-00113	Falls Creek Cabin and Camp	Historic	The former location of a 15-foot by 16-foot log cabin associated with Falls Creek, the district engineer's headquarters during construction of the Alaska Railroad (1917–1918). As of 2001, visible remains of the Falls Creek camp consisted of 15 gravel pads and 1 tin can.	Not eligible (2003)
SEW-00126	Indian Railroad Section	Historic	An Alaska Railroad section established at Indian in 1918. An Alaska Engineering Commission plat indicates multiple structures present in 1921, including a section house, telephone booth, car house, coal house, meat house, woodshed, and water closet. A new section house was built in the late 1920s. A 2010 survey found no remains of the site, which has likely been paved over by the existing highway. Site is associated with the INHT.	Not evaluated
SEW-00131	SEW-00131	Prehistoric	A prehistoric site consisting of a surficial to shallow lithic scatter on a rock bluff overlooking the Seward Highway. Artifacts include at least 16 chert flakes and a stemmed projectile point comparable to Riverine Kachemak components along the Kenai River. Site has been disturbed by modern construction.	Not eligible (2003)
SEW-00132	Indian Sawmill Site	Historic	A sawmill operated by the Alaska Engineering Commission in 1918; destroyed by arson later that year. A private sawmill later operated at the site and provided wood to the railroad. Evidence of logging is apparent along Indian Creek, but no remains of either sawmill exist. Remnants of an associated wooden bridge were present into the 1950s.	Not evaluated
SEW-00143	Indian Valley Trail	Historic	A segment of the INHT system, approximately 1 mile long; see also ANC-00281, which is the remainder of the trail to Indian Creek Pass. The Indian Valley Trail was established by at least 1907 and followed Indian Creek north from Turnagain Arm to Indian Pass, then along Ship Creek to the flats at the base of the mountains.	**Eligible** (1999/2005, A)
SEW-00257	Girdwood-Ship Creek Connecting Trail	Historic	Part of the INHT system; see also ANC-00280. This segment runs along Turnagain Arm from Girdwood to Indian Creek and follows the Indian Valley Trail (SEW-00143/ANC-00281) to Ship Creek. Completion of the trail from Girdwood to Indian Creek in 1908 provided an alternate route to the Crow Pass Trail.	Not evaluated
SEW-00412	Indian Valley Mine	Historic	An early twentieth-century mine and associated features, including an assay building, blacksmith shop, and cabin built circa 1920, as well as a hand-dug ditch and a re-opened mine shaft. Various non-contributing resources are located on site and include a trailer, parking area, and assorted small, recent buildings.	**Listed on NHRP** (1989, A)
SEW-00566	Potter Connecting Trail	Historic	Part of the INHT system; see also ANC-00279. This trail runs from Indian Creek at the Indian Valley Trail (SEW-00143) to Potter Creek.	Not evaluated

AHRS No.	Site Name	Site Type	Description	NRHP Eligibility (Year, Criteria)
SEW-00950	Cabin and Root Cellar Ruins	Historic	The ruins of a cabin and collapsed root cellar located on a bench west of Bird Creek. The cabin foundations measure 10 feet by 18 feet, and the root cellar measures 5 feet by 12 feet. An extensive array of structural debris, cans, glass jars, stovepipe, and other artifacts were identified in the vicinity and suggest occupation from the early 1900s to the 1970s. The site is possibly associated with the Bird Creek Lumber Company Sawmill (SEW-00564).	Not evaluated
SEW-00961	Footing Depressions for a Bridge Abutment	Historic	Ten depressions, cut into bedrock and stair-stepped up the hillside on Bird Creek. Excavated in 1917 as footings for a railroad bridge but later abandoned in favor of a crossing at the mouth of the creek.	Not evaluated
SEW-00996	Historic Tent Foundations and Can Scatter	Historic	A site consisting of two tent foundations and two can scatters, possibly associated with seasonal railroad workers. Each foundation measures approximately 18.8 feet square with berms 3.9 to 5.9 inches high. Tin can types suggest occupation during the 1930s. Other artifacts include a leather boot, a CO_2 cartridge, and pieces of roofing or flooring.	**Eligible** (2003, D)
SEW-01044	Whittier-Anchorage Pipeline System	Historic	An historic district associated with the Whittier to Anchorage pipeline system (see also ANC-01301). Includes the DeLong fuel dock in Whittier (SEW-01041), the Whittier Terminal (SEW-01042), buried and above ground pipelines (ANC-01832), the Indian Booster Station (SEW-01043), the Chugach Pressure Reduction Station (ANC-01303), and the Anchorage Terminal (ANC-01302).	Not eligible (2003)
SEW-01075	Power Transmission Line	Historic	A transmission line constructed in 1962 to carry power from the Cooper Lake Power Plant to Anchorage. The line extends 90.4 miles from the Quartz Creek substation to the Anchorage substation and now carries power produced at Cooper Lake, Bradley Lake, and Nikiski.	Not eligible (2005, 2012)
SEW-01219	Prospect Pits	Historic	Two possible prospect pits located south of the transmission line. The first pit measures 4.9 feet by 7.9 feet by 1 foot deep, while the second is 5.2 feet by 2.3 feet by 0.7 foot deep. The degree of revegetation in each pit suggests they could date as early as the 1930s.	Not evaluated
SEW-01275	Anchorage-Whitter Pipeline	Historic	A pipeline associated with the Whittier-Anchorage Pipeline historic district (SEW-01044/ ANC-01832). No description provided for the pipeline itself.	Not eligible (2003)
SEW-01321	Very Large Can Dump	Historic	Historic refuse consisting of a large concentration of glass, ceramic, and steel containers and tires. Investigations in 2019 indicated that construction and other disturbances have buried SEW-01321 since it was identified in 2006.	Not eligible (2019)
SEW-01379	Diamond Jim's Sign	Historic	A neon sign associated with a business begun in Portage in 1948. The associated log structure was constructed in 1956. Both were relocated to Bird following the 1964 earthquake. Note that the 2009 DOE pertains only to the sign and not the associated log structure.	**Eligible** (2009, A)
SEW-01500	Bird Creek Knoll Site	Prehistoric	An isolated whetstone identified near the top of a knoll between the Seward Highway and Turnagain Arm. The site was previously exposed by a bulldozer, which apparently removed only the first inch of original soil. Intact cultural materials may remain in situ nearby.	Not evaluated

AHRS No.	Site Name	Site Type	Description	NRHP Eligibility (Year, Criteria)
SEW-01557	Seward Highway	Historic	An approximately 125-mile-long highway between Seward and Anchorage, and the only vehicular road linking the Kenai Peninsula with the rest of the Alaska highway system; see also ANC-04069. **The portion of the Seward Highway designated as Interstate Highway (MPs 37–124) is exempt from Section 106 review under the 2005 Interstate Exemption.**	Not eligible (2019): DOE is only for the non-Interstate portion (MP 0–37)
SEW-01559	Concrete Block Cluster	Historic	Five large concrete blocks scattered over a roughly 225-square-foot area. Each block measured 18 inches by 18 inches by 13 inches. Dense moss growing on each block suggests they have been in this location for quite some time.	Not eligible (2015)
SEW-01560	Mobile Home Remains	Historic	A dilapidated 40-foot by 10-foot mobile home. The walls and roof have either collapsed or were deliberately demolished. The foundation, flooring, and entry stairs remain in place. Fiberglass insulation, electrical wiring, switch boxes, and plastic piping are also present.	Not eligible (2015)
SEW-01561	Cluster of Car Parts	Historic	A cluster of car parts, including a fender and door, found adjacent to and south of the power line. The style and color suggest manufacture in the 1950s or 1960s, although it was unclear when these items were discarded at the present location.	Not eligible (2015)
SEW-01562	Indian Ditch	Historic	An earthen ditch, approximately 4 feet wide and 2 feet deep with an unknown length. The ditch starts near the Seward Highway and runs diagonally up the ridge, roughly parallel to the highway. A large spoil pile was noted near the end closest to the highway	Not eligible (2015)
SEW-01563	320 Karalyssa Drive, The Indian House	Historic	A building formerly housing the Indian House Restaurant, constructed in the mid-1960s with subsequent renovations and additions. The building has a concrete foundation and a combination of gabled and shed roofs.	Not eligible (2015)
SEW-01564	27957 Seward Highway, Turnagain House	Historic	A rectangular building formerly housing Pepe's Turnagain House Restaurant. The eastern half is one story and was constructed pre-1964. It was moved from Portage to its current location after the 1964 earthquake. The western half of the building is two stories. The building also includes two small additions on the northern and southern elevations. Two small sheds are located at the rear of the building.	Not eligible (2015)
SEW-01565	135 Old Johns Road	Historic	This property contains three buildings, including a residence and shed built in 1962, and a second shed of apparently modern construction.	Not eligible (2015)
SEW-01567	29025 Seward Highway	Historic	Tax records for this property list a garage and storage shed built in 1965 and a 1968 residence. A 2015 survey noted a shed and two residences, presumably corresponding to those listed in the tax records. The shed and one residence were relocated from Portage to Indian after the 1964 earthquake.	Pending consultation between SHPO and DOT&PF as of 2015
SEW-01568	29135 Seward Highway, Valley Bible Chalet	Historic	A two-story, A-frame church constructed in 1969. Other buildings on the lot include a recent, one-story, gable-roofed building; 1970s-era cabin; greenhouse; and gable-roofed outbuilding.	Not eligible (2015)

