

Findings Letters



THE STATE
of **ALASKA**
GOVERNOR MICHAEL J. DUNLEAVY

Department of Transportation and
Public Facilities

NORTHERN REGION
Design and Engineering Services

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In Reply Refer To:

Steese Expressway and Johansen Expressway Interchange

Federal/State Project Number(s): 002337/Z60732000

No Historic Properties Affected

ATTENTION: This finding contains Four DOE's

January 9, 2020

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

Dear Ms. Bittner:

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 implement operational and safety improvements at the intersection of the Steese Expressway and Johansen Expressway in Fairbanks, Alaska. The project location is legally described as: T.001S, R.001W Sections 1, 2&35 Fairbanks Meridian, USGS Quadrangle Fairbanks D-2 (Figure 1).

Consultation for this project is being conducted in accordance with the 2017 *First Amended Programmatic Agreement... for the Federal-Aid Highway Program in Alaska*. The DOT&PF, acting as a Federal agency, 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).

Project Description

The project consists of constructing intersection improvements, which may consist of a grade separated interchange, at the intersection of the Steese Expressway and Johansen Expressway. Adjacent access would be realigned as necessary to accommodate the selected intersection configuration. The Study Area (shown in attached Figure 2) includes portions of the DOT&PF right-of-way (ROW) for the following: Johansen and Steese Expressways, Old Steese Highway, Lazelle Road, Trainor Gate Road, College Road,

City Lights Boulevard, Farmers Loop Road, and Hunter Road. Permanent ROW acquisition is anticipated to be in the range of 6 to 18 acres from 4-6 parcels.

Area of Potential Effect (APE)

The proposed project will reconstruct the Steese Expressway/Johansen Expressway intersection with a grade separated interchange, including realignment of Lazelle Road and re-configuration of City Lights Boulevard to end in a cul-de-sac at the Birch Hill Cemetery entrance (locations in green boxes on Figure 2). To support construction traffic and ensure continued bicycle and pedestrian connectivity between the Johansen Expressway and Farmers’ Loop Road separated pathways, a new road and path connection between the Old Steese Highway and Farmers’ Loop Extension will be constructed. Noise barriers installed along the east side of the Steese Expressway to mitigate noise impacts. Additional project activities include minor side street adjustments to tie into realigned roads, relocation of the Birch Hill Cemetery winter storage facility and potential reconfiguration of internal circulation roads due to the closure of a portion of City Lights Boulevard (Figure 2). Visual effects on potential National Register of Historic Places (NRHP) eligible resources were taken into account for the grade separation installation when determining the APE. For this reason, first tier properties immediately adjacent to ground disturbing activities have been included in the APE (Figure 2).

Identification Efforts

On behalf of the DOT&PF, Northern Land Use Research, Alaska (NLURA) conducted a cultural resource literature review for the Study Area in 2017. The report entitled: *Cultural Resource Desktop Assessment for Proposed Improvements to the Steese Expressway/Johansen Expressway Interchange, Fairbanks Alaska* identified 21 Alaska Heritage Resources Survey (AHRS) sites within 1 mile of the current Steese-Johansen Expressway Interchange. One new resource, Birch Hill Cemetery, identified and received an AHRS number, FAI-02696, on September 20, 2019. Visual effects from the project on potential National Register of Historic Places (NRHP) eligible resources were taken into account for the grade separation installation when determining the APE. For this reason, first tier properties immediately adjacent to ground disturbing activities have been included in the APE (Figure 2). Five AHRS sites were identified within the project APE, only one of which has a determination of eligibility already completed (FAI-02464). A summary of the sites are listed in Table 1 below:

Table 1: AHRS Sites Identified Within the Project APE

<i>AHRS #</i>	<i>Name</i>	<i>Description</i>	<i>NRHP Eligibility</i>
FAI-02220	116 Farmers Loop Road Extension	Several buildings occupy this lot including 1963 structure that was once a single—story dwelling with a trapezoidal projected shed roof that now serves a storage building. Vacant/abandoned with debris and outlying buildings scattered throughout the property.	Determined Not Eligible by the DOT&PF pending SHPO concurrence.
FAI-02380	1035 Blair Road	There are two buildings forty-five years or older on this lot, one constructed in 1940 and the other constructed in 1950. These buildings are part of the Flower Pot Garden Center complex and are currently used as a retail sales area (1940) and a residence and storage/mechanical room for the complexes facilities (1950).	Determined Not Eligible by the DOT&PF pending SHPO concurrence.
FAI-02384	997 Blair Road	This is a roughly triangular lot on the east side of Blair Road. The lot abuts the modern Steese Expressway Highway ROW. Original building built circa 1944 that has been obscured with additions and improvements. It is currently is a three-story split-level multi-family dwelling.	Determined Not Eligible by the DOT&PF pending SHPO concurrence.

AHRS #	Name	Description	NRHP Eligibility
FAI-02464	Steese Expressway	MP 0 to MP 11	Determined not Eligible by the DOT&PF and concurred with by the SHPO on 2/25/2019.
FAI-02696	Birch Hill Cemetery	2nd Cemetery established in Fairbanks established in 1938 is located on a hillside overlooking the commercial/retail district in north Fairbanks which at one time part of the old Bentley Trust farmlands. Sections of the cemetery have been dedicated to civic groups and are clearly delineated. A newly established section for Alaska Native burials is administered by the Fairbanks Native Association.	Determined Not Eligible by the DOT&PF pending SHPO concurrence.

Determinations of Eligibility (DOE)

FAI-02220 (116 Farmers Loop Road Extension)¹- Built in 1963, the building it was added to the AHRS under the properties formal address. It is located along the east side of Farmers Loop Road Extension, is set back from the road. It is west of the Steese Expressway/Highway MP 2.4. The building is within Section 35, T001S, 001W, and is given the designation TL-3501 in the Fairbanks North Star Borough (FNSB) database.

