



THE STATE
of **ALASKA**
GOVERNOR BILL WALKER

Department of Transportation and
Public Facilities

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

In Reply Refer To:
Seward Airport Improvements
TBD/Z548570000
Consultation Initiation

January 29, 2018

Scott Allen, Tribal Administrator
Qutekcak Native Tribe
P.O. Box 1467
Seward, AK 99664

Dear Mr. Allen,

The Alaska Department of Transportation and Public Facilities (DOT&PF), in cooperation with the Federal Aviation Administration (FAA) Alaskan Airports Division, is proposing to upgrade airport facilities and protect the Seward Airport from further damage caused by recurrent flooding. The proposed project is located within Sections 34 and 35, T 1S, R1W, Seward Meridian and Sections 2 and 3, T1S, R1W, Seward Meridian on USGS Quad map Seward A-7; Latitude 60.1307, Longitude -149.4188. See enclosed Figure 1 for a location and vicinity map, Figure 2 for the project layout, and Figure 3 which illustrates the preliminary Area of Potential Effect (APE) as described below.

For purposes of the National Historic Preservation Act, we are initiating this consultation with you to assist us in determining the Area of Potential Effect (APE) and identifying historic properties that may be affected by the proposed project.

Project Description

The proposed project would (see attached Figure 2):

- Reconstruct Runway (RW) 16-34:
 - shift RW east and raise it above the 100 year flood level with 2 feet of freeboard
 - extend the length from the existing 2,289 feet to 3,300 feet
 - Install armor rock to protect RW from flooding
- Relocate Taxiway (TW) B to match proposed RW 16-34 location
- Reconstruct TW F to match proposed RW 16-34 location
- Relocate, repair, or replace navigational aids, and markings
- Install security fencing
- Property acquisitions

- Construct an access road and ramp to accommodate aircraft floats to wheel change-outs
- Relocate the Automated Surface Observation System (ASOS) and the Airport Beacon
- Remove TWs A, D and E
- Repave other airport surfaces as needed
- Install new airfield lighting and an electrical enclosure building
- Close Runway (RW) 13-31 and discontinue maintenance

Preliminary Area of Potential Effect

A previous APE was defined in the Environmental Assessment for the Seward Airport Improvements Master Plan Environmental Assessment (July 2008). The proposed project preliminary APE (Figure 3) matches the 2008 APE with the exception of the boundaries to the north and south which have been extended to include property acquisitions to accommodate the Runway Protection Zone (RPZ) for the expanded RW 16-34. The entire Civil Air Patrol parcel to the north is being acquired so as to not leave the Civil Air Patrol with an inaccessible remnant parcel as a result of the proposed improvements. The APE will be finalized after comments are received from your agency and the consulting parties.

Identification Efforts

Based on a Cultural Resources Survey conducted in 2004 by Northern Land Use Research for the Seward Airport Master Plan (2008), the following AHRS sites are in the vicinity of the Airport property:

- SEW-00007, the Russian Trail. This trail dates back to the period of time when Russian traders occupied Resurrection Bay. The exact location of this site has not been identified. A determination of eligibility has not been submitted for this site.
- SEW-00148, the Seward Moose Pass Trail (previously Iditarod National Historic Trail). This trail runs discontinuously adjacent to the railroad between Seward and Moose Pass, Alaska. Portions of this trail fell into disuse after the completion of the Alaska Railroad in 1923. This site is eligible for NHRP.

A review the OHA AHRS mapper on January 8, 2018, showed the following additional sites to those listed above within or adjacent to the preliminary APE:

- SEW-00029, Alaska Railroad. This site number is for the portion of the Alaska Railroad from Seward to mile post 64 (Potter). The Alaska Railroad was nominated to the National Register in the late 1970s under Criterion A, but the nomination was never finalized
- SEW-00835, Seward Naval Radio Station. Original buildings for the station were built in 1917. Today the only building still existing is the station powerhouse. The powerhouse has been taken over by the Resurrection River and is currently mostly destroyed. DOT&PF is currently submitting a DOE as not eligible since the powerhouse is almost completely destroyed by the river.
- SEW-01550, Seward Engine House. Seward Engine House (aka Roundhouse) is a maintenance building used to service rolling stock. It is situated within the ARRC Seward rail yard, which was established in the current location after the devastating 1964 earthquake. A determination of eligibility has not been done for this site.
- SEW-01552, Collapsed hangar. This site consists of the collapsed iron supports and sheet metal cladding of an airplane hangar and associated rubble, including a wooden storage crate and machinery parts.

SEW-01552 may be the remains of a hangar destroyed during the 1964 tsunami. Site determined not eligible by the SHPO in 2014.

- SEW-01553, Isolated felled tree. This site consists of an isolated felled tree segment, believed to be Sitka spruce, measuring 8 feet in diameter and 15 feet in length and featuring squared cuts on both ends. The tree has possible logging industry associations with SEW-001554. Site determined not eligible by the SHPO in 2014.
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Consulting Parties

DOT&PF is initiating consultation with the following parties: SHPO, City of Seward, Chugachmiut, Inc., Resurrection Bay Historical Society, and Qutekcak Native Tribe.

If you have questions or comments related to this proposed project, please contact Mark Boydston, Environmental Analyst, at the address above, by telephone at (907) 269-0524, or by e-mail at mark.boydston@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.

Sincerely,



Michael T. Wanzienried
Cultural Resources Specialist

Enclosures:

- Figure 1 - Location and Vicinity Map
- Figure 2 - Proposed Action
- Figure 3 - Preliminary APE

Electronic cc w/ enclosures:

- Barbara Beaton, Project Manager, DOT&PF Aviation Design
- Brian Elliot, DOT&PF Central Region, Regional Environmental Manager
- Kathy Price, DOT&PF Statewide Cultural Resources Manager



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In Reply Refer To:
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TBD/Z548570000
Consultation Initiation

January 29, 2018

Angela Vanderpool, Executive Director
Chugachmiut, Inc.
1840 Bragaw Street, Suite 110
Anchorage, Alaska 99508-3463

Dear Ms. Vanderpool:

The Alaska Department of Transportation and Public Facilities (DOT&PF), in cooperation with the Federal Aviation Administration (FAA) Alaskan Airports Division, is proposing to upgrade airport facilities and protect the Seward Airport from further damage caused by recurrent flooding. The proposed project is located within Sections 34 and 35, T 1S, R1W, Seward Meridian and Sections 2 and 3, T1S, R1W, Seward Meridian on USGS Quad map Seward A-7; Latitude 60.1307, Longitude -149.4188. See enclosed Figure 1 for a location and vicinity map, Figure 2 for the project layout, and Figure 3 which illustrates the preliminary Area of Potential Effect (APE) as described below.

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In Reply Refer To:
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Consultation Initiation

January 29, 2018

Willard Dunham, President
Resurrection Bay Historical Society
P.O. Box 55
Seward, AK 99664

Dear Mr. Dunham:

The Alaska Department of Transportation and Public Facilities (DOT&PF), in cooperation with the Federal Aviation Administration (FAA) Alaskan Airports Division, is proposing to upgrade airport facilities and protect the Seward Airport from further damage caused by recurrent flooding. The proposed project is located within Sections 34 and 35, T 1S, R1W, Seward Meridian and Sections 2 and 3, T1S, R1W, Seward Meridian on USGS Quad map Seward A-7; Latitude 60.1307, Longitude -149.4188. See enclosed Figure 1 for a location and vicinity map, Figure 2 for the project layout, and Figure 3 which illustrates the preliminary Area of Potential Effect (APE) as described below.