AHRS No.	Site Name	Site Type	Description	NRHP Eligibility (Year, Criteria)
SEW-01569	29383 Seward Highway, Essential One Gas Station	Historic	This property contains a concrete block building currently used as a gas station; a small, concrete block shed built in 1968; and three steel canopies, one of which shelters the fuel pumps. The canopies were likely built after 1995.	Not eligible (2015)
SEW-01570	29433 Seward Highway	Historic	This property contains two one-story, concrete block buildings, formerly used as an office and restaurant (29433 Seward Highway) and a motel (29419 Seward Highway). The office and restaurant were built in 1968, and the motel was completed shortly thereafter.	Not eligible (2015)
SEW-01571	29521 Seward Highway, Cabin on the Bird Garage Parcel	Historic	Tax records for the property list the Bird House Garage (2004), storage shed (2002), cabin (1981), ranch-style log home (1964), detached garage (1962), and another storage shed (1944). The AHRS record states only the log home is old enough to be historic.	Not eligible (2015)
SEW-01572	210 Auriga Lane	Historic	A one-story, wood-framed house built in 1952. The AHRS record indicates the residence has undergone various recent additions and renovations.	Not eligible (2015)
SEW-01579	Can Dump	Historic	A can dump consisting of three buckets; five plates; an enameled basin; and two large pieces of metal, one of which may be part of a woodstove. Site is possibly associated with gold mining at the nearby Indian Valley Mine (SEW-00412) or with power line construction.	Not eligible (2016)
SEW-01613	Turnagain District of the Alaska Railroad (MP 64 to 93)	Historic	Part of the historic Turnagain District of the Alaska Railroad between Portage and Rainbow (Alaska Railroad MPs 64–93); see also ANC-04057. Sections include Portage to Girdwood (MPs 64.2–75.5), Girdwood to Bird Siding (MPs 75.5–82), Bird Siding to Indian (MPs 82–88.7), and Indian to Rainbow (MPs 88.7–93).	**Eligible** (2016, A)
SEW-01626	Railroad Bridge MP 86.6, Bird Creek	Historic	A 151-foot railroad bridge consisting of one 123-foot pony truss span with concrete piers, and one 14-foot approach span on each end of the bridge. Originally constructed in 1936 as a surplus 80-foot through girder span with three timber trestle approach spans on both ends, which replaced earlier timber trestle bridges built in 1917 and 1918. Later modifications included the addition of a fourth stringer to each chord of the timber approach spans in 1952, resetting the rails in 1981, installation of a new bulkhead in 1985, and replacement of the 1936 through girder span with the pony truss span in 1997.	**Assumed NRHP eligible**[b]

[a] AHRS site data obtained January 2023
[b] Bundy and Holt 2020
Notes: BP=Before Present; DOE=Determination of Eligibility; No.=Number

Table 3. Cultural resource surveys within the preliminary APE

Project	Author(s)	Year	Type of Survey	Location of Survey
Alaska State Park System	Dixon and Johnson	1973	Pedestrian survey	Waysides within Alaska State Parks
Alaska Parks Project	Smith	1974	Pedestrian survey	Roadhouses along Alaska highways
Alaska Railroad Study	Brown	1975	Archival research	Sites along the ARRC corridor
Potter-Girdwood Archaeological and Historic Site Survey	Reger and Antonson	1976	Pedestrian survey	Within Seward Highway ROW between MP 90–115
Beluga Point	Reger	1985	Site report	ANC-00054, near Seward Highway MP 110.5
Iditarod Trail in the Chugach National Forest	Schweigert	1999	Archival research and survey	SEW-00143, Indian Valley Trail, near Seward Highway MP 103.5
Bird Point	DePew	2000	Pedestrian survey	Bird Point
Seward Highway Bird Point to Potter Marsh Passing Lanes and Pathway Project	Reger	2001	Pedestrian survey	Along Seward Highway corridor between MP 99–115
Bird Creek Improvement Projects	Buzzell	2001	Pedestrian survey	Seward Highway MP 101.5
Sign near MP 102.9	Neely	2007	Historic structure survey	Seward Highway MP 102.9 – Diamond Jim's Sign
Seward Highway MP 99–105	Yarborough et al.	2009	Pedestrian survey	Along Seward Highway corridor between MP 99–115
Seward Highway MP 99–105	Yarborough et al.	2010	Evaluation survey	Along Seward Highway corridor between MP 99–115
Seward Highway MP 105–107, Windy Corner Safety Improvements	Yarborough et al.	2014	DOE	Turnagain Arm District of the Alaska Railroad (ANC-04057)
Seward Highway MP 100–105 Improvement Project	Meitl et al.	2015	Pedestrian survey	Along Seward Highway corridor between MP 100–115
Seward Highway MP 105–107, Windy Corner Safety Improvements	Zuccotti and Kennedy	2015	Pedestrian survey	Material Site 6, between Seward Highway MP 104–105
The History of Steel Pony Truss Bridges on the Alaska Railroad	Bundy and Holt	2020	Literature review	SEW-01626, ARRC MP 86.6, Bird Creek Bridge

From: Rollins, Mark W (DOT)
To: Davis, Tom G.
Cc: Campbell, Kendall D (FAA)
Subject: ANC RON 2 Rehabilitation, Project No. CFAPT001104, Consultation Initiation
Date: Tuesday, December 19, 2023 8:58:44 AM
Attachments: CFAPT001104_Enclosures.pdf
CFAPT001104_ANC RON Rehab_MOA.pdf

[EXTERNAL EMAIL]

Good morning Tom,
Attached for your review is the initiation letter for the subject project, pursuant to Section 106 of the National Historic Preservation Act. If you have any questions or comments, please contact Kendall Campbell with FAA.

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

U.S. Department
of Transportation

**Federal Aviation
Administration**

AIRPORTS DIVISION

222 W. 7th Avenue, Box 14
Anchorage, Alaska
99513-7587

In Reply Refer To:
ANC RON 2 Rehabilitation
Project No. CFAPT001104
Consultation Initiation

December 18, 2023

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

Dear Mr. Davis:

The Federal Aviation Administration (FAA) Alaskan Region Airports Division has received an application for federal assistance from the Alaska Department of Transportation and Public Facilities (DOT&PF) to be the Sponsor of proposed airport improvements at Ted Stevens Anchorage International Airport (ANC), Anchorage, Alaska (the Project) (Table 1 and Figure 1).

Table 1. Project location

Township	Range	Section(s)	USGS Quad Map1:63,360	Meridian	Latitude/ Longitude
12 North	4 West	34	Anchorage A-8	Seward	61.175986 N/ -149.988331 W

For purposes of the National Historic Preservation Act, FAA is initiating this consultation with you to assist us in identifying historic properties and places that may be of traditional, religious, and cultural importance to your community. Please note that we are requesting information only on such places that you believe may be impacted by the proposed project so that we may try to avoid impacts. We would be pleased to discuss project details with you or any confidential concerns you may identify.

Project Description
The purpose of the proposed project is to rehabilitate the concrete joints and panels of hardstand RON 2 at the Ted Stevens Anchorage International Airport (Figure 1 and Figure 2). Work will include joint sealant removal and replacement, perform concrete repairs using elastometric concrete, and reapply airfield marking. FAA anticipates construction will occur in summer 2024. The proposed project is located on the taxilanes between the airport North Terminal and the Main Terminal at the Ted Stevens Anchorage International Airport (Figure 1). Contractor staging areas will be east and north of the project area (Figure 2 and Figure 3).