The one-story, rectangular plan, 12 x 25-foot standard residential style building with no plumbing according to FNSB records. It is constructed with 2x4's and currently is clad in plywood. The building has a trapezoidal aluminum roof which shows signs of repair. It has an attached plywood 8 x 8 shed/arctic entry with a flat roof on its northern side. The shed/arctic entry has a rough cut out doorway with no door on the western front. The FNSB database indicates that it has standard siding, but currently only plywood can be seen around the entire exterior of the building. The building sits on a gravel lot. The interior is unfinished with no basement. It appears the building is currently uninhabitable. The property that the building sits on is littered with additional structures in various states of neglect and residential/industrial/commercial debris.

Criteria for Evaluation (36CFR§60.4) for the NRHP: Document and field research did not indicate that FAI-02220 has any association with significant historic events or patterns (Criterion A). There is no indication that this building is associated with historically significant persons (Criterion B). This building is an example of a modified single story building. It appears to have had significant changes to the building since initial construction including the addition of a shed/arctic entry, a trapezoidal aluminum roof and removal of its siding down to plywood sheathing. It does not display distinctive characteristics of a style to elevate its significance under Criterion C, even at the local level. Further research is unlikely to yield information important to history or prehistory (Criterion D). FAI-02220 does not meet any of the evaluation criteria and is therefore **not eligible for the NRHP**.

FAI-02380 (1035 Blair Road)²- This site consists of two structures built in 1940 [Building 1] and 1950 [Building 2], respectively. The buildings were added to the AHRS under the properties formal address. They are located along the east side of Blair Road, and are set back from the road. They are west of the Steese Expressway near MP 1. The buildings are within Section 2, T001S, 001W, and are given the designation UMB04 Derby Tract TL-229 in the Fairbanks North Star Borough (FNSB) database.

¹ The AHRS card for this site was created based on information submitted by the DOT&PF Northern Region PQI in 2012 as part of a collection of Historic Property Survey Evaluation Forms for the Birch Hill Bicycle & Pedestrian Facility project (TEA-0002(247)/63768) and is on file at the Office of History and Archaeology, Anchorage, Alaska.

² The AHRS card for this site as well as FAI-02384 were created based on a 2015 report entitled *Historic Structures Investigation for the Old Steese Highway Improvements (DOT&PF Project No. 62487)* which is on file at the Office of History and Archaeology, Anchorage, Alaska.
 Appendix E.3 - 4

Building 1 is a one-story, rectangular plan, 20 x 36-foot standard rectangular commercial/retail building according to FNSB records. It has a shed-style roof that is angled south to north with an entrance door located on the south side of the building on the western end. The building has recently been remodeled inside and out to house the new bulk coffee and coffee supply business acquired by the Flower Pot Garden Center. The exterior is clad in aluminum sheet siding and roof has been raised and vents installed as part of the new HVAC system. Flood lights have been installed on the west side of the building.

Building 2 is located about 50-feet east of building one and is a 54 x 40-foot single story rectangular building with a newly installed low pitched asphalt shingled gabled roof and is listed in the FNSB as an apartment and living quarters. A 9'x10' mechanical shed has been added to the northern most end of the west-facing side of the building. The residential entrance is located on the western side of the building on the south of the mechanical shed. There is a second door/entrance on the southern side of the building. The entire building is clad in white aluminum siding. Trim around the two sets of 6-light fixed windows located on the north and south sides of the building as well as, half-glass door on the west side is painted green. A similar style window to the previously described windows is located on the east side of the building as well.

Criteria for Evaluation (36CFR§60.4) for the NRHP: Document and field research did not indicate that Building 1 & 2 comprising FAI-02380 have any association with significant historic events or patterns (Criterion A). There is no indication that these building are associated with historically significant persons (Criterion B). Building 1 is an example of a modified single-story building. It appears to have had significant changes to the building since initial construction including the new HVAC system installation, raising of the roof, new aluminum sheet siding and installation of insulation and remodeling of the interior. Building 2 is an example of a typical mid-century modern house type found in Alaska. The rectangular floor plan and low-pitched roof are a ubiquitous construction type in post-World War II Alaska, as well as through the United States at this time. The only modifications identified are the installation of the new roof and the addition of the mechanical room/shed. Neither Building 1 nor 2 display distinctive characteristics of a style to elevate either to significance under Criterion C, even at the local level. Further research is unlikely to yield information important to history or prehistory (Criterion D). The buildings included as part of FAI-03280 do not meet any of the evaluation criteria and is therefore *not eligible for the NRHP*.

FAI-02384 (997 Blair Road)- This site consists of a structure built in 1944. The building was added to the AHRS under the properties formal mailing address. It is located along the east side of Blair Road, and are set back from the road. It is east of the Steese Expressway near MP 1. The building is within Section 2, T001S, 001W, and is given the designation Lot33 Derby Tract in the Fairbanks North Star Borough (FNSB) database.

The building appears to consist of a main three-story/two story split-level mid-century modern style residential building in the center that has been subdivided into multiple residential units. A later one story addition flanking the main building to the east that appears to be a separate mother-in-law style residence.

The main building has multiple asphalt shingled gabled roofs over the various levels. The dimensions of the various sections are: center rectangle situated south to north 20x45-feet; west wing 20x20-feet and the east wing is 24x24-feet. The front entrance of the main building faces south with two entrances to the main building, one central at the ground level and a second accessed via a stairway on the west side that enters the building through an arctic entry. The main building is clad in vertical flat board half way up the side with horizontal wood lapped siding on the upper half. A mixture of modern multi-pane

casement and fixed windows of various sizes are found on all sides of the main building. FNSB records indicate that the main residence has an unfinished basement.

The single-story addition is 40 x33-feet clad only in the vertical flat board and has a flat, tarpapered, roof. The door to the addition is centrally located on the south side but a second entrance on the corner of the western side is also present. Modern multi-pane 9 light fixed window flank to main entrance and have decorative shutters on each side. It is possible that this addition was at one time a multi-car garage that was converted to a residence when the building was subdivided into apartments.