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In Reply Refer To:
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TBD/Z548570000
Consultation Initiation

January 29, 2018

Mayor David Squires
City of Seward
P.O. Box 167
Seward, AK 99664

Dear Mayor Squires:

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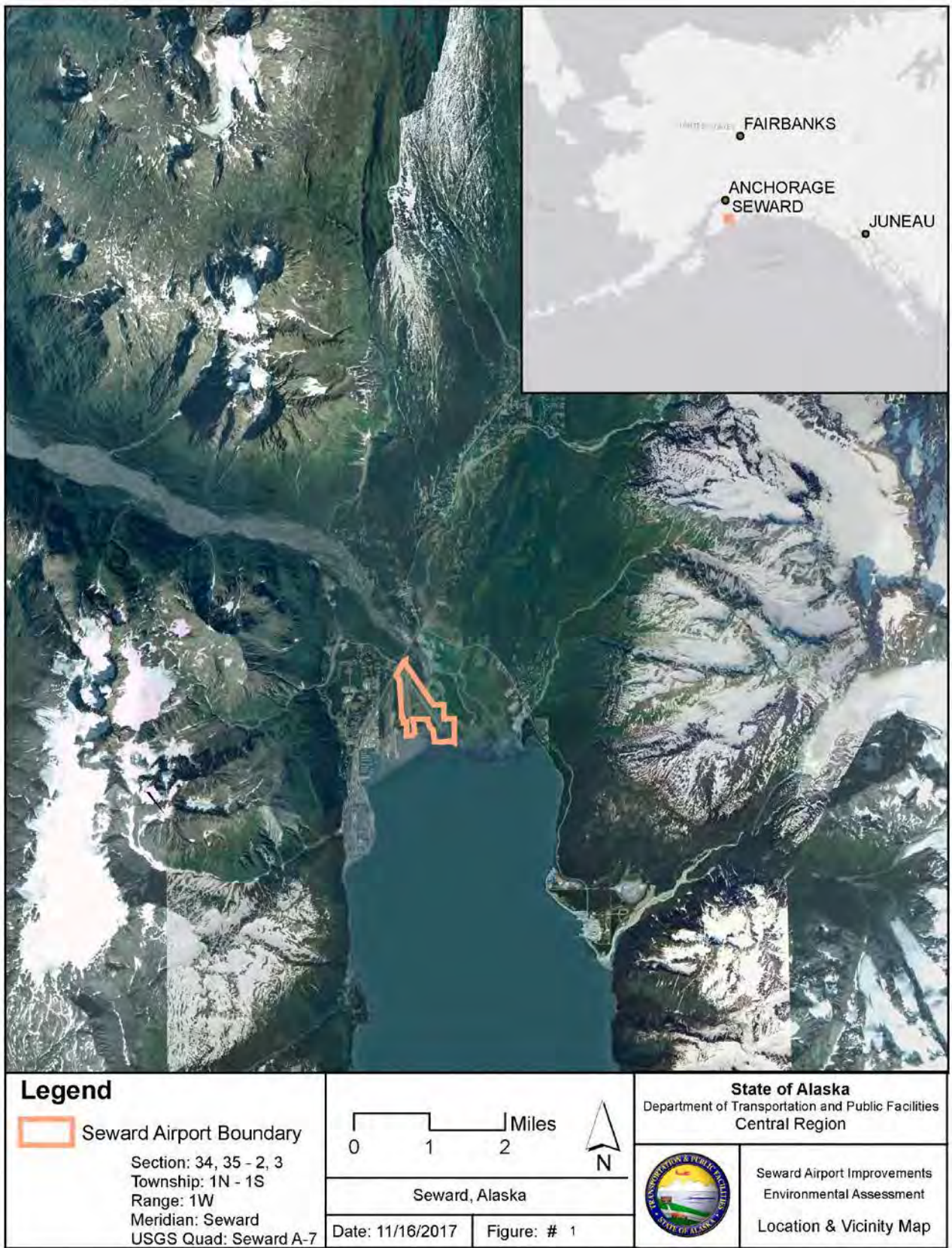
Michael T. Wanzenried
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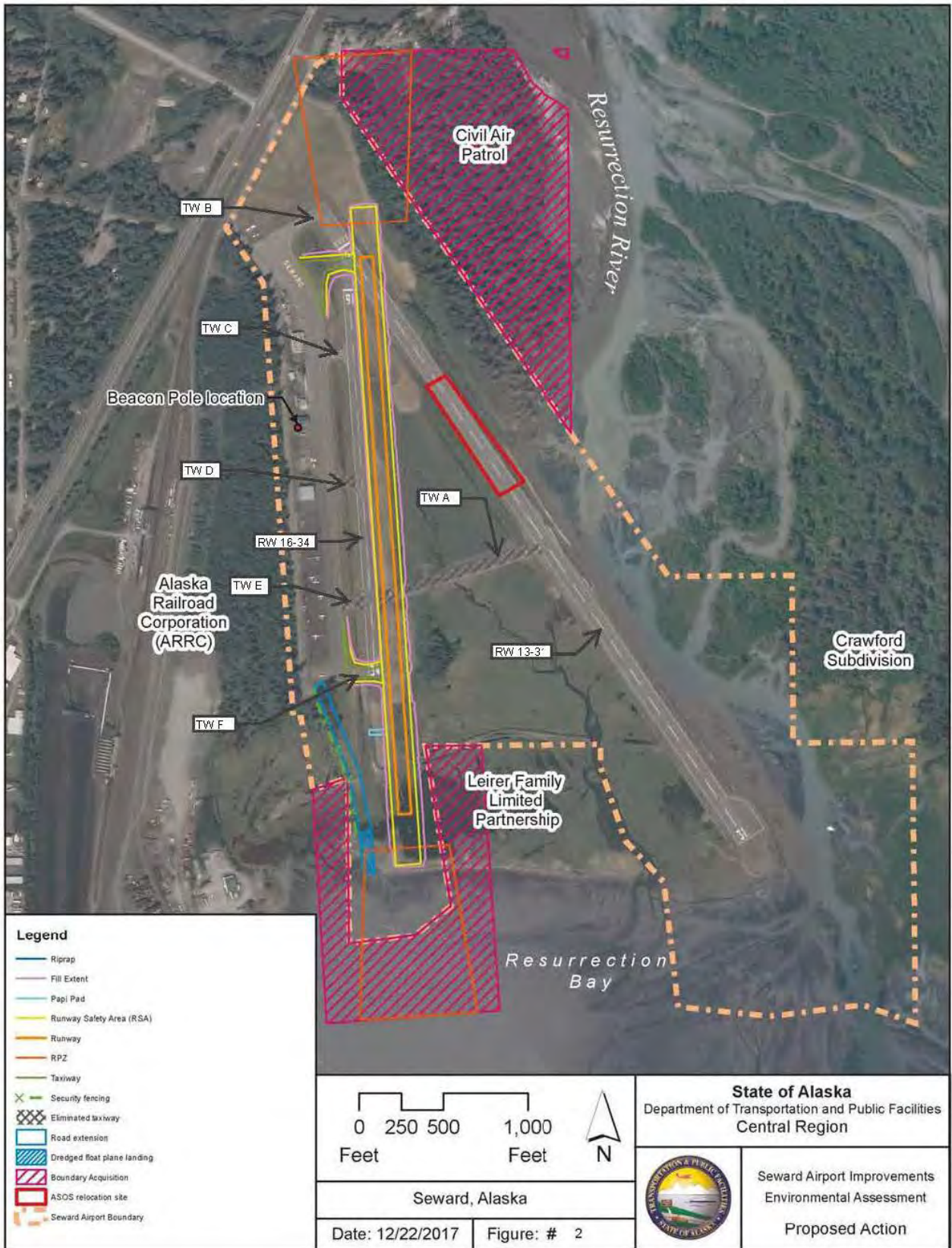
Enclosures:

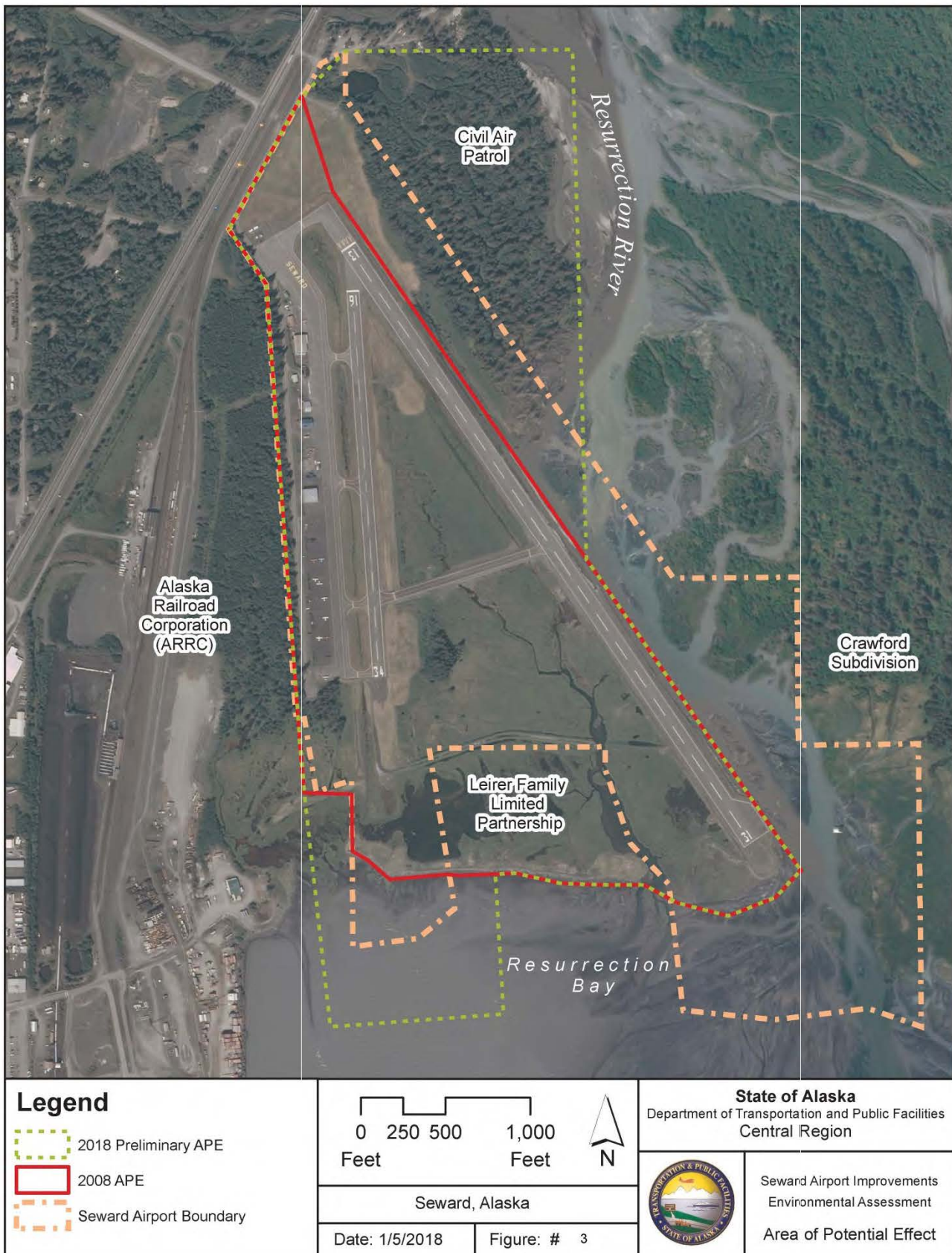
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From: [Rollins, Mark W \(DNR\)](#)
To: [Wanzenried, Michael T \(DOT\)](#)
Subject: Seward Airport Improvements, TBD/Z548570000, Consultation Initiation
Date: Wednesday, February 14, 2018 2:12:45 PM

3130-1R FAA

RevComp ID # 2018-00112

Hi Michael,

The Alaska State Historic Preservation Office (AK SHPO) received your correspondence (dated January 29, 2018) on January 30, 2018. Following our review of the documentation provided in the initiation letter, we have no objections to the proposed study area/ area of potential effect (APE). We recommend further background research into SEW-007 (Russian Trail) to determine if its historic location is indeed within the APE. We would also like to note that are records show that the cultural resources survey conducted in 2004 by Northern Land Use Research for the Seward Airport Master Plan did not discuss the history of the airport.

We recommend researching the early era of airport construction for the Seward Airport. We look forward to receiving the results of the evaluation of the APE as well as FAA/ DOT&PF's findings for this undertaking and will respond with our concurrence and/or comments at that time.

Thank you for sending a Section 106 consultation initiation letter to our office. Please let me know if we can be of further assistance.

-Mark

Mark W. Rollins
Archaeologist II
Alaska State Historic Preservation Office/ Office of History and Archaeology
550 West 7th Avenue, Suite 1310
Anchorage, AK 99501

(907) 269-8722



THE STATE
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Department of Transportation and Public Facilities

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In Reply Refer To:
Seward Airport Improvements
TBD/Z548570000
No Historic Properties Affected
This finding contains two DOEs

June 5, 2018

Ms. Judith Bittner
State Historic Preservation Officer
Alaska Office of History and Archaeology
550 W. 7th Avenue, Suite 1310
Anchorage, Alaska 99501-3565

Dear Ms. Bittner:

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The DOT&PF on behalf of FAA finds that no historic properties would be affected by the proposed project pursuant to 36 CFR 800.4(d)(1), implementing regulations of Section 106 of the National Historic Preservation Act. This submission provides documentation in support of this finding, as required at 36 CFR 800.11(d).

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- Reconstruct TW F to match proposed RW 16-34 location
- Relocate, repair, or replace navigational aids, and markings

- Install security fencing
- Property acquisitions
- Construct an access road and ramp to accommodate aircraft floats to wheel change-outs
- Relocate the Automated Surface Observation System (ASOS) and the Airport Beacon
- Remove TWs A, D and E
- Repave other airport surfaces as needed
- Install new airfield lighting and an electrical enclosure building
- Close Runway (RW) 13-31 and discontinue maintenance

Area of Potential Effect

A previous APE was defined in the Environmental Assessment for the Seward Airport Improvements Master Plan Environmental Assessment (July 2008). The project APE (Figure 3) matches the 2008 APE with the exception of the boundaries to the north and south which have been extended to include property acquisitions to accommodate the Runway Protection Zone (RPZ) for the expanded RW 16-34. The entire Civil Air Patrol parcel to the north is being acquired so as to not leave the Civil Air Patrol with an inaccessible remnant parcel as a result of the proposed improvements.

Identification Efforts

A review of the Archaeology Heritage Resource Survey (AHRs) on March 20, 2018 and the cultural resources surveys conducted by Northern Land Use Research, Inc. in 2004 and another by HDR in 2013 revealed six sites in the APE; one site (SEW-0007) was unevaluated for the National Register of Historic Places (NRHP), five were not eligible, and one (SEW-01625) was given a site number in April 2018 (Table 1). No historic properties were identified in the APE.

Table 1. Sites located in the Project APE

AHRs Number	Site Type	Year Built	NRHP Status
SEW-00007	Trail	-	Unevaluated
SEW-00835	Seward Naval Radio Station	1917	Not Eligible
SEW-01552	Collapsed hangar	-	Not Eligible
SEW-01553	Ecofact	-	Not Eligible
SEW-01554	Logged area	-	Not Eligible
SEW-01555	Road	1918	Not Eligible
SEW-01625	Airport	1927	Unevaluated

Determination of Eligibility

In response to initiation letters sent on January 29, 2018, the state historic preservation office (SHPO) recommended further background research into SEW-00007 (Russian Trail) and the Seward airport (SEW-01625). DOT&PF conducted determination of eligibilities for both sites.

Summary of the Seward Airport (SEW-01625) Determination of Eligibility

The original Seward airport was built in 1927 as part of a larger effort by the territorial legislature to use airplanes to promote development and access throughout the state. The original Seward airfield was a 200x1200 foot-long runway carved out of a forested area at the head of Resurrection Bay near the Naval Radio Station (SEW-00835). Over the course of the last 80 years, the boundaries of the airport have been expanded and its facilities steadily improved to meet federal aviation specifications. DOT&PF has found that while the Seward airport has significance under Criterion A for the NRHP—for being among those first airfields built by the

territorial government—its lack of integrity in terms of retaining physical characteristics that convey association with early airfields makes it not eligible for the NRHP. Please see attached documentation for further details.

Russian Trail (SEW-0007) Determination of Eligibility

The possible existence of a Russian trail (SEW-0007) was described in Mary Barry's 1973 *A History of Mining on the Kenai Peninsula*. Barry does not provide a map for SEW-0007's alignment. Instead, she provides a general location based on correspondence with a local miner who noted that "a transportation route led from Kenai River to the south end of Kenai Lake, up Porcupine Creek to Lost Lake, down Lost Creek and over the flats to the Resurrection Bay shipyard near present-day Seward" (Barry 1973: 17). Email correspondence between DOT&PF and SHPO about the existence of SEW-00007 did not result in a better understanding of the site itself but did reveal there was a paper copy of the Seward quadrangle with a dashed line with a similar direction and length as the path of SEW-00007 on the AHRS online mapper.

Cultural resource surveys conducted in 2004 and 2013 at the Seward airport and the Alaska Railroad respectively, failed to identify any remnants of SEW-00007. Subsequent research by DOT&PF for the history of the Seward airport (SEW-01625) also failed to reveal any additional information regarding a documented Russian trail in the project area or even within the surrounding community. Aerial photos of the airport and neighboring railroad yard over the last 70 years document extensive ground disturbance that, supposing the existence of SEW-00007 in this location, would have destroyed any evidence for it within the project APE (Figures 4-8).