Preliminary Area of Potential Effect (APE)
The preliminary APE for the proposed project includes the area of ground disturbance and other possible effects of the project (e.g., noise, visual, atmospheric, and cumulative effects) within the ANC RON 2 Rehabilitation Project limit and contractor staging areas (primary and secondary) (Figures 1 through 3). Any indirect effects associated with the proposed project will be temporary and limited to the period of time during construction. Project components proposed for the APE are consistent with the current function of their locations, and previous projects have already disturbed these areas. The APE will be finalized following comments from the consulting parties.

Identification Efforts
Peter Schnurr and Monty Rogers (Cultural Alaska) conducted the initial background research to identify cultural and paleontological resources in and near the proposed project. Monty Rogers meets and exceeds the Secretary of the Interior's Professional Qualifications Standards (48 Federal Register 44738-44739) and the criteria of 43 Code of Federal Regulations 7.8. For the initial background research, Schnurr and Rogers reviewed the following sources:

- the state's Alaska Heritage Resource Survey[1] (AHRS) online data repository for documented cultural resources,
- Shem Pete's Alaska[2] and Dene Traditional Place Names[3] for Dena'ina named places,
- the Bureau of Land Management's (BLM) Spatial Data Management System for historic survey plats that document cultural resources[4],
- Anchorage Municipal LiDAR data[5] for surface depressions that may be cultural features,
- the online Alaska Paleontological Database[6], and
- Anchorage Municipal Coastal Management Plans for places important to the community of Anchorage.

Based on this initial background research, there are no AHRS locations, Dena'ina named places, cultural resources recorded in historic survey plats, surface depressions identifiable in Municipal LiDAR data, or paleontological sites in the preliminary APE (Figure 4).
There are two AHRS locations within approximately 0.5 miles of the preliminary APE (Table 2) (Figures 4 and 5). They are ANC-03003 (the Lake Hood Seaplane Base Historic District) and ANC-04711 (Ted Stevens International Airport ATCT and TRACON).

[1] Office of History and Archaeology. 2023. *Alaska Heritage Resources Survey*. Electronic document, http://dnr.alaska.gov/parks/oha/ahrs/ahrs.htm, accessed December 7, 2023.
[2] Pete, Shem, James Kari, and James A. Fall 2016. *Shem Pete's Alaska*. Revised Second Edition. University of Alaska Press, Fairbanks, Alaska.
[3] Kari, James and Gerad Smith. 2023. The Web Atlas of Alaska Dene Place Names. Electronic document, https://storymaps.arcgis.com/stories/b31fc761a8ea4d7da349985d6932d58c, accessed December 11, 2023.
[4] BLM 2023. *Spatial Data Management System*. Electronic document, https://sdms.ak.blm.gov/sdms/, accessed December 7, 2023.
[5] Anchorage Municipal. 2015. *LiDAR Data*. Electronic document, https://moa-muniorg.hub.arcgis.com/pages/196edae443124be69bc13146dd3a8264, accessed December 7, 2023.
[6] Alaska Paleontological Database. 2023. Electronic document, http://www.alaskafossil.org/, accessed December 7, 2023.

Table 2: AHRS locations within approximately 0.5 miles of the APE

AHRS Number	Site Name	Description	NRHP Eligibility	Condition[7]	Distance Outside APE (Miles)
ANC-04711	Ted Stevens International Airport ATCT and TRACON	The Air Traffic Control Tower (ATCT) at Ted Stevens International Airport (AIA) was built in 1977 and operates as two facilities: an approach control tower; and a Terminal Radar Approach Control Facility (TRACON). This is the third ATCT to have served Anchorage airport. The Anchorage ATCT is located immediately northeast of the airport's South Terminal and provides service to the three AIA runways to the west and south and the Lake Hood Seaplane Base to the east. As of 2022, operations and expansions at AIA have outgrown the current ATCT's capacity. It is proposed to be demolished with a new tower to be built in a different location.	Eligible	Normal state of weathering.	0.17

[7] Condition status is based on a review of AHRS data (OHA 2023).

AHRS Number	Site Name	Description	NRHP Eligibility	Condition[7]	Distance Outside APE (Miles)
ANC-03003	Lake Hood Seaplane Base Historic District	Consists of Lake Hood and Lake Spenard connected by the Hood Canal which had been constructed by 1940. The lakes and canal are surrounded by hundreds of small "equipment shacks," and feature five constructed bays for float-plane parking. There are other contributing but not individually eligible aviation related buildings and constructed land features.	Eligible	Normal state of weathering.	0.45

Niłkidal'iy is the only Dena'ina named places within approximately 0.5 miles of the project APE (Table 3) (Figure 4). Niłkidal'iy is 0.45 miles east of the preliminary project APE.

Table 3: Dena'ina named places approximately 0.5 miles of APE.

Dena'ina Name	Meaning	Description[8]	English Name	Distance Outside APE (Miles)
Niłkidal'iy	'The Ones That are Joined Together'	Lake Hood (page 334)	Lake Hood	0.45

Consulting Parties

FAA is submitting letters initiating consultation with the Alaska State Historic Preservation Office (SHPO), Native Village of Eklutna, Knik Tribe, Chickaloon Village Tribal Council, Cook Inlet Region Inc. (CIRI), Eklutna Inc., Knikatnu, Inc., Cook Inlet Tribal Council, Chickaloon Moose Creek Native Association, Municipality of Anchorage (MOA), Spenard Community Council, Turnagain Community Council, and the Sand Lake Community Council.

FAA Contact Information

If you have questions or comments related to this proposed Project, please contact Kendall Campbell at 907-271-5030 or Kendall.D.Campbell@faa.gov.

[8] Pete, Shem, James Kari, and James A. Fall 2016. Shem Pete's Alaska. Revised Second Edition. University of Alaska Press, Fairbanks, Alaska.

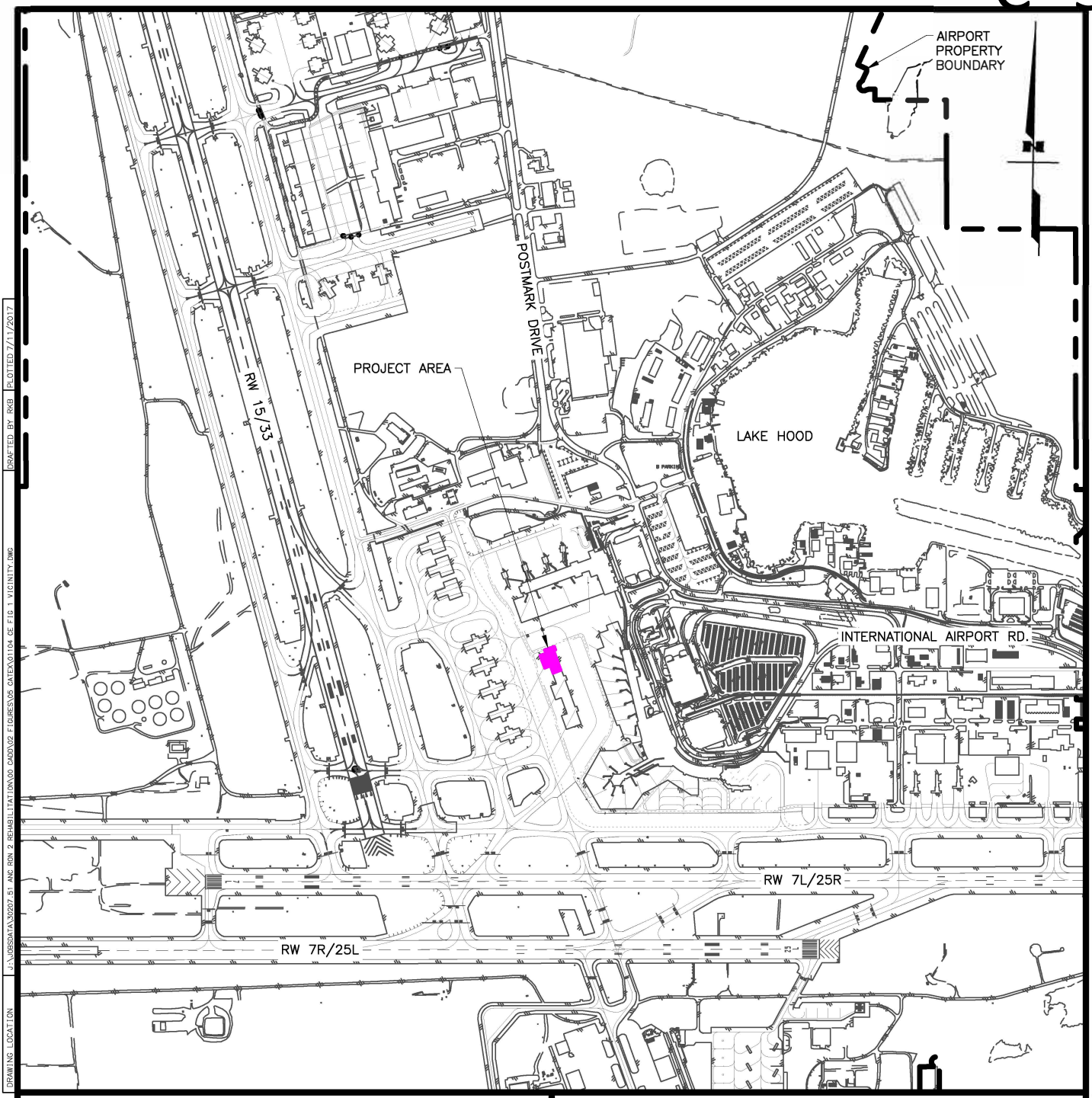
FAA requests your input on our proposal so that we can incorporate your concerns into Project development. Your timely response will greatly assist our compliance efforts and the preparation of any required environmental documentation. For that purpose, we request that you respond within thirty days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