Criteria for Evaluation (36CFR§60.4) for the NRHP: Document and field research did not indicate that FAI-02384 has any association with significant historic events or patterns (Criterion A). There is no indication that this building is associated with historically significant persons (Criterion B). It appears to have had significant changes to the building since initial construction including separation of the main building into apartments and the addition of the single story building as a separate residence. All of the windows have been replaced with modern efficient windows as have the doors. The main building's roof appears to have been replaced within the past 5-10 years. FAI-02384 does not display distinctive characteristics of a style to elevate either to significance under Criterion C, even at the local level. Further research is unlikely to yield information important to history or prehistory (Criterion D). The buildings included as part of FAI-03280 do not meet any of the evaluation criteria and is therefore *not eligible for the NRHP*.

FAI-02696 (Birch Hill Cemetery)- The DOT&PF originally initiated consultation with the State Historic Preservation Officer (SHPO) office on this project on November 29, 2017. On August 17, 2018 the DOT&PF submitted an updated APE for this project. A Determination of Eligibility was submitted to the SHPO office on November 5, 2019 for Birch Hill Cemetery (FAI-02696) finding it not eligible for the NRHP, and seeking SHPO concurrence with this finding (Attachment 1a). The SHPO responded in a letter dated November 19, 2019, stating it was unable to concur with the finding and requesting clarification of the DOE documentation including further investigation of potential significance at the local level under Criterion A, the growth and development of Fairbanks, in accordance with 36 CFR§800.11(a) (Attachment 1b). The DOT&PF has considered the SHPO's request further investigation and this research has resulted in an updated DOE (Attachment 1) and an affirmation of the original determination of Birch Hill Cemetery (FAI-02696) as not eligible for the NRHP based on the current National Park Service guidelines for Evaluating and Registering Cemeteries and Burial Places³.

Historic Roads Consideration⁴

Section 106 initiation of consultation was completed for this project on November 29, 2017, prior to the acceptance of the Historic Roads Agreement on February 23, 2019. This project falls within the parameters of a transitional allowance agreement among the SHPO, the FHWA and the DOT&PF, which states that such projects may opt to follow the process outlined in the June 8, 2012 Interim Guidance if no changes have occurred regarding the APE or project description since the initiation of consultation (*Appendix J., Section V(B)[1.] of the First Amended FHWA Alaska Division Section 106 Programmatic Agreement, November, 2018*). No changes to the project activities have occurred and the project APE is completely within the original Study Area. Approval of the use of the Interim Guidance for this project is included with this correspondence (Attachment 2).

³ *National Register Bulletin 41: Guidelines for Evaluating and Registering Cemeteries and Burial Places*. By Elisabeth Walton Potter and Beth M. Boland, U.S. Department of the Interior National Park Service Interagency Resource Division, National Register of Historic Places, 1992.

⁴ *The Segment of the Steese Expressway/Highway within this project was determined not eligible for the NRHP by the DOT&PF and this determination was concurred with by the SHPO on February 25, 2019.*

Finding of Effect

As no cultural resources eligible for the NRHP have been identified within the APE the DOT&PF finds that a **No Historic Properties Affected** determination regarding this project and its activities is appropriate and seeks concurrence with this finding from the Alaska SHPO.

Consultation Efforts

Initiation of Consultation letters regarding this project were issued on November 29, 2017. A response from the Alaska SHPO office received via email on December 15, 2017 expressed no objections to the proposed Study Area or level of effort for the project. A Study Area Update explaining an increase to the Study Area for additional design considerations was sent to all potentially interested parties on August 17, 2018. A submission of a DOE for FAI-02696 (Birch Hill Cemetery) was submitted to the SHPO on November 5, 2019. A letter requesting more information and further consideration of the Eligibility of FAI-02696 (Birch Hill Cemetery) for the NRHP was sent via email to the DOT&PF on November 20, 2019 and the results of this review is included with this response to the SHPO (Attachment 1).

In addition to the Alaska State Historic Preservation Officer (SHPO) the following identified potentially interested parties are being sent Findings letters; Denakkanaaga, Inc.; Doyon, Limited; the City of Fairbanks; the Fairbanks North Star Borough; FNSB-Commission on Historic Preservation; Tanana Chiefs Conference; and the Tanana-Yukon Historical Society. No Federally Recognized Tribes or Communities have been identified within the vicinity of the project APE.

Please direct your concurrence or comments to me at the address above, by telephone at 907-451-5293, or by e-mail at thomas.gamza@alaska.gov.

Sincerely,



Thomas A. Gamza
Cultural Resource Specialist-Archaeologist (PQI)
State of Alaska DOT&PF, Northern Region

Enclosures:

Figure 1: Project Vicinity & Location

Figure 2: Project APE & AHR Site Locations

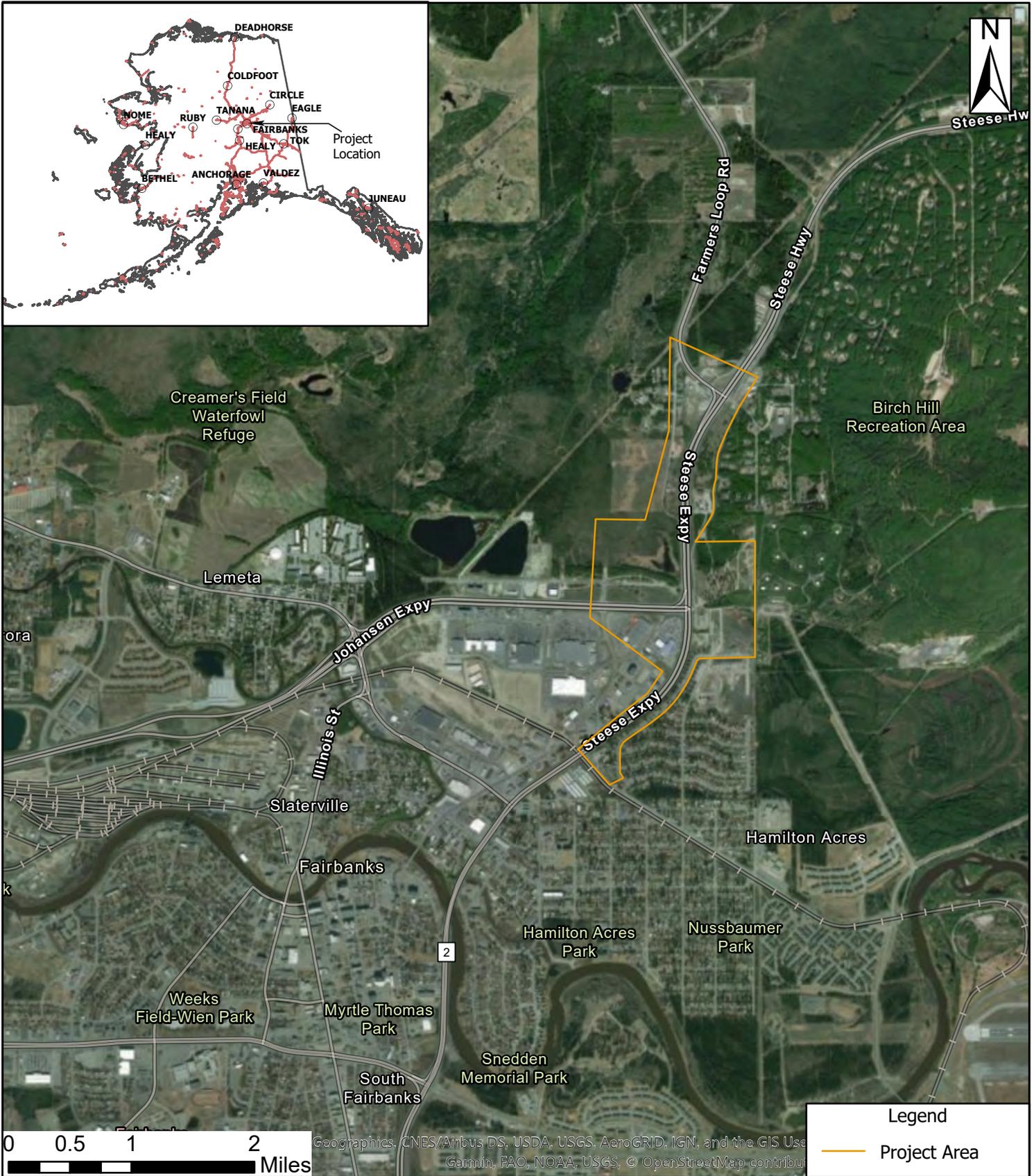
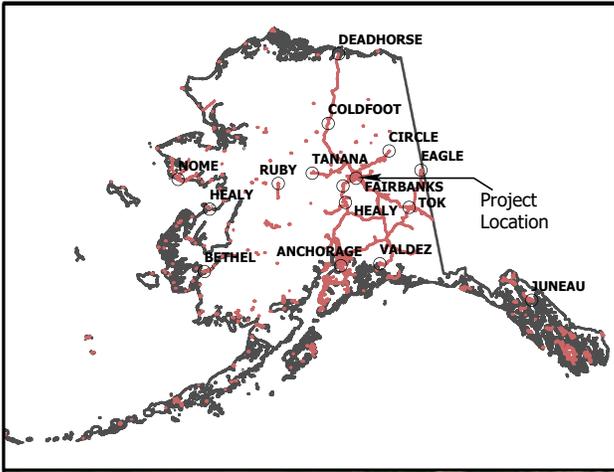
Attachment 1: Re-evaluation of FAI-02696 Birch Hill Cemetery for the NRHP and associated correspondence (1a&1b)

Attachment 2: Request and approval of Historic Roads Agreement transitional allowance

OHA Coversheet & Report – *Cultural Resource Desktop Assessment for Proposed Improvements to the Steese Expressway/Johansen Expressway Interchange, Fairbanks Alaska, November 2017.*

Electronic cc w/ enclosures:

Lauren Little, P.E., DOT&PF Northern Region, Project Manager
Abby McHenry, DOT&PF Northern Region, Environmental Impact Analyst
Brett Nelson, DOT&PF Northern Region, Environmental Manager
Kathy Price, DOT&PF, Statewide Cultural Resources Manager



Steese-Johansen Interchange
Fairbanks, Alaska
Location and Vicinity

STATE OF ALASKA
Department of Transportation and Public Facilities
2301 Peger Road Fairbanks, AK 99709



Basemap Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AeroGRID, IGN, and the GIS User Community, Sources: Esri, HERE Garmin, FAO, NOAA, USGS copyright OpenStreetMap contributors, and the GIS User Community

CREAMERS FIELD
STATE MIGRATORY
WATERFOWL REFUGE

STEESE/JOHANSEN
INTERSECTION
LOCATION

FAI-02220

BIRCH HILL
CEMETERY
FAI-02696

LAZELLE ROAD

FAI-02330

FAI-02334

LAZELLE ESTATES
SHANNON PARK



Legend

- APE Boundary
- Property Boundaries
- Roads



STATE OF ALASKA
Department of Transportation and Public Facilities
2301 Peger Road Fairbanks, AK 99709

Steese Expy. Johansen Expy. Interchange Project Area of Potential Effect

DATE: October 2019

Appendix Figure -110



THE STATE
of **ALASKA**

GOVERNOR MICHAEL J. DUNLEAVY

Department of Transportation and
Public Facilities

NORTHERN REGION
Design and Engineering Services

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In Reply Refer To:

Steese Expressway and Johansen Expressway Interchange

State/Federal Project Number(s): Z607320000/002337

Determination of Eligibility FAI-02696 Birch Hill Cemetery (Attachment 1)

ATTENTION: This correspondence contains One DOE

January 9, 2020

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

Dear Ms. Bittner:

The Alaska Department of Transportation and Public Facilities (DOT&PF) has assumed the responsibilities of the Federal Highway Administration under 23 U.S.C. §327 and is proposing operational and safety improvements at the intersection of the Steese Expressway and Johansen Expressway in Fairbanks, Alaska. The location is legally described as T001S; R001W; Sections 1&2 USGS Quadrangle Fairbanks D-2 Fairbanks Meridian and is shown on attached Figure 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.