Because there are no physical attributes that support the existence of SEW-0007 in the project APE, in addition to the amount of ground disturbing activity in the neighboring Alaska railroad yard, DOT&PF finds that the segment of SEW-00007 from Port Avenue to the south shore of the Resurrection River north of the Seward airport as shown on the AHRS mapper is not eligible for listing to the NRHP.

The FAA agrees with DOT&PF's recommendation that SEW 01625, SEW-0007 are not eligible for the NRHP.

Findings of Effect

There are no historic properties located within the proposed project's APE. As such, DOT&PF has found, and requests your concurrence or comment, that there would be no affect to historic properties.

Consulting Parties

DOT&PF sent consultation initiation letters on January 29, 2018 to the following parties: SHPO, City of Seward, Chugachmiut, Inc., Resurrection Bay Historical Society, and Qutekcak Native Tribe. The only party to respond was SHPO on February 14, 2018, with an email that there was no objection to the proposed APE and a recommendation to conduct further research into SEW-0007 (Russian Trail) and the history of the Seward airport.

Please direct your concurrence or comments to me at the address above, by telephone at 907-269-0535, or by e-mail at michael.wanzenried@alaska.gov.

Sincerely,



Michael T. Wanzenried
Cultural Resources Specialist

Enclosures:

Figure 1 - Location and Vicinity Map

Figure 2 - Proposed Action Map

Figure 3 - Area of Potential Effects Map

Figure 4-8 Aerial photographs showing AHRS sites SEW-00007 and SEW-01625

Determination of eligibility for the Seward airport (SEW-01625)

Electronic cc w/ enclosures:

Barbara Beaton, Project Manager, DOT&PF Aviation Design

Brian Elliot, DOT&PF Central Region, Regional Environmental Manager

Kathy Price, DOT&PF Statewide Cultural Resources Manager



Figure1. Location and Vicinity Map

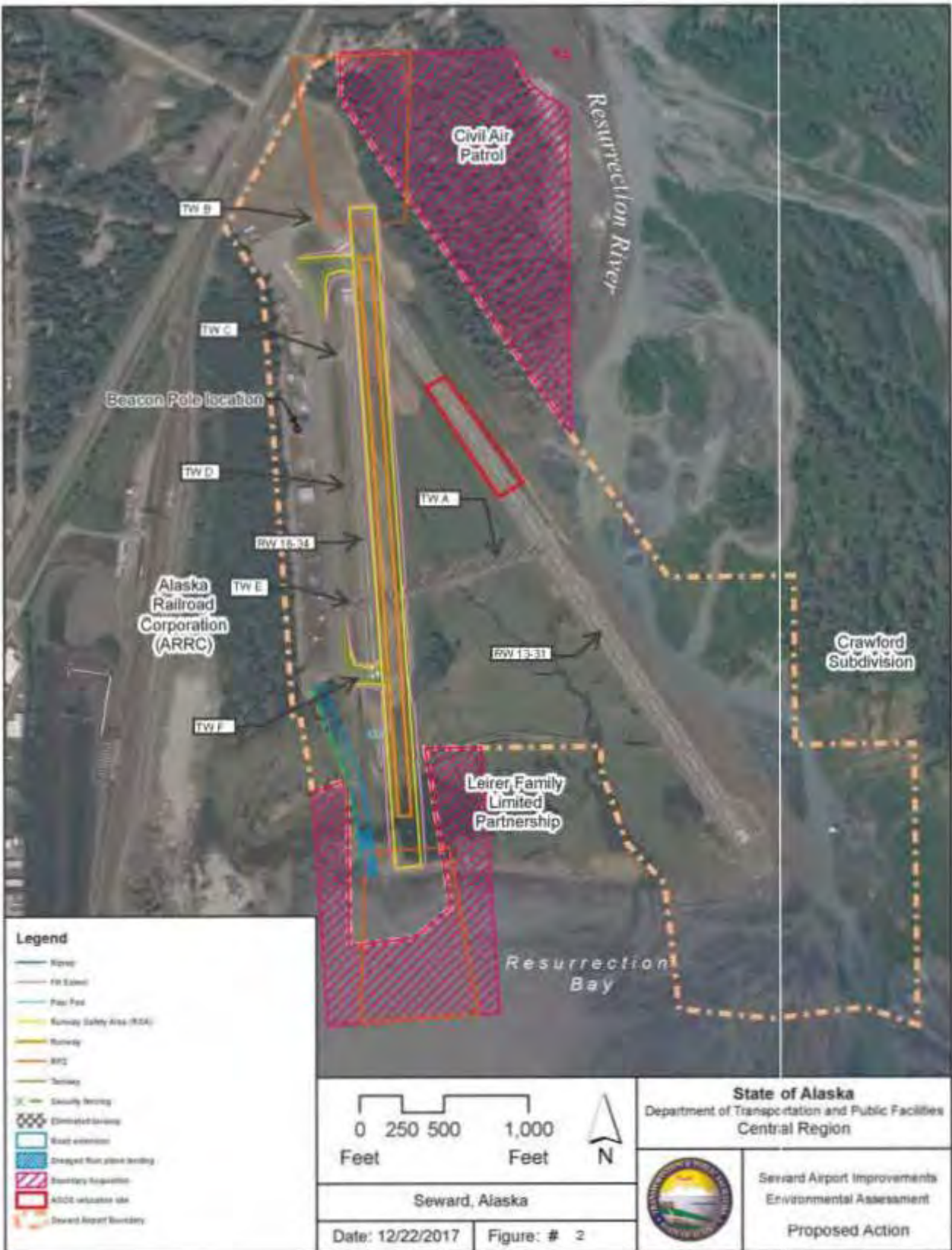


Figure 2. Proposed Action Map



Figure 3. Area of Potential Effect Map



Figure 4. Aerial photograph from 1950 showing the AHRS location of SEW-00007 in relation to the Seward airport.



Figure 5. Aerial photograph from 1976 showing the AHRS location of SEW-00007 in relation to the Seward airport and the Alaska Railroad Yard.