Sincerely,

Kendall Campbell
Alaska Region Airports Division
Federal Aviation Administration
222 West 7th Avenue, MS #14
Anchorage, AK 99513
Phone: 907-271-5030
Fax: 907-271-2851
Email: Kendall.d.campbell@faa.gov

Enclosures:
Figure 1: Location & Vicinity Map
Figure 2: Proposed Improvements
Figure 3: Areas of Potential Effect
Figure 4: Nearest Dena'ina Place Names, AHRS Locations, and Paleontological Sites
Figure 5: Nearest Dena'ina Place Names, AHRS Locations, and Paleontological Sites, Closer View

Electronic cc w/ Enclosures:
Kristi Ponozzo, FAA Environmental Protection Specialist
Jennifer Lombardo, DOT&PF Central Region, Project Manager
Brian Elliott, DOT&PF Central Region, Regional Environmental Manager
Mark Rollins, DOT&PF Central Region, Cultural Resource Specialist -Archaeologist (PQI)
Molly Proue, DOT&PF Statewide Interim Cultural Resources Manager

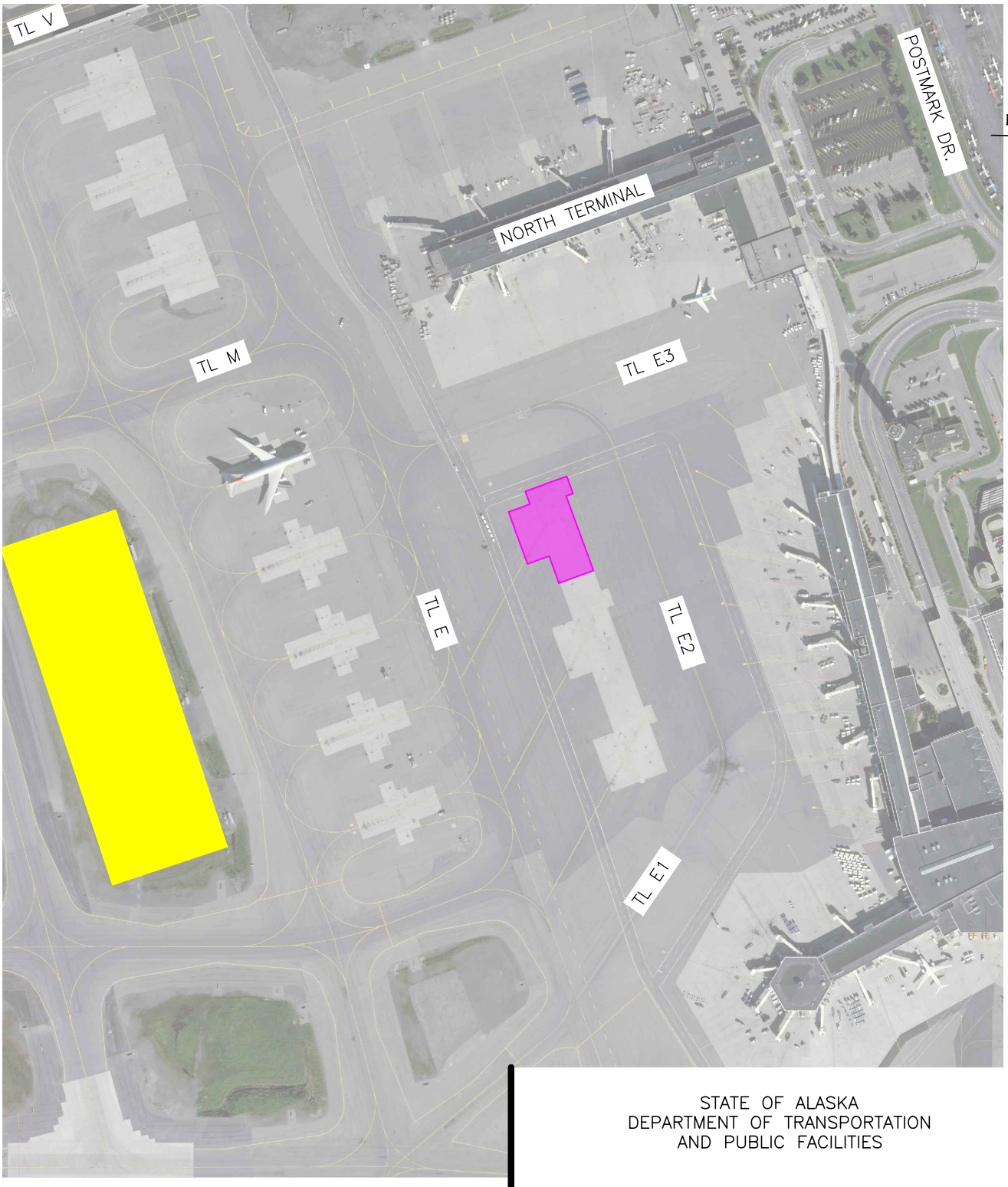


DRAWING LOCATION: J:\JOBSDATA\30207.51 ANC RON 2 REHABILITATION\00 CADD\02 FIGURES\06 CATEX\01104 05 FIG 1 VICINITY.DWG | DRAFTED BY RKB | PLOTTED 7/11/2017

STATE OF ALASKA
DEPARTMENT OF TRANSPORTATION
AND PUBLIC FACILITIES

TED STEVENS ANCHORAGE INTERNATIONAL AIRPORT

ANC RON 2 REHABILITATION
PROJECT NO. CFAPT01104
FIGURE 1
LOCATION AND VICINITY MAP



200' 100' 0 200' 400'