In accordance with 36 CFR §800, the implementing regulations of Section 106 of the National Historic Preservation Act. At this time, the DOT&PF, acting as a Federal agency, is submitting the enclosed Determination of Eligibility (DOE) for the National Register of Historic Places (NRHP) pursuant to 36 CFR §800.4(c)(1) and (2). This submission is an attachment to the Section 106 consultation for the project in accordance with the 2017 *First Amended Programmatic Agreement... for the Federal-Aid Highway Program in Alaska*.

Consultation Background

The DOT&PF originally initiated consultation with the State Historic Preservation Officer (SHPO) office on this project on November 29, 2017. On August 17, 2018 the DOT&PF submitted an updated APE for this project. A Determination of Eligibility was submitted to the SHPO office on November 5, 2019 for Birch Hill Cemetery (FAI-02696) finding it not eligible for the NRHP, and seeking SHPO concurrence with this finding (Attachment 1). The SHPO responded in a letter dated November 19, 2019, stating it was unable to concur with the finding and requesting clarification of the DOE documentation including further investigation of potential significance at the local level under Criterion A, the growth and development of Fairbanks, in accordance with 36 CFR§800.11(a) (Attachment 2). The DOT&PF has considered the SHPO's request further investigation and this research has resulted in an affirmation of the original determination of Birch Hill Cemetery (FAI-02696) as not eligible for the NRHP based on the current National Park Service (NPS) guidelines for Evaluating and Registering Cemeteries and Burial Places¹.

Cemeteries in Alaska

The late 19th and early 20th century primarily Euro-American established cemeteries in Alaska which have been found eligible or are currently listed on the NRHP in the largest population centers in Alaska consist of the first cemeteries in those areas and almost exclusively inter the earliest explorers, pioneers and community builders of the area. These explorers, pioneers and community builders came into the Alaska Territory prior to the establishment of these communities and comprise a large number of the burials at these cemeteries. The cemeteries are located near the local population centers, have reached or are nearing capacity and, in most cases, are no longer accepting interments.

In Fairbanks, Clay Street Cemetery (FAI-00164) was established in 1903 and listed on the NRHP on October 25, 1982. It officially stopped accepting new plot requests in 193, however, the last recorded casket burial in the cemetery was in 1995 and was buried in a family plot of multiple tiered burials. Clay Street includes the wife of Felix Pedro, founder of Fairbanks. John and Florence Sullivan the proprietors of Sullivan Roadhouse, who came to Alaska via the Klondike and Nome gold rushes in the 1890's and who did road maintenance work along the earliest iterations of the Richardson Highway between 1905 and 1922, when the earliest explorers and pioneers came into the interior of Alaska along the Valdez to Fairbanks Trail. Clay Street was the main burial place for all pioneers to the interior and include people from as far away as Wiseman and Flat, Alaska.

In Anchorage, the Anchorage Cemetery (ANC-00766), was established in 1915 and listed on the NRHP April 26, 1993. It is found in what is now the downtown area of Anchorage, between 6th and 9th Avenues, and was declared a memorial park in 1975. Its period of significance begins in 1915 and ends in 1943 when a second cemetery was established in the area. John and Marie Bagoy came into Alaska in 1897 via the Klondike Gold Rush, set up a greenhouse and nursery in Flat in 1913 and in 1921 began the establishment of the first Florist Shop in Anchorage. Community establishers such as Oscar F. Anderson, one of the first 18 to pitch a tent in the beach of Cook Inlet in 1915. Anthony Dimond came into Alaska via the Valdez Trail and Ulysses G. Crocker who came to Alaska via the Klondike Gold Rush, as well, established the first furniture store in Anchorage and dedicated his life to the development of Anchorage as a trade center in Alaska.

¹ *National Register Bulletin 41: Guidelines for Evaluating and Registering Cemeteries and Burial Places.* By Elisabeth Walton Potter and Beth M. Boland, U.S. Department of the Interior National Park Service Interagency Resource Division, *National Register of Historic Places*, 1992.

In the Juneau, Evergreen Cemetery (JUN-00173) was established in 1889 when the original cemetery and burial site (started in 1881 but staked out as a mining claim in 1887) was moved to this location from Chicken Ridge between 1889 and 1902. Today it is located adjacent to the Juneau-Douglas High School. Evergreen Cemetery is the final resting place of Juneau's founder's Joseph Juneau and Richard Haris. This cemetery also contains the remains of the first burials of the townsite of Douglas. These remains were moved to Evergreen Cemetery from the Douglas Cemeteries Historic District (JUN-00719) after continuing expansion of the roads and community expansion overwhelmed the first plotted community cemetery in Douglas. Nomination forms for the NRHP for both of these cemeteries were prepared in 1997 but it does not appear they were ever formally submitted for consideration for the NRHP.

In Nome, Nome [Municipal] Cemetery (NOM-00176), is estimated to have been officially established in 1906, but likely includes interments related to the earliest gold rush days (1899-1909), however the cemetery was determined not eligible for the NRHP and this determination of eligibility was concurred with by the SHPO on October 13, 2009. The explanation in the report² was the exceptionally high standard for cemeteries (pp.39-40) as set forth by the NPS Guidelines.

FAI-02696 550 Birch Hill Cemetery Site Background

FAI-02696 550 Birch Hill Cemetery- is the 2nd ever cemetery in Fairbanks. Antone "Tony" Zimmerman buried his first wife, Serina on the hillside in 1938 and donated the approximately 49 acre property to the community in her honor in 1939. He surveyed out a portion of the land within the boundary for his family. The Birch Hill Cemetery Association was formed and accepted the land in 1939 who donated the land to the city of Fairbanks in 1957. It is currently maintained by Blanchard Family Funeral Home (2019).