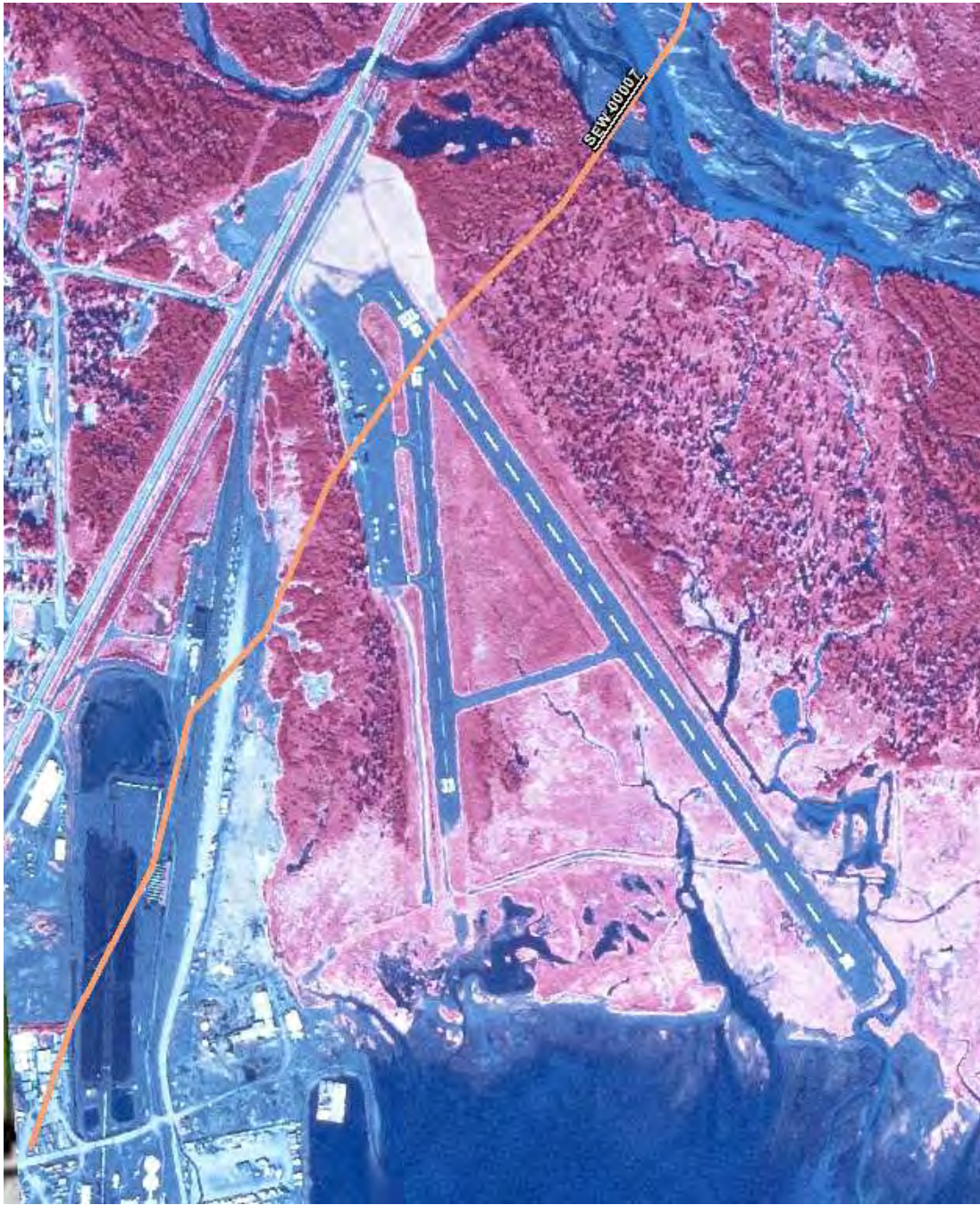


Figure 6. Aerial photograph from 1985 showing the AHRS location in relation to the Seward airport and the Alaska Railroad Yard.



Figure 7. Aerial photograph from 2011 showing the AHRS location of SEW-00007 in relation to the Seward airport and the Alaska Railroad Yard.



Figure 8. Aerial photograph from 2015 showing the AHRS location of SEW-0007 in relation to the Seward airport and the Alaska Railroad Yard.



Seward Airport, Christensen Air Service airplane on gravel runway with Mt. Alice in the background, 1948.
Photo #2410.1.6 courtesy of Resurrection Bay Historic Society

Determination of Eligibility for the Seward Airport (SEW-01625), Seward, Alaska

Michael T. Wanzenried
Alaska Department of Transportation and Public Facilities
Central Region Cultural Resources Specialist
April 2018

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 (MOU) DATED NOVEMBER 3, 2017 AND EXECUTED BY FHWA AND DOT&PF.

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Executive Summary

This report provides the basis for the Department of Transportation and Public Facilities' (DOT&PF) finding that the Seward Airport (SEW-01625) is not eligible for the National Register of Historic Places (NRHP). This report was initiated by the Seward Airport Improvement Project (Z548570000) that proposes to reconstruct runway 16-34, close runway 13-31, remove taxiways A, D, and E, relocate taxiway B, reconstruct taxiway F, among other actions. DOT&PF found that the original Seward airfield could be considered for listing to the NRHP under Criterion A for being among those airfields constructed by the territorial government starting in 1925 to promote economic development and improve access to rural areas. However, modifications to the Seward airport over the last 90 years has compromised the integrity of historic physical traits of the original airfield, which makes the Seward airport not eligible for listing to the NRHP.

Seward Airport Determination of Eligibility Study Area

The Seward airport is located on approximately 302 acres at the head of Resurrection Bay, approximately three miles north of the City of Seward's downtown core (Sections 34 & 35 of T01N, R01W and Sections 2 & 3 of T01S, R01W, Seward Meridian; USGS Quadrangle Seward A-7 SW) (Figure 1). The airport is classified as a Local Airport in the 1996 Alaska Aviation System Plan Update (AASP2). A Local Airport "serves as secondary access to a community served by another mode as primary access, or a recreational or emergency airstrip." Seward is connected to the rest of Alaska by railroad, highway, air, and water. Air travel to Seward has never been profitable for regular passenger service. Currently, the Seward Airport consists of two paved runways, a large paved apron, and six taxiways (A-F) and is primarily utilized by small, single engine, A-I aircraft (though the primary runway was designed to meet B-II design standards) (Figure 2). The most frequent users of the airport are Civil Air Patrol, tour operators, and private pilots.

Community
Airport? 201
Alaska Aviat
System Plan

Summary Overview of Airport Use and Modifications

Seward airport's first runway was built between 1927 and 1928. It consisted of a single 200x1200 foot runway. Between 1929 and 1930, the airport was expanded and featured two runways, forming an L shape, with a north-south landing strip measuring 200x1400 feet and an east-west landing strip measuring 200x1200 feet. By 1950, improvements to the airfield had combined the two into a single 2800 feet long runway (today's runway 16-34). An additional runway (today's runway 13-31¹) was built in 1952 and measured 3800 feet in length on a northwest-southeast axis.

In 1962, a small apron was built on the north end of the airfield, both runways were compacted, and the current entrance to the Seward Highway was built. The Airport suffered minor damage in the 1964 Good Friday earthquake, and repairs made by the United States Army Corps of Engineers included re-establishing the runway, apron, and taxiway grades above the high-tide elevation.

1975 was the year the airport received its contemporary appearance after a surfacing and marking project updated the compacted gravel of both runways, taxiways A – D, and the parking apron with a

¹ By Federal Aviation Administration rules, runways are numbered according to the points on a compass, from 1-36, reflecting the magnetic compass reading. As the earth's magnetic field changes, the FAA requires runways to be renumbered. Although as built drawings and photographs from different years show different numbering conventions for the runways, this report will use the convention from the 2008 Airport Layout Plan on Figure 2. <https://www.ncei.noaa.gov/news/airport-runway-names-shift-magnetic-field>

rebuilt sub-surface that was resurfaced with bituminous prime coat and runway markings. In 1983, both runways and the apron were reconstructed by DOT&PF and medium intensity taxiway lights and taxiway markings were added. The 1983 project also included construction of the existing sand storage building.

Between 1990 and 1991, DOT&PF leased approximately 7.6 acres from the ARRC along the west side of the airport to add lease lots and storage areas on the general aviation apron. The apron and access road were subsequently expanded towards the south in 1991. An erosion control project was completed along the east side of Runway 12-30 (today's runway 13-31) in 1995. Currently, the airport features a number of structures including several tour offices, a large commercial hangar, a DOT&PF maintenance building and sand shed, lighting vaults, and weather stations (Figure 3). None of these buildings are over fifty years of age.

Cultural Chronology of Seward

Relying primarily on Mary Barry's *History of the Gateway City volumes I-III*, Seward's history has been divided into six periods: Human Use and Occupation of the Seward Area Before 1792; Russian Contact (1792-1860); The Lowell Family and the Founding of Seward (1883-1919); Seward Between Wars (1940-1965); Seward's Wartime Growth (1940-1965); Modern Seward (1964-1990).

Human Use and Occupation of the Seward Area Before 1792

For thousands of years prior to the founding of Seward, people made a home among the fjords, inland rivers, and mountains of the Pacific coast of the Kenai Peninsula. Although archaeological sites with tool assemblages morphologically similar to the early Holocene (~10,000-7,500 years ago) have been identified in the upper Cook Inlet, the archaeological record of the southern Kenai Peninsula provides evidence of human occupation region for approximately 7,000 years when people started living along the rocky coastline along today's Kenai Fjords National Park (Clark 1984: 136-137). The earliest cultural manifestations include those related to the Takli Alder and Ocean Bay (7,000 to 4,800 years ago); Takli Birch, Ocean Bay II, and Kachemak I and II (4,800 to 2,800 years ago); Takli Cottonwood and Kachemak III (1,800 to 600 years ago); and Historic Kenai Eskimo (600 years ago to present). These were followed by the Dena'ina, Alutiiq, and Chugamiut (Workman 1998). Archaeological sites related to these traditions have not been documented in the immediate vicinity of Seward and tend to occur further inland near Kenai Lake, throughout the Kenai River drainage, and along the coast.

Russian Contact (1792-1860)

The first non-native peoples to set foot on shore and explore the Seward environs were most likely associated with the Russian American Fur Company when it selected the head of Resurrection Bay to build a ship building yard and fort—named Fort Voskresenskii—between 1792 and 1793 (Brue 2004: 39; Cook and Norris 1998: 45-53; Trepal 2013: 12-13). The decision to use Resurrection Bay was driven more by the necessity to secure locations close to coastal hunting grounds and block the expansion of the Lebedev-Lastochkin Company than for access to adequate building materials (Cook and Norris 1998: 44-52). The early days of the fort consisted of as many as 150 Russian men living and working in this area—a workforce often supplemented with Native labor as the conditions at the fort deteriorated and led to a mutinous uprising (Cook and Norris 1998: 49). The persistent lack of building supplies and decimated sea otter populations made Fort Voskresenskii economic viability uncertain, and in 1818 the fort's status was downgraded to that of a trade outpost. As noted in an April 10, 1818, memo of the Russian American Company, it was recommended to transfer all the Russians and prisoners to Iliamna, reduce

the size of the encampment, and leave one or two Aleut families as managers of the outpost (Pierce 1984: 79). It is unclear when the final abandonment of Fort Voskresenskii occurred though it was likely fully abandoned sometime in the mid-1800s (Cook and Norris 1995: 55).