LEGEND

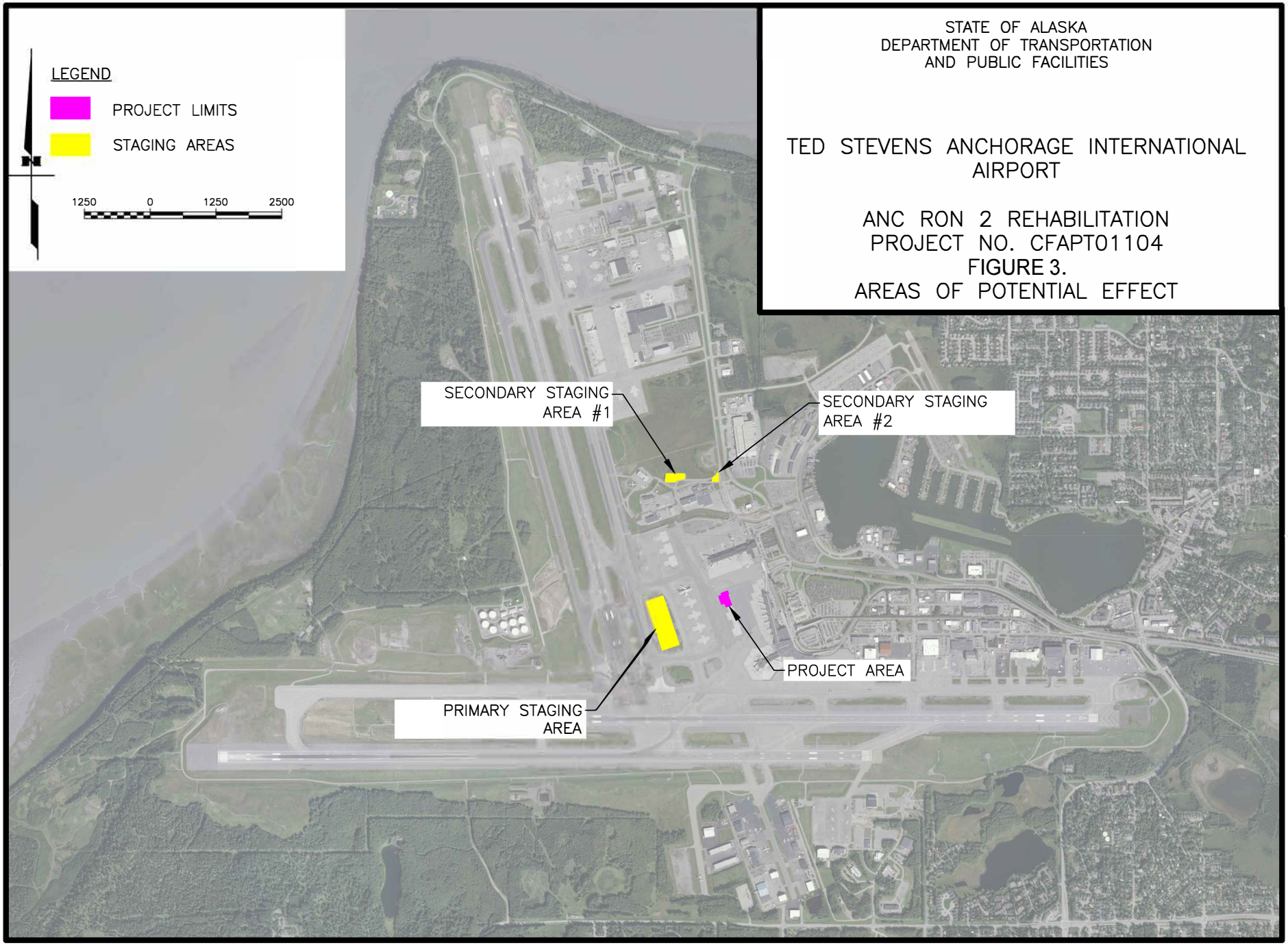
PRIMARY STAGING AREA

PROJECT AREA

STATE OF ALASKA
DEPARTMENT OF TRANSPORTATION
AND PUBLIC FACILITIES

TED STEVENS ANCHORAGE INTERNATIONAL AIRPORT

ANC RON 2 REHABILITATION
PROJECT NO. CFAPT01104
FIGURE 2
PROPOSED IMPROVEMENTS


LEGEND
PROJECT LIMITS
STAGING AREAS
1250 0 1250 2500
STATE OF ALASKA
DEPARTMENT OF TRANSPORTATION
AND PUBLIC FACILITIES
TED STEVENS ANCHORAGE INTERNATIONAL AIRPORT
ANC RON 2 REHABILITATION
PROJECT NO. CFAPT01104
FIGURE 3.
AREAS OF POTENTIAL EFFECT
SECONDARY STAGING AREA #1
SECONDARY STAGING AREA #2
PROJECT AREA
PRIMARY STAGING AREA

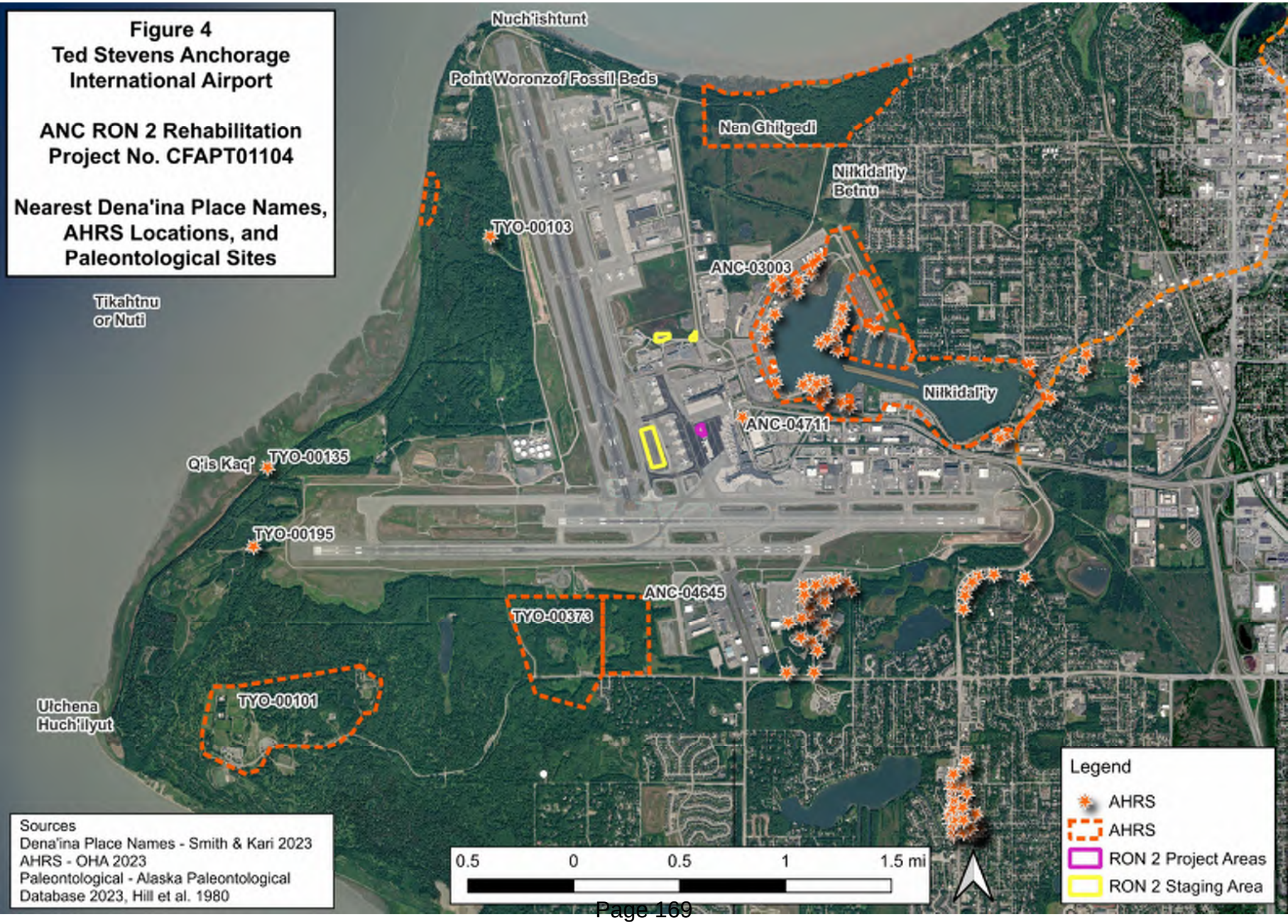


Figure 4
Ted Stevens Anchorage International Airport
ANC RON 2 Rehabilitation Project No. CFAPT01104
Nearest Dena'ina Place Names, AHRS Locations, and Paleontological Sites
Nuch'ishtunt
Point Woronzof Fossil Beds
Nen Ghilgedi
Nilkidal'iy Betnu
TYO-00103
ANC-03003
Tikahtnu or Nuti
Nilkidal'iy
ANC-04711
Q'is Kaq'
TYO-00135
TYO-00195
ANC-04645
TYO-00373
TYO-00101
Ulchena Huch'ilyut
Sources
Dena'ina Place Names - Smith & Kari 2023
AHRS - OHA 2023
Paleontological - Alaska Paleontological Database 2023, Hill et al. 1980
0.5 0 0.5 1 1.5 mi
Legend
AHRS
AHRS
RON 2 Project Areas
RON 2 Staging Area