Mr. Zimmerman subdivided a portion the cemetery and offered these portions to civic and religious groups free of charge provided they administered and maintained the plots. Groups listed on the original survey plat of 1938 include: The American Legion, The Fraternal Order of Eagles, The Benevolent and Protective Order of Elks, The Grand Lodge of Free and Accepted Masons of the State of Alaska, The Loyal Order of Moose, The Odd Fellows and the Pioneers of Alaska. Catholics and Jews were the only two religions groups for whom land was originally surveyed out.

A number of Alaska Pioneers and Fairbanks luminaries have been buried at this location; Fannie Quigley (Early mining Pioneer in Kantishna), Michael Stepovich (First Alaskan born Territorial Governor of Alaska), Ernest Collins (Territorial Senator, Mayor of Fairbanks, Grand President of Pioneers of Alaska), Charles Bunnell (First President of Alaska Agricultural College and School of Mines [University of Alaska]. Local luminaries important in role of building the community in the Post-World War II and Cold War Build-Ups 1939-1959 include: farmers Minnie Slater (Wife of Charles Slater [Slaterville Section of Fairbanks] Minnie Street namesake) and Jessie Bjerremark (wife of August and namesake of South Fairbanks Bjerremark Subdivision); Vladimir "Paul" Gavora (founder of Market Basket Grocery and Gavora Fine Wines and Liquor); and Charles Creamer (Creamer's Dairy and Creamer's Field Migratory Waterfowl Refuge). Effie Kokrine, Alaska Native and namesake of the Effie Kokrine Charter School is interred at the cemetery as well.

Determination Eligibility

Section 101 of the NHPA (54 USC 10010) established the NRHP as a means to catalog historic properties significant in American history, architecture, archaeology, engineering, and culture. NHPA defines

² The 2010 Report entitled *Cultural Resource Inventory for the Snake River Bridge Replacement, Nome, Alaska, Charles M. Mobley and Charles Ottar Mobley, Charles M. Mobley & Associates is on file at the DOT&PF Northern Region Office Fairbanks, Alaska and the Office of History & Archaeology, Anchorage Alaska.*

“historic properties” as prehistoric and historic districts, sites, buildings, structures, and objects listed or eligible for inclusion on the NRHP including artifacts, records, and material remains related to the property (54 USC 300308).

An assessment of physical integrity based on location, setting, design, workmanship, materials, association, and feeling was completed for each building to determine whether or not the buildings could be considered eligible for listing in the NRHP either individually or collectively as a historic district.

Criteria for Evaluation (36CFR§60.4) for the NRHP based on the guidelines set forth in National Register Bulletin 15³ and more specifically National Register Bulletin 41⁴:

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:

(Criterion A) that are associated with events that have made a significant contribution to the broad patterns of our history; Under Criterion A the events and trends with which the burial place is associated must be clearly important, and the connection between the burial place and its associated context must be unmistakable (pp 9). Document and field research did not indicate that the Birch Hill Cemetery had any association with significant historic events or patterns. The cemetery was established during the Decline and Stabilization period in Fairbanks (1910-1939). While Birch Hill Cemetery did (and does) service a need that the Fairbanks community had (has), it was only established after the first cemetery in town, Clay Street Cemetery (FAI-00164), was near capacity. Due to its restricted location in the downtown area of Fairbanks, Clay Street Cemetery had a finite amount of space left which was not earmarked for family members of those who were interred at the cemetery at the time.

Birch Hill Cemetery, while containing the burial of a number of local and state significant individuals, generally it representing a cross-section of people living in Fairbanks. The restriction of burial space at Clay Street Cemetery, at the time, made Birch Hill Cemetery the default burial location for the Fairbanks community. It does not “represent an important aspect of a community’s or culture’s history through a specific event or by representing broader patterns of attitudes or behavior (pp. 9). The cemetery lacks the obvious level of structure or recognizable social importance that can be demonstrated through a singular event or episodic time periods of importance in the community’s growth and or development.

(Criterion B) that are associated with the lives of persons significant in our past; Under Criterion B, the person or group of persons with which the burial place is associated must be of outstanding importance to the community, State, or nation, as required by Criteria Consideration C (pp.11). The cemetery is the final resting place of a number of local and statewide historically significant persons but does not contain the only significant links between the individuals to the state or community. The cemetery does not embody the contributions of the individuals to the development of Fairbanks or the statehood movement in Alaska.

(Criterion 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

³ National Register Bulletin 15: *How to Apply the National Register Criteria for Evaluation* U.S. Department of the Interior National Park Service Interagency Resource Division, National Register of Historic Places, 1997.

⁴ All references in this document refer to: *National Register Bulletin 41: Guidelines for Evaluating and Registering Cemeteries and Burial Places*. By Elisabeth Walton Potter and Beth M. Boland, U.S. Department of the Interior National Park Service Interagency Resource Division, National Register of Historic Places, 1992.

and distinguishable entity whose components may lack individual distinction; Under Criterion C, funerary monuments and their associated art works, buildings, and landscapes associated with burial places must be good representatives of their stylistic type or period and methods of construction or fabrication. Alternatively, such property types may represent the work of master artists, designers and craftsmen, or the highest artistic values of the period. Appropriate areas of significance would be architecture, art, or landscape architecture (pp. 12). The cemetery does not display distinctive characteristics of a style, time period or method of construction of cemetery. The layout, landscaping or architecture are not unique in any manner to elevate its significance under Criterion C. Birch Hill Cemetery is a combination of areas separated by Fraternal Orders, other civic groups and the military as well as individuals and families. Most recently, in 2009, an Alaska Native section was surveyed out and is currently administered by the Fairbanks Native Association. The sections are distinguished from one another by their signage, monuments and, in the case of the Alaska Native section, distinct use of wood and spirit fences. However, they do not embody any particular artistic style and/or are not representative of any particular time period. The burials at Birch Hill cemetery and their associated grave markers are not dissimilar from those found at any cemetery across the United States and, in Alaska in particular the Alaska Native section, burials are indicative of styles of grave marking seen across interior Alaska in cities, villages and in remote family burials.