The Lowell Family and the Founding of Seward (1883-1919)

Following the Russian departure from Resurrection Bay, the next reported permanent residents were Mary and Frank Lowell who moved there from English Bay sometime between 1883 and 1884 (Barry 1986: 24; Cook and Norris 1998: 71). In the vicinity of the current-day SeaLife Center, steamships would anchor close to shore to pick up furs and drop off mail, people, and supplies—effectively turning the Lowell home on Resurrection Bay into an outpost between the continental United States and mining claims on Turnagain Arm (Barry 1986: 24; Cook and Norris 1998: 71; Trepal 2013: 13). Although Frank abandoned his family in 1893, Mary and her children continued living in Resurrection Bay. By 1900, members of the Lowell family constituted all of the four households in Resurrection Bay and reportedly also had small garden plots and staked mining claims in the area (Barry 1986: 27, 33).

The U.S. Government ordered the first formal surveys of the corridor from Seward to the north in order to gather information on trails and portages that could be used to support military and mining interests further to the north (Cook and Norris 1998: 13). In 1898 Lieutenant H.G. Learnard of the 14th Infantry, geologist Thomas Mendenhall, and a civilian named Bagg surveyed a route from the head of Resurrection Bay near present day Seward to the Matanuska Valley—a trip that required following paths already cut by prospectors through the Salmon Creek Drainage to the Snow River and on to the mining communities of Hope and Sunrise (Bureau of Recreation (BOR) 1977: 23; Cook and Norris 1998: 13; Mendenhall 1899: 275). This survey expedition highlighted the practicality of this route to facilitate the development of mining and agricultural opportunities throughout the region (Barry 1986:33). By 1900, people began arriving into the area in increasing numbers and used pack trains and dog sled teams to move supplies from Resurrection Bay to mining districts throughout the Cook Inlet region (BOR 1977: 25).

In May of 1903, Mary Lowell's daughter, Eva, married and lived with Harry Revell who had a 320 acre homestead at the head of Resurrection Bay with a small cabin, log stable, and garden (Barry 1986: 30). Part of this homestead became the location for the future airport although no evidence for the buildings have been identified (Kriz and Williams 2005: NP). For several years, Revell had the contract to carry the mail by dogteam from Seward to surrounding mining towns of Sunrise and Hope and provided guide services for railroad officials and visitors to the area (Barry 1986: 30). In 1903 and 1904, he guided John and Frank Ballaine and W.B. Poland of the Central Railroad Company along the route surveyed for railroad construction. When Harry and Eva needed to build a house in Seward to help manage Eva's failing health in 1906, Revell arranged for Charles Christensen to live at and improve on his homestead claim (Barry 1986: 30). After he and Mary divorced in 1917, Revell arranged to sell parts of his homestead—some of which would later be integrated into part of the Seward airport.

The actual founding of Seward was a result of businessmen and brothers John and Frank Ballaine's ambition to capitalize on the potential to connect an ice free deep sea port to Alaska's interior communities and mining districts via railroad. They organized the Alaska Central Railway Company and used existing government surveys as well as their own research to identify Resurrection Bay as the most ideal location to build a town and railroad (Barry 1986: 34-36). Following their initial 1902 surveys to Cook Inlet, the Alaska Central Railway Company purchased much of Seward's current-day waterfront

from Mary Lowell for \$4,000 and thirty-seven townlots (Barry 1986: 27). With an additional 160 acres obtained through John Ballaine's Soldier's Additional Homestead Scrip, the foundation for the town of Seward took shape (Barry 1986: 36).

The contrived nature of the town by the Ballaine brothers allowed Seward to prosper without going through the spasms of uncontrolled growth that accompanied most boom towns. Having the financial backing of investors meant that when John Ballaine set sail to build the first buildings at the Seward townsite in August 1903 he was well prepared and had twenty-five employees, draft animals, a pile driver, saw mill, and provisions for the initial construction of the town (Barry 1986: 37-38). Within a few years of its founding, Seward had a dock, water system, electricity, telephone service, banks, and a three-story brick building that housed the headquarters of the Alaska Central Railway Company (Barry 1986: 56-57). One issue that slowed Seward's growth for decades was how inadequate housing and a lack of year-round jobs forced people south for the winter (Barry 1986: 55-61).

Construction of the railroad proceeded in fits and starts. Between 1904 and 1905 nearly 45 miles of track was laid; after which, funding issues and difficult terrain slowed construction considerably and by 1909 a total of 71.5 miles of track had been completed (Cook and Norris 1998: 84). In addition to these problems, the withdrawal of coal lands from public entry in 1907 undermined the economic surety behind the Ballaine venture and in 1911 the Alaska Railroad Company was sold and re-organized into the Alaska Northern Railroad Company (Barry 1986: 66-71; Cook and Norris 1995: 86-87). Unwilling to invest much to upgrade or maintain its property, the Alaskan Northern Railroad went on to experience profound economic failure (Cook and Norris 1998: 85). The loss of revenue from railroad construction led to an economic decline in Seward as many of the activities associated with the railroad made up the economic foundation for many of Seward's businesses (Cook and Norris 1998: 85). In 1915, the Alaska Engineering Commission recommended that the government purchase the bankrupt Alaska Northern Railroad to secure a link between the Matanuska Valley and an ice free port (Cook and Norris 1998: 86-87). Headquarters for the Alaska Railroad moved from Seward to Anchorage in 1917, initiating an economic downturn that was exacerbated by WWI (City of Seward 2017: 15).

Seward Between Wars (1919-1940)

The United States' entry into WWI in 1919 impacted statewide and local economies through rationing and the loss of available work force, which slowed the development of roads, mining operations, railroads, and farms (Seward Historic Preservation Plan (SHPP) 2017: 15; Johnson and Stanton 1955). Despite this, work on the railroad and local roads continued and provided seasonal work for local men. The growth many Sewardites hoped would accompany the government takeover and the eventual completion of the railroad in 1921 did not materialize in terms of the number of new residents, which only increased from 652 to 949 between 1920 and 1940 (Barry 1995: 15). Increased freight and tourism from both railway and shipping lines created a local economic driver that has continued through the depression era to the present. During the period from 1923 to 1940 Seward's tourist economy gradually coalesced around a downtown core that began to feature restaurants and souvenir shops as well as new facilities built on the wharf to support the fuel and repair needs of ships and railroad yards (Barry 1995: 92-119).

The early 1920 was also a time when the use of aircraft in Alaska provided easier access to remote communities and played a significant role in the development of the state (Municipality of Anchorage ND). One of the first pilots to offer commercial freight and passenger service in Alaska was Roy Jones

who had flights between Seattle and Ketchikan using a military surplus flying boat in 1922. Between 1924 and 1926, regular service airlines for freight and passengers emerged out of Fairbanks and Anchorage, as well as some of the first experimental airmail flights between Fairbanks and McGrath (Alaska Humanities Forum 2018). The Alaska Territorial legislature allocated \$40,000 in 1925 for the Alaska Road Commission (ARC) to begin building airfields throughout Alaska (Alaska History 2018). In 1927 alone, the Alaska Road Commission (ARC) built over 30 airfields across Alaska (ARC 1928). ARC constructed a primitive 200 by 1000 foot-long airfield at the head of Resurrection Bay in Seward. A few small companies in Seward provided infrequent freight and passenger service from Seward to local landmarks, other Alaskan communities, and mining districts. A range of factors like cost, geography, and competition with the railroad limited the potential of flight out of Seward—especially when compared to the rapid development of airfields in Anchorage and Fairbanks (see Timeline of Aviation and Airport Improvements in Seward below for more detailed discussion of flight in Seward).

Although Seward's position at the head of Resurrection Bay near the railroad and docks made it seem like a prime location for fish canning operations, overfishing led to sporadic economic returns and fish plants scaled back operations during this time (City of Seward 2017: 18). Through the 1940s, the halibut and cod industries of Alaska declined.