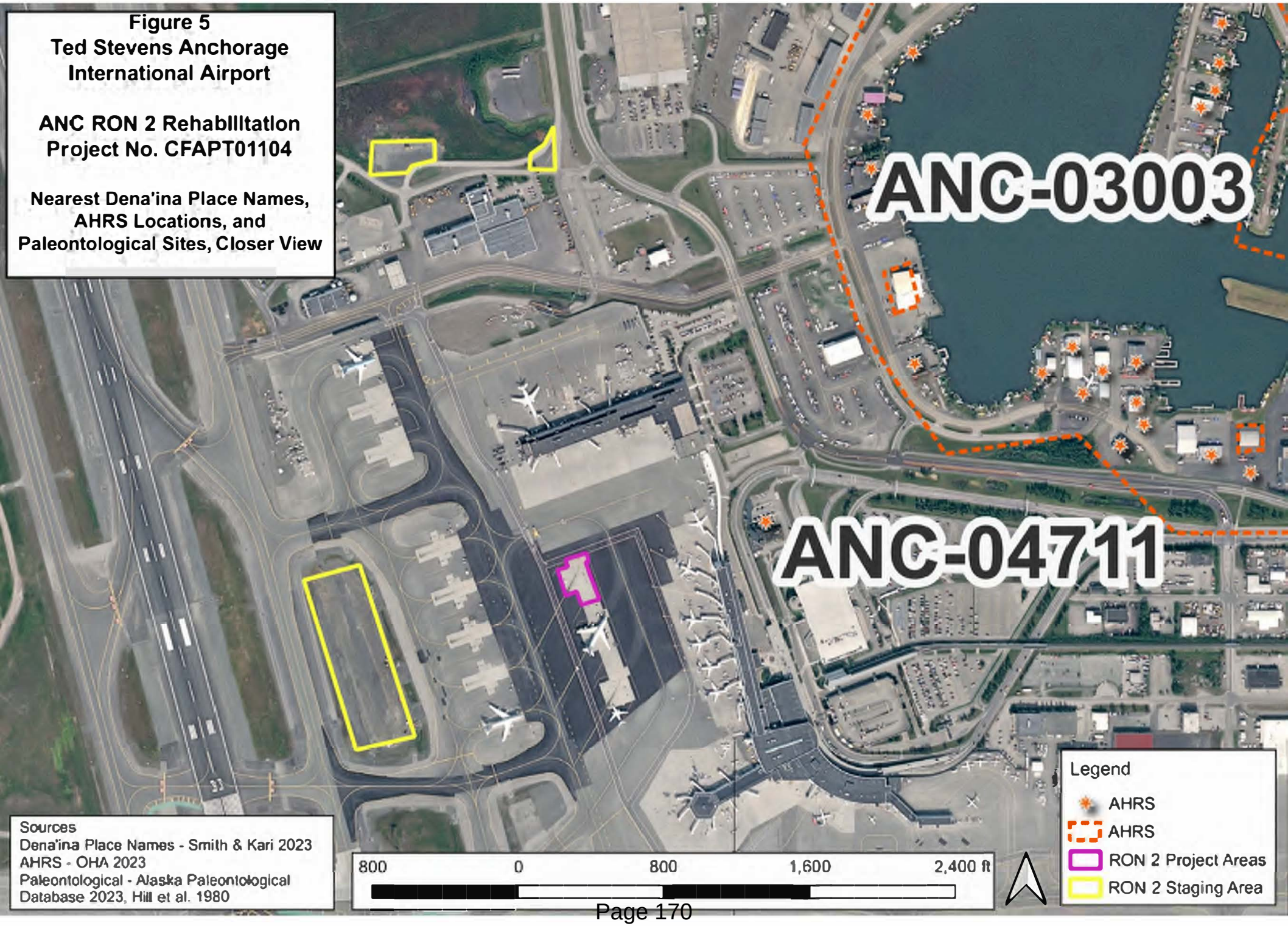


Figure 5
Ted Stevens Anchorage International Airport
ANC RON 2 Rehabilitation
Project No. CFAPT01104
Nearest Dena'ina Place Names, AHRS Locations, and Paleontological Sites, Closer View
ANC-03003
ANC-04711
Legend
AHRS
AHRS
RON 2 Project Areas
RON 2 Staging Area
800 0 800 1,600 2,400 ft
Sources
Dena'ina Place Names - Smith & Kari 2023
AHRS - OHA 2023
Paleontological - Alaska Paleontological Database 2023, Hill et al. 1980

From: Rollins, Mark W (DOT)
To: Davis, Tom G.
Subject: Seward Highway: 36th Avenue Interchange Project, DOT&PF Project #CSHWY00298, Consultation Initiation
Date: Thursday, January 11, 2024 2:10:57 PM
Attachments: CSHWY00298_36thAve Interchange_Enclosures.pdf
CSHWY00298_36thAve Interchange_Initiation_MOA.pdf

[EXTERNAL EMAIL]

Good afternoon Tom,
Attached for your review and comment is the initiation letter for the subject project, pursuant to 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

THE STATE of ALASKA
GOVERNOR MIKE DUNLEAVY

Department of Transportation and Public Facilities

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:
Seward Highway: 36th Avenue Interchange Project
DOT&PF Project #CSHWY00298
Consultation Initiation

January 11, 2024

Tom Davis
Senior Planner – Urban Designer/Historic Preservation Officer
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 United States Code (U.S.C.) 327, and is proposing the Seward Highway: Midtown Traffic Congestion Relief (MTCR) 36th Avenue Interchange Project (Project) in Anchorage. The proposed project is located in Sections 29 and 30, Township 13 North, Range 3 West, on United States Geological Survey (USGS) Quadrangle Map Anchorage A8 NW, Seward Meridian; Latitude 61.188064 North, Longitude 149.865223 West, in Anchorage, Alaska (Map 1). 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 November 3, 2017, and executed by FHWA and DOT&PF.

For the purposes of the National Historic Preservation Act (NHPA), the DOT&PF, acting on behalf of 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.*

The proposed work would include the following:

- Extend frontage roads on both sides of the highway from Tudor Road north to Benson Boulevard,
- Construct new pedestrian facilities (including curb ramps) that comply with Americans with Disabilities Act requirements,

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 November 3, 2017 and executed by FHWA and DOT&PF.

- New bridges for the interchange and braided ramps,
- Other structures such as retaining walls and noise barriers,
- Drainage improvements (upgrade or rehabilitation of culverts, storm drain facilities, ditches),
- Utility relocations to clear the ROW and enable the controlled access limits to be extended from Tudor Road to just north of 36th Avenue,
- Vegetation clearing and grubbing,
- New illumination, signage, striping, and relocation of advance intersection warning signage/structures,
- Landscape architecture (low maintenance),
- Install guardrail including end treatments,
- Intersection improvements at adjacent intersections to align with interchange, and
- Driveway modifications and secondary road improvements to maintain access to private property

Project Background

The Project has a long history dating back to the Anchorage Metropolitan Area Transportation Solutions (AMATS) Major Corridors Study (March 1982), which considered alternatives to connect the Seward Highway from Tudor Road, through downtown Anchorage, to the Glenn Highway. The project grew into the Seward Highway to Glenn Highway Connection Project (H2H), which was paused in 2011 due to concerns about the scale of the project and public push-back. Most of the current Project footprint was investigated for cultural resources under H2H.

In 2012, DOT&PF chose to focus only on the Midtown section of the previous H2H project, as alternatives for improvements between the Tudor Road interchange and Chester Creek shared the same configuration and would not jeopardize flexibility to ultimately create a connection between the Seward Highway and Glenn Highway. In late 2012, DOT&PF further revised the project scope to focus on a standalone project at the intersection of Seward Highway and 36th Avenue. This project was named Seward and 36th Improvements, and again included most of the current Project footprint. Section 106 compliance for the revised project relied on the 2009/2010 H2H results reporting, and was supplemented by an architectural survey in 2014. The project proceeded to approximately 35 percent design, but there were significant public concerns raised and the project was paused in early 2015.

In 2017, DOT&PF moved forward with a Planning and Environmental Linkages (PEL) Study focused on the Seward Highway from the Tudor Road Interchange to approximately 20th Avenue (known as the Midtown Congestion Relief project, or “MCR”). The PEL Study recommend five separate projects with independent purpose and need. The PEL advanced two 36th Avenue interchange concept alternatives, referred to as the Median U-Turn Alternative and the Loop Ramp Alternative, that are addressed under this Project.

Study Area

The study area consists of the project limits and includes the direct footprint, staging areas, and portions of parcels from which partial or full property takes are necessary (Map 2). The Area of Potential Effects (APE) will be defined after comments are received from your agency and other consulting parties.

Identification Efforts

Identification efforts conducted to date include a desktop review of known sites and previous surveys, preliminary screening of East Benson Boulevard, Old Seward Highway, East 34th Avenue, East 36th Avenue, and Tudor Road using the *Methodology for Assessing National Register of Historic Places Eligibility* (Mead and Hunt 2014), and a review of the Municipality of Anchorage (MOA) property records. The desktop review of files held at the Office of History and Archaeology (OHA) in their Alaska Heritage Resources Survey (AHRS) Portal has been completed for the Project and included review of all modules. There are no known historic properties in the study area. There are five AHRS resources located within the study area. Four of the AHRS are buildings, the Moose's Tooth (ANC-04013), Country Village Center (ANC-04014), the Young House (ANC-04015), and Coven Village (ANC-04016) that have been previously determined not eligible for listing in the National Register of Historic Places (NRHP) by DOT&PF and the State Historic Preservation Officer (SHPO) during the Seward and 36th Improvements Project supplemental architectural survey in 2014. The fifth AHRS resource is a portion of the Seward Highway (ANC-04069) that is designated as part of the Interstate Highway System and is exempt from further consideration during the Section 106 process under the Interstate Exemption [2005] (Map 2).