(Criterion D) that have yielded, or may be likely to yield, information important in prehistory or history. Burial places may be eligible for their potential to yield information about cultural and ethnic groups. Under Criterion D, the common requirements are that the property have information to contribute and the information is considered important. The importance of the information to be yielded usually is determined by considering a research design or a set of questions that could be resolved by controlled investigation of the site. While commonly understood to apply to archeological research, Criterion D also encompasses information important in the study of material culture and social history (pp. 12). Further research is unlikely to yield additional information important to history or prehistory. The background of the cemeteries creation is well known. No known prehistoric cultural material has ever been associated with the cemetery's location. It is highly unlikely that excavations on the grounds or exhumation of the burials, will provide any insights into the development of the property or its important role in the community as a final resting place.

As demonstrated above, the standard set for cemeteries to be eligible for the NRHP is quite high. Interment of local or even state level luminaries is not enough to elevate a cemetery to NRHP level status. It cannot be demonstrated that the cemetery represents a broader pattern of attitudes or behaviors unique to the Fairbanks or Alaskan way of life. Interment at the cemetery began in 1938 and continues to the present. People of different levels of Alaskan prominence, as well as burials with different levels of ornamentation are intermingled. For these reasons the Birch Hill Cemetery does not meet any of the evaluation criteria and is therefore *not eligible for the NRHP*.

Consultation Efforts

Initiation of Consultation letters regarding the project were issued on November 29, 2017. A response from the Alaska SHPO office dated December 15, 2017 expressed no objections to the proposed Study Area or level of effort for the project. No other responses were received. An update Initiation of Consultation Letter on August 17, 2018. No responses were received. Correspondence regarding this DOE has been chronicled above.

In addition to the Alaska State Historic Preservation Officer (SHPO), other consulting parties receiving the findings letters include: Denakkanaaga, Inc.; Doyon, Limited; the City of Fairbanks; the Fairbanks

January 9, 2020

North Star Borough; FNSB-Commission on Historic Preservation; Tanana Chiefs Conference; and the Tanana-Yukon Historical Society.

Please direct your concurrence or comments to me at the address above, by telephone at 907-451-5293, or by e-mail at thomas.gamza@alaska.gov.

Sincerely,



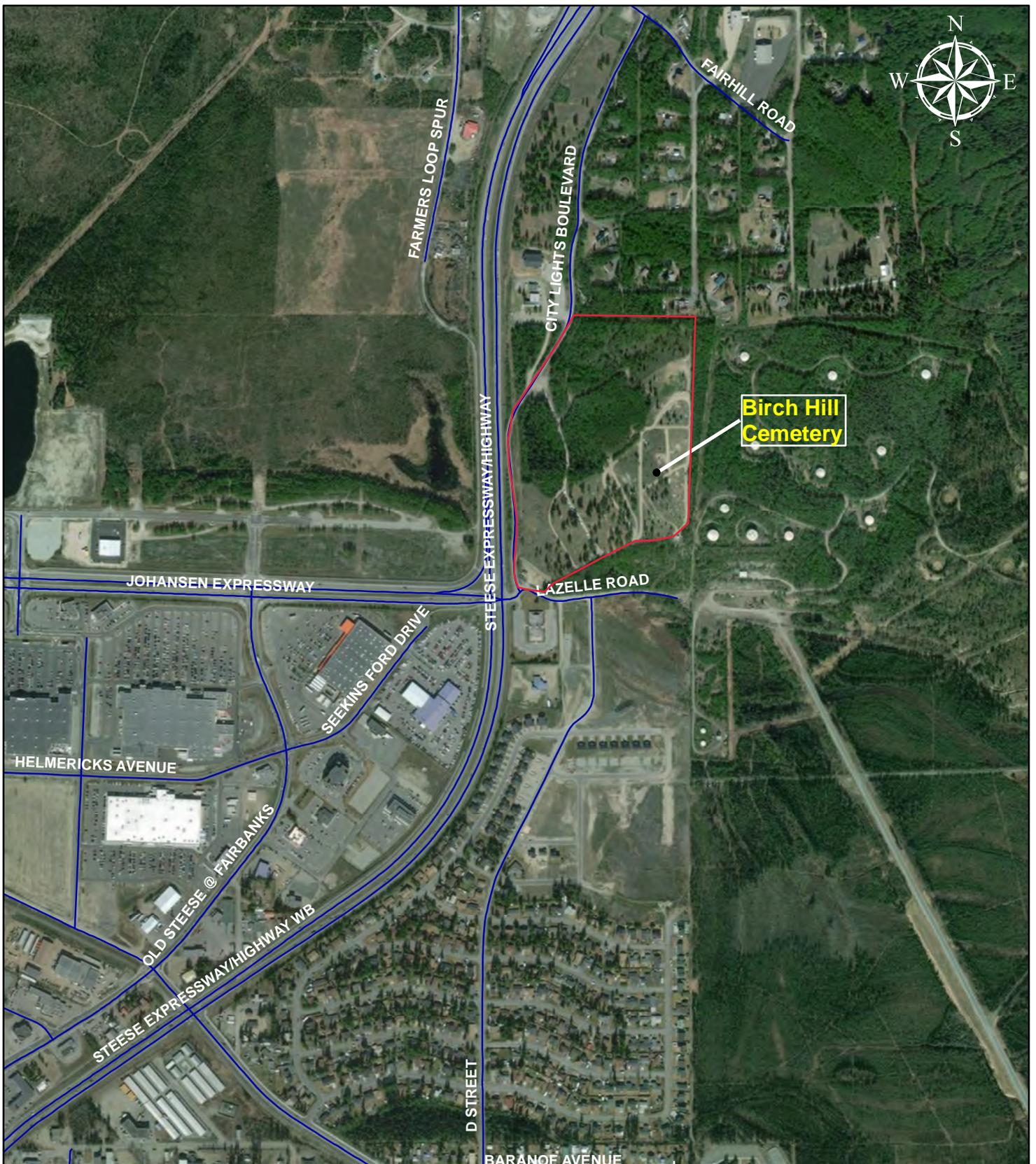
Thomas A. Gamza
Cultural Resource Specialist-Archaeologist (PQI)
State of Alaska DOT&PF, Northern Region