Seward's Wartime Growth (1940-1964)

Seward's relatively small maritime industry expanded rapidly after 1940 when construction supplies related to military fortifications for other parts of Alaska arrived in Seward's port (Barry 1995: 150). The increase in shipping traffic prompted construction work on Seward's waterfront. Barry quotes John Paulsteiner who described Seward as the stronghold of the whole Pacific north of Seattle with freight arriving from Seattle, Portland, San Francisco, and Russia (Barry 1995: 151). Hundreds of planes were shipped through Seward to be assembled in Fairbanks before being flown to Russia via Nome. Paulsteiner estimated the number of dockworkers increased from 30 to 165 men who worked in shifts around the clock (Barry 1995: 151).

On June 30, 1941, Seward's first garrison of 25 officers and 677 soldiers arrived and assisted with erecting the camp site at the northern end of Seward near the Jesse Lee Home that would become Fort Raymond (Barry 1995: 152). Their duties included dynamiting and leveling ground for barracks and facilities at Fort Raymond in preparation for the arrival of several thousand more soldiers who would help build and man military fortifications throughout Resurrection Bay to protect the port from enemy attack (Barry 1995: 153-159).

While shipping through Seward increased exponentially during World War II, constant use of the rails severely degraded their overall utility and, by the end of the war, there was discussion to discontinue the Seward to Portage section of the railroad (Barry 1995: 190). Compounding this problem was the unintended consequence of the military integrating a second deep water port at Whittier into the Alaskan rail system. Attempts by Sewardites to fight the discontinuation of the Seward line were partially successful: funds to upgrade the railway were received in 1945 but the Seward line remained a low priority of Alaska Railroad officials who steered most of the freight traffic from Anchorage to Whittier (Barry 1995: 190, 328).

Although military involvement in Alaska after World War II still contributed to Seward's overall economy, the loss of Fort Raymond and construction-related activities for the war plus increased

competition from a new port in Whittier and a port and airfreight services in Anchorage caused an economic downturn starting in the mid-1950s (Barry 1995: 226). . This continued with varying degrees of intensity until the 1964 Earthquake Seward's economic stability came to depend on its burgeoning fish-packing industry and upgrades to its port facilities helped attract new shipping businesses while simultaneously elevating its identify as a sightseeing destination (Barry 1995:210-212, 270-271). The opening of the Seward Highway between Seward and Anchorage in 1951 provided new opportunities for people to travel through the area, ship goods, and recreate and led to a minor population boom. Seward's population rose to 2,114 from 949 between 1940 and 1950 but dropped to 1,891 by 1960.

Modern Seward (1964-1993)

The earthquake and tsunami that struck Alaska on March 27, 1964, caused widespread destruction throughout Seward. A large portion of the ground that supported the wharf and dock facilities broke from the mainland and slid into Resurrection Bay, spilling and igniting thousands of gallons of oil and fuel into the water; additional infrastructure related to the railroad and highway were severely damaged first by tremors and subsidence then the series of massive seismic waves that swept far inland; 86 buildings were totally destroyed and 269 were heavily damaged (Lemke 1967: E1). Because of the damage caused to the roads and railroad, relief supplies began arriving into the minimally-damaged Seward airport within a day of the earthquake and continued for several weeks until repairs to other transportation networks could be made (Eckel 1967; Lemke 1967: E24).

Despite the property losses experienced by many people and businesses in Seward, reconstruction of the dock facilities, railroad yards, roads, airport, utilities, and housing market provided a lifeline to the overall viability of its primary economic drivers. However, improvements to infrastructure were not accompanied by any substantial diversification or amplification in local industries: dock upgrades allowed Seward to become a base for the Alaska Marine Highway System in addition to the recovering fish-processing industry, which provided much of Seward's economic stability for the 1970s (Barry 1995: 360).

Increased shipping demands for materials to build the Trans-Alaska oil pipeline increased shipping through Seward and 1975 was the first year since 1954 cargo tonnage shipped through Seward since 1954 (Barry 1995: 297). Tonnage through the port of Seward increased by over 300% between 1970 and 1980 and spurred a building boom with the Spring Creek Correctional Facility, the remodel of the Alaska Vocational Technical Center and an expanded industrial park as examples of some of the larger projects (Barry 1995: 360-362). However, when oil prices fell in 1986, these construction projects plus increased freight service by the Alaska Railroad (with regular passenger service on Saturdays between Seward and Anchorage) helped buffer the local economy (Barry 1995: 328, 360-361). The establishment of Kenai Fjords National Park in 1978 and the immense popularity of the railroad passenger service among tourists quickly led to daily trips during the summer, which effectively started Seward's contemporary identity as a well-known and easily-accessed tourist destination (Barry 1995: 329; City of Seward 2017: 22).

Timeline of Aviation and Airport Improvements in Seward (1922-1991)

1922-1940

After World War I, people began experimenting with using aircraft to aid in the transport of freight and people across Alaska. Initially, pilots used floatplanes and tide flats for places to land before roughing

out primitive airfields (Alaska History 2018). With long distance flights becoming more possible after 1920, many Sewardites saw the potential for aircraft to replace dogsleds in carrying mail and freight (Barry 1993: 206). A *Gateway* editor encouraged people in October 1922 to contact government officials to set up airmail service and an airfield (Barry 1993: 206). In 1923, the owner of the Farthest-North Airplane Company, Carl Ben Eielson, visited Seward and identified a suitable landing spot near the Naval Radio Station at the head of Resurrection Bay (Barry 1993: 207).

The first airplanes that landed in Seward were two Curtiss F Model seaplanes flown by Russell Merrill and Roy J. Davis who landed there in August 1925 and offered \$10 rides to locals (Barry 1993: 210). The Alaska Territorial legislature allocated \$40,000 in 1925 for the Alaska Road Commission (ARC) to build airfields throughout Alaska (Alaska History 2018). In 1927, Merrill made flights to map out small landing fields for the Alaska Road Commission at places like Eklutna Lake, Tustumena Lake, Seldovia, Curry, and Seward (Alaska History ND). Later that year, the ARC in cooperation with the City of Seward scraped out a 200 by 1000 feet airfield one mile north of Seward on the grounds of the naval radio station (ARC 1928: 65; Barry 1993: 210; Cook and Norris 1998: 103). In 1927, over 30 airfields were built at locations across the state (ARC 1928). On May 9, 1928, Russell Merrill returned to Seward and was the first aviator to land at the airfield (Barry 1993: 211).

A September 7, 1929, article from *the Gateway* reported that a local businessman, Harry Hoben, donated 12 acres of land north of Radio Station Road for enlarging the airport, which was cleared of trees and leveled by ARC and the City of Seward. Construction concluded in spring 1930 and the improved airstrip had an L shape with a north-south landing strip measuring 200x1400 feet and an east-west landing strip measuring 200x1200 feet (ARC 1930: 63; *Gateway* Oct 30 1929) (Figure 4).

1931- 1940

The first pilot to land at the improved Seward airfield was Harvey Barnhill of Pacific International Airways (PIA) on March 2, 1931 (*Gateway* March 3, 1931). In exchange for PIA making Seward its headquarters, the city raised funds, cleared more land, and finished constructing a hangar by February 6, 1932 (Figure 5). Shortly thereafter, Barnhill left Alaska for Africa and PIA was renamed McGee Airways after the second partner of the company—Mac McGee. In the first few years of the Seward airport's history, McGee Airways, Alaskan Airways, Northern Air Transport, two separate companies by the name of Seward Airways, as well as independent pilots used the airfield to take people on flights to communities throughout Alaska in addition to short sightseeing flights over local landmarks (Barry 1993:214-216; Cook and Norris 1998: 104). None of these resulted in a permanent operation (Barry 1993: 216). Part of this was due to the cost of flying, which was prohibitively expensive for most people, and regularly scheduled flights to and from the Kenai Peninsula did not occur until after World War II (Cook and Norris 1998: 104).

In 1933 volunteer Sewardites tripled the size of the airfield by blowing up stumps and using caterpillar tractors and scrapers (Barry 1993: 215). Seward's inclusion on a list of appropriations approved by Congress in 1935 provided funds to extend the runway to the beach (Barry 1993: 215). Later in the same year, the city council returned the land Harry Hoben had donated in 1929; Hoben then donated to the territory three times the original amount for the construction of a larger airfield in the future (Barry 1993: 215). Henry Leirer also donated eight adjoining acres of land to the airport (Barry 1993: 215).