Preliminary screening of the non-exempt roads in the Study Area under the Roads Methodology indicates that East Benson Boulevard, East 34th Street, 36th Avenue, and Tudor Road are Category 1 roads with low potential for individual significance. The Old Seward Highway may be a Category 2 road with potential for individual significance that warrants further consideration. The segment of the Seward Highway in the Study Area is exempt from consideration as a historic property under the 2005 Interstate Exemption. Review of MOA property records indicate that there are twenty-two (22) buildings 45-years of age or older on thirty (30) parcels that intersect with the study area (Map 3).

Previous surveys in the vicinity of the Project have been completed for the H2H Project, the modified Seward and 36th Improvements Project, and in support of the *Programmatic Agreement among the Federal Highway Administration, the Advisory Council on Historic Preservation, the Alaska Department of Transportation and Public Facilities, and the Alaska State Historic Preservation Officer Regarding Alaska's Highway System Roads Affected by the Federal-Aid Highway Program in Alaska* (referred to as the Alaska Roads PA) (Yarborough, Yarborough , et al. 2010; Yarborough, Sommer, et al. 2010; Anderson and Ellis 2014; Gomez 2014; Bittner 2014). None of the surveys identified subsurface cultural resources in the current Project study area. The 2014 architectural survey for the Seward and 36th Improvements Project documented and evaluated four buildings that were determined not eligible for inclusion in the NRHP, as mentioned above.

DOT&PF intends to rely on the 2009/2010 H2H results reporting and the 2014 supplemental architectural survey for the Seward and 36th Improvements, as well as additional identification efforts. Additional identification efforts will include a reconnaissance survey of private parcels that have buildings and structures

that have come of age for consideration since the 2014 supplemental reporting and subsequent SHPO concurrence (Map 3). Portions of the study area with low disturbance and possible potential to contain archaeological materials were surveyed and systematically tested in 2009 for the H2H effort with negative results and will not be revisited.

Consulting Parties

Initiation letters have been sent to the following consulting parties: the State Historic Preservation Officer (SHPO), Municipality of Anchorage (MOA), MOA Historic Preservation Commission; Chickaloon Village Traditional Council (CVTC); Chickaloon Moose Creek Native Association, Inc., Native Village of Eklutna, Eklutna, Inc., Cook Inlet Region, Inc. (CIRI), Preservation Alaska (Alaska Association for Historic Preservation), Alaska Historical Society, Cook Inlet Historical Society, and the community councils for the Rogers Park, Midtown, and Tudor Area neighborhoods.

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
Cultural Resources Specialist – Archaeologist (PQI), DOT&PF Central Region

Enclosures:
Map 1: Project Location & Vicinity
Map 2: Previously Documents AHRS Sites
Map 3: Possible Historic Properties

Electronic cc w/ enclosures:
Alex Read, 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
Heidi Zimmer, DOT&PF Central Region, Environmental Analyst

References:

Anderson, Kirsten, and Danielle Ellis. 2014. Cultural Resources Review, Mid-Town Congestion Relief, Seward Highway to 36th Avenue. Anchorage, Alaska: HDR for Alaska Department of Transportation and Public Facilities.

Bittner, Judith E. 2014. Letter RE: Seward Highway and 36th Avenue Intersection Reconstruction Project No. 54629. Anchorage, Alaska: State Historic Preservation Office.

Gomez, Valerie. 2014. Letter RE: Seward Highway and 36th Avenue Intersection Reconstruction. Anchorage, Alaska: Alaska Department of Transportation and Public Facilities.

Mead and Hunt. 2014. Alaska Roads Methodology for Assessing National Register of Historic Places Eligibility. Prepared for Alaska Department of Transportation and Public Facilities, Anchorage.

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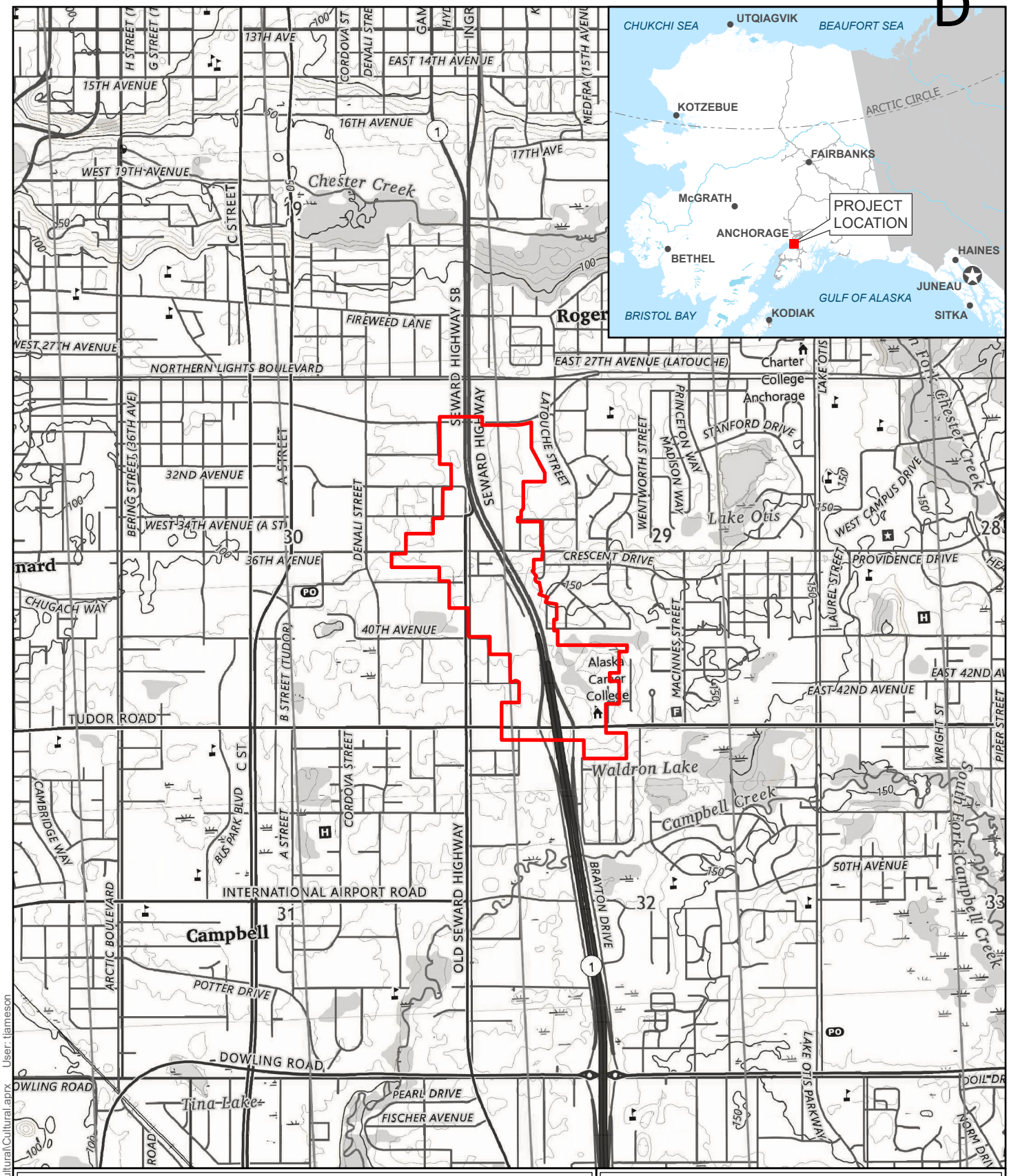