Enclosures:

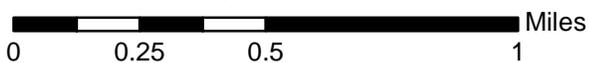
Figure 1: Vicinity & Location of Birch Hill Cemetery (FAI-02696)

Electronic cc w/ enclosures:

Lauren Little, P.E., DOT&PF Northern Region, Project Delivery Team Lead
Abby McHenry, DOT&PF Northern Region, Environmental Impact Analyst
Brett Nelson, DOT&PF Northern Region, Environmental Manager
Kathy Price, DOT&PF, Statewide Cultural Resources Manager



**Vicinity & Location
 Birch Hill Cemetery
 100 City Lights Boulevard
 Fairbanks, Alaska 99712**



STATE OF ALASKA
 Department of Transportation and Public Facilities
 2301 Peger Road Fairbanks, AK 99709

State/Federal Project Number(s): Z607320000/0002337
 Steese Expressway/Johansen Expressway Interchange
 Fairbanks, Alaska

DATE: September 2019

FIGURE 1



THE STATE
of **ALASKA**
GOVERNOR MICHAEL J. DUNLEAVY

Department of Transportation and
Public Facilities

NORTHERN REGION
Design and Engineering Services

2301 Peger Road
Fairbanks, Alaska 99709-5388
Main: 907-451-2200
Fax: 907-451-5126
TDD: 907-451-2363
dot.alaska.gov

In Reply Refer To:
Steese Expressway and Johansen Expressway Interchange
State/Federal Project Number(s): Z607320000/002337
Determination of Eligibility FAI-02696 Birch Hill Cemetery

ATTENTION: This correspondence contains One DOE

November 5, 2019

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

Dear Ms. Bittner:

The Alaska Department of Transportation and Public Facilities (DOT&PF) has assumed the responsibilities of the Federal Highway Administration under 23 U.S.C. §327 and is proposing operational and safety improvements at the intersection of the Steese Expressway and Johansen Expressway in Fairbanks, Alaska. The location is legally described as T001S; R001W; Sections 1&2 USGS Quadrangle Fairbanks D-2 Fairbanks Meridian and is shown on attached Figure 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.

The DOT&PF originally initiated consultation with your office on this project on November 29, 2017 most recently submitted and updated APE for this project on August 17, 2018 in accordance with 36 CFR §800, the implementing regulations of Section 106 of the National Historic Preservation Act. At this time, the DOT&PF, acting as a Federal agency, is submitting the enclosed Determination of Eligibility (DOE) for the National Register of Historic Places (NRHP) pursuant to 36 CFR §800.4(c)(1) and (2). Additional Section 106 consultation for the project will take place in accordance with the 2017 *First Amended Programmatic Agreement... for the Federal-Aid Highway Program in Alaska* at a later date.

FAI-02696 550 Birch Hill Cemetery Site Background

FAI-02696 550 Birch Hill Cemetery- is the 2nd ever cemetery in Fairbanks. Antone “Tony” Zimmerman buried his first wife, Serina on the hillside in 1938 and donated the approximately 49 acre property to the community in her honor in 1939. He surveyed out a portion of the land within the boundary for his family. The Birch Hill Cemetery Association was formed and accepted the land in 1939 who donated the land to the city of Fairbanks in 1957. It is currently maintained by Blanchard Family Funeral Home (2019).

Mr. Zimmerman subdivided a portion the cemetery and offered these portions to civic and religious groups free of charge provided they administered and maintained the plots. Groups listed on the original survey plat of 1938 include: The American Legion, The Fraternal Order of Eagles, The Benevolent and Protective Order of Elks, The Grand Lodge of Free and Accepted Masons of the State of Alaska, The Loyal Order of Moose, The Odd Fellows and the Pioneers of Alaska. Catholics and Jews were the only two religions groups for whom land was initial surveyed out.

A number of early Alaska Pioneers and Fairbanks luminaries have been buried at this location; Fannie Quigley (Early mining Pioneer in Kantishna), Michael Stepovich (First Alaskan born Territorial Governor of Alaska), Ernest Collins (Territorial Senator, Mayor of Fairbanks, Grand President of Pioneers of Alaska), Charles Bunnell (First President of Alaska Agricultural College and School of Mines [University of Alaska]. Local luminaries important in role of building the community in the Post-World War II and Cold War Build-Ups 1939-1959 include: farmers Minnie Slater (Wife of Charles Slater [Slaterville Section of Fairbanks] Minnie Street namesake) and Jessie Bjerremark (wife of August and namesake of South Fairbanks Bjerremark Subdivision); Vladimir “Paul” Gavora (founder of Market Basket Grocery and Gavora Fine Wines and Liquor); and Charles Creamer (Creamer’s Dairy and Creamer’s Field Migratory Waterfowl Refuge). Effie Kokrine, Alaska Native and namesake of the Effie Kokrine Charter School is interred at the cemetery as well.

Determination Eligibility

Section 101 of the NHPA (54 USC 10010) established the NRHP as a means to catalog historic properties significant in American history, architecture, archaeology, engineering, and culture. NHPA defines “historic properties” as prehistoric and historic districts, sites, buildings, structures, and objects listed or eligible for inclusion on the NRHP including artifacts, records, and material remains related to the property (54 USC 300308).

An assessment of physical integrity based on location, setting, design, workmanship, materials, association, and feeling was completed for each building to determine whether or not the buildings could be considered eligible for listing in the NRHP either individually or collectively as a historic district.

Criteria for Evaluation (36CFR