1940-1964

In response to Germany's invasion of Scandinavian countries in the spring of 1940, the Civil Aeronautics Authority (CAA) provided resources to build and improve airfields throughout the state of Alaska. Some of these improvements went towards improving the Seward airfield to accommodate military aircraft, which was later repeated by the military during the construction of Fort Raymond and other military installations throughout Resurrection Bay (Barry 1986: 153; Barry 1993: 216) (Figure 6).

Between 1945 and 1949, Kenai Air Service, Safeway Airlines, and Alaska Airlines offered flights that connected Seward to the rest of the Kenai Peninsula and other points in Alaska (Cook and Norris: 1998: 104). Although the use of aircraft to carry mail and freight continued, air travel by locals was limited due to the cost of tickets and the ability of people to take the train (and later road) to Anchorage—both of which hampered the economic potential of using aircraft from Seward.

An aerial photo from 1950 shows that people were using Radio Station Road to get to the airport and that airplane parking and storage occurred at the southern end of runway 16-34 (figure 7). This pattern was consistent up through 1966 when Radio Station Road was finally closed to public access due to how flooding from high tides compromised its structural integrity (DOT&PF Progress Report 1966). Figure 7 also shows that at some point the two runways had been merged into one. A 1950-1951 publication by the CAA described the Seward airport as having a single 2800-3000 foot-long runway made of loose gravel with limited local services and storage (CAA 1950: 22).

After CAA hearings in 1950, Christensen Air Service had a scheduled run between Anchorage and Seward; likewise, Safeway Airlines received a three-year exemption for non-scheduled flights (Barry 1995: 247). Cordova Air Lines purchased Christensen Air Service in July 1952.

The second runway (today's 13-31) was built in 1952 and measured 3800 feet in length on a northwest-southeast axis (Barry 1995: 247). Internal memos housed in DOT&PF archives that date to 1961 indicate this became the primary runway. Runway 16-34 was also extended 600' to the north and connected with runway 13-31 (DOT&PF 1961). Based on an aerial photo from 1961, it appears likely that taxiway A, the strip connecting both runways, was built at this time—likely to shorten the distance pilots had to taxi from the parking area to the primary runway (Figure 8).

In 1962, a new parking apron was established on the northern end of runway 16-34 (Figure 9-10). The entire strip along the west side of Runway 16-34 was then used for aircraft parking and storage. This project also built an access road that connected the new apron to the southern section of the airfield, extended Runway 16-34 past Radio Station Road, and established today's taxiways B, C, and D on the new apron.

Between 1961 and 1962, the Seward airport housed the Seward Composite Squadron of the Civil Air Patrol, which received a grant in 1964 to cover the costs of a new plane, communications system, hangar, and office space (Barry 1995: 264, 289).

1964 – Current Day

In a review of damages to the Seward Airport after the 1964 earthquake and tsunami, the National Research Council (NRC) in 1973 described the airport as having two gravel runways, a gravel-surfaced parking apron, and several private aircraft shelters adjacent these facilities (NRC 1973: 1017). The airfield sustained little damage with some fissuring. The majority of the fissures occurred on the north end of the airfield and few of the cracks were more than 6" wide (NRC 1973: 1017). As part of its

reconstruction duties, the Army Corps of Engineers (ACOE) re-established the runway, apron, and taxiway grades above the high-tide elevation with additional modifications made to the drainage system (NRC 1973: 1017). As built drawings of the work conducted by the ACOE show that approximately 900 feet at the southern end of runway 13-31 was not reconstructed at that time and that a Condor Air hut and tool shed in the northwest corner of the parking apron were the only (depicted) buildings (Figure 1965 as built from 1970). The ACOE also installed runway lights along both runways and taxiways (Figures 1 & 2 from 1970).

A project in 1966 extended Runway 16-34 an additional 950 feet to its current position with its southern terminus just opposite the remains of the Seward Naval Radio Station (SEW-00835) and re-compacted each runway and all the taxiways (Figure 11, 13). After 1966, access to the airport on Radio Station Road was cut off and storage and hangar facilities were shifted to the parking apron built in 1962 on the northern end of the airfield (Figure 12).

In July 1975 a surfacing and marking project with the Airport Development Aid Program (Project # 8-02-0259-01) surfaced both runways, taxiways A – D, and the parking apron for the first time with bituminous prime coat, repainted runway and taxiway markings, and installed medium intensity marker lights along Runway 16-34 (Figures 14-19). The only structures shown on the as built drawings for the airport at this time include an old hangar near Taxiway A and an unlabeled building, the current DOT&PF maintenance shed, approximately opposite the northwest tip of the depressed island between Taxiway C and D. The southern end of Runway 16-34 that the ACOE did not rehabilitate in 1965 was re-established and surfaced during this project.

In 1983, DOT&PF initiated a runway resurfacing project (project #D39622) that resurfaced the runways, taxiways, and apron with bituminous sealcoat (Figure 20). In addition to this, runway and taxiway markings were repainted, tie down anchors installed on the southern section of the apron, and a sand storage shed was built in front of the DOT&PF maintenance building (the same unlabeled building from 1975) near Taxiway C.

In 1991, DOT&PF initiated an apron expansion project (project #58156) that increased the western boundary of the airport, extended the apron built in 1962 to the south by 1100 feet to its current extent, created Taxiways E and F, and created new lease lots 5-9 (Figure 2, Figure 21). In addition to extending the access road along the western edge of the apron to its current terminus past Taxiway F, DOT&PF also installed the existing flood lights and chain link fence along the western edge of the new apron extension.

In 1995, DOT&PF initiated an erosion control project (project #5129) that replaced culverts on runway 13-31 and taxiway A in addition to placing riprap along the east side of runway 13-31 to prevent further erosion from the Resurrection River (Figure 22).

Currently, there are 12 primary structures on lease lots 1a-9 that consist of trailers, hangars, and commercial tour guide offices with an array of storage sheds, fuel tanks, surface weather station, and regulator buildings (Figure 3). The oldest of these structures include the DOT&PF snow removal equipment building (SREB) and sand shed on Lot 3 (Figure 23). The former was built between 1971 and 1973. It consists of a prefabricated corrugated metal-sheathed structure with roll-up doors on its south and north elevations. It was not featured on as built drawings or archival photos from 1970 but appeared in a DOT&PF archival photo from 1973. The sand shed was built by DOT&PF in 1983. It consists

of a simple 16x42x15 foot structure of post and board construction with a slightly pitched roof. Both buildings are scheduled to be replaced in 2019.

Evaluation of Significance

Criterion A

Properties may be eligible for the NRHP if they are associated with events that have made a significant contribution to the broad patterns of our history

Over the course of the 20th and 21st centuries, the airport at Seward has expanded from a primitive single runway carved out of the floodplain at the head of Resurrection Bay to a paved airstrip used primarily by medevac flights and tour operators. Although the airport has not played a significant role in historic events and processes that shaped early or later Seward and surrounding areas, it was among one of many airfields built with funds provided by the Territorial legislature during the late 1920s throughout Alaska. Its construction was part of a larger project intended to use aviation to expand economic opportunities throughout the state. For that reason, the airport at Seward is significant under criterion A at the state level for its association with early aviation history in-between world wars (1919-1940).

Criterion B

Properties may be eligible for the NRHP if they are associated with the lives of significant persons in our past

Initial construction of the airport at Seward was the collaborative result of efforts by newspaper editors, local business people like Harry Hoben, and pioneering bush pilots like Carl Eielson and Russell Merrill. However, none of these people's lives or others were intractably linked to the founding or continuation of the Seward airport. For example, although Eielson consulted on location and Merrill was among the first to land at the Seward airport, such occasions were common for them given their early participation in flight throughout Alaska (and the arctic)—and what was for Merrill effectively a part of his job. According to the NRHP nomination form for Hoben Park (SEW-00662), Harry Hoben, prominent businessman and former mayor of Seward, is more closely associated with his ownership of the local newspaper, being a partner in the Alaska Transfer Company, and overseeing maintenance of the eponymous park between 1923 and 1948, among other things. As there is no documentation that shows how the Seward airport illustrates these or another person's important achievements, it is not significant under Criterion B.

Criterion C

Properties may be eligible for the NRHP if they 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

The Seward airport has undergone profound changes over the last century. Its current appearance with paved surfaces, electric landing lights, striping, and array of modern safety features was first established in 1975 and has been updated since in accordance with Federal Aviation Agency guidelines for airport design and engineering standards. Because the Seward airport's method of construction, like most small airports in Alaska, embodies federal requirements, it does not represent a unique style of design or construction. Additionally, it does not represent the work of a master, possess high artistic value, or