PROJECT AREA

0 1,000 2,000 Feet

PROJECT LOCATION & VICINITY

SEWARD HIGHWAY: 36TH AVENUE INTERCHANGE
DOT&PF PROJECT NO. CSHWY00298

DATE: JANUARY 2024

MAP 1

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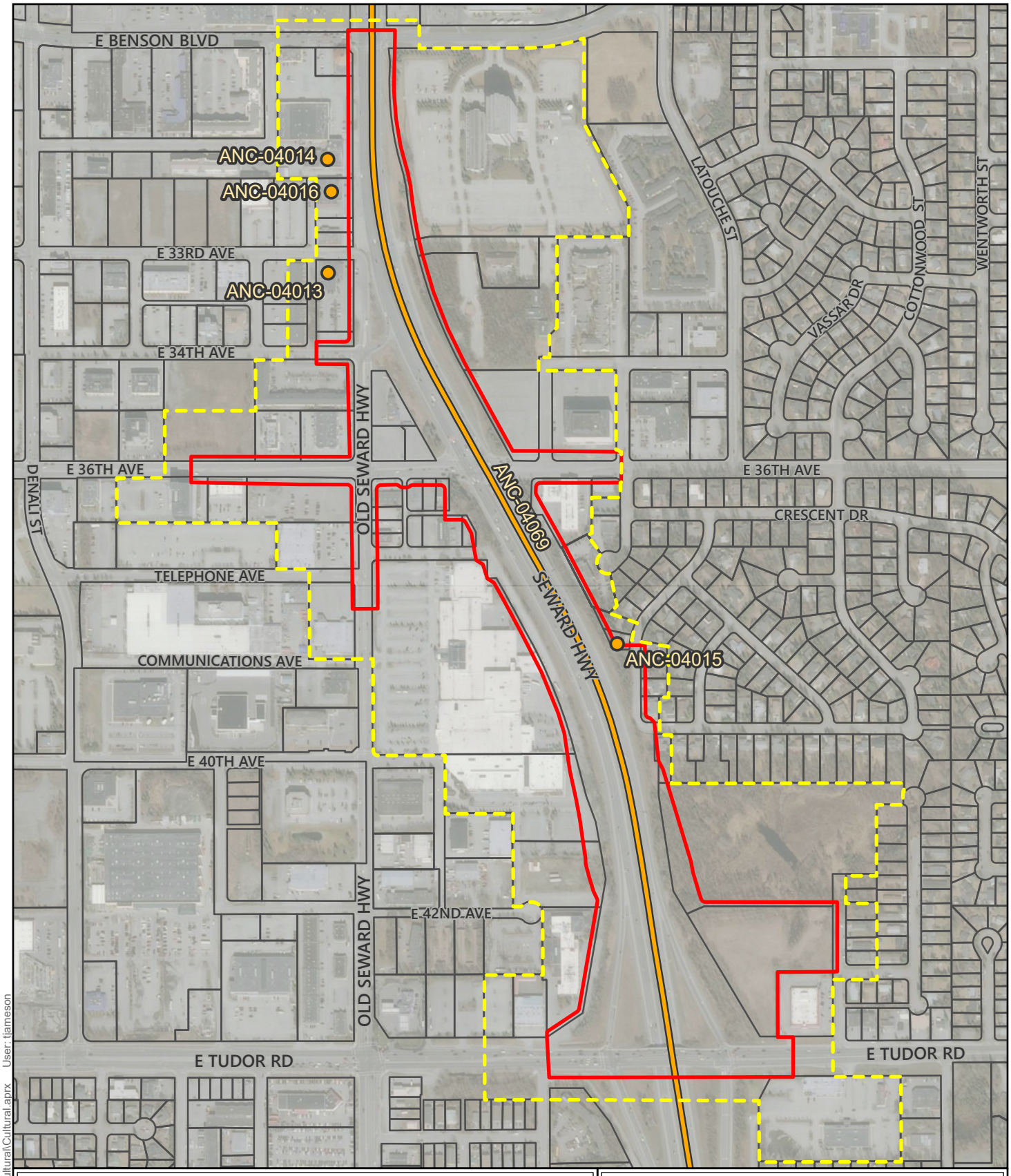
Service Layer Credits: World Hillshade: Esri, USGS, FEMA



STUDY AREA DIRECT EFFECTS
STUDY AREA INDIRECT EFFECTS
MOA PARCEL BOUNDARY

AHRS (POINT)*
AHRS (LINE)*

* AHRS DATA ARE CONFIDENTIAL AND NOT FOR PUBLIC DISTRIBUTION

0 300 600 Feet

PREVIOUSLY DOCUMENTED AHRS SITES

SEWARD HIGHWAY: 36TH AVENUE INTERCHANGE
DOT&PF PROJECT NO. CSHWY00298

DATE: JANUARY 2024

MAP 2

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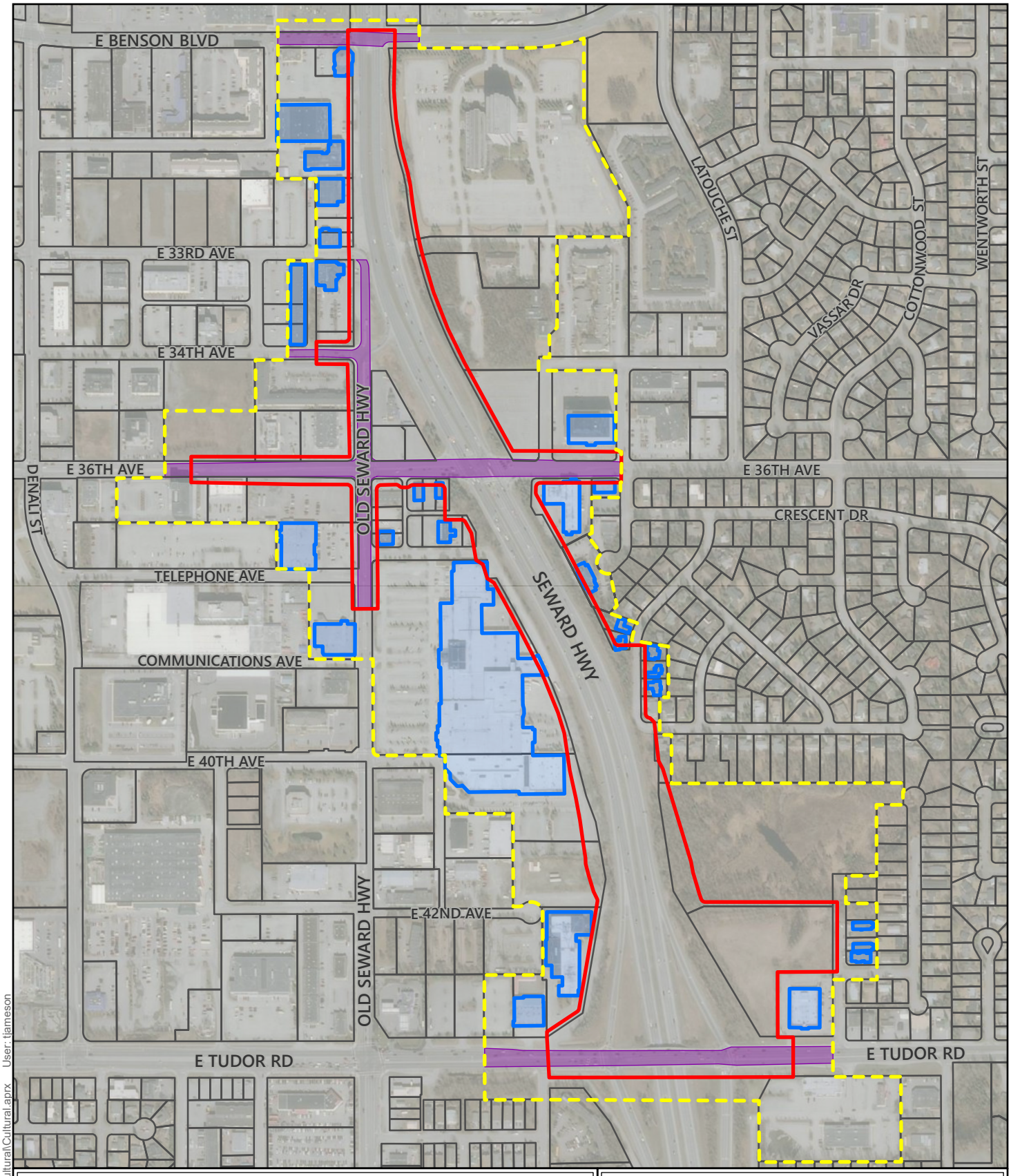
Service Layer Credits: World Imagery: Maxar, Microsoft



POSSIBLE HISTORIC PROPERTIES

SEWARD HIGHWAY: 36TH AVENUE INTERCHANGE
DOT&PF PROJECT NO. CSHWY00298

DATE: JANUARY 2024

MAP 3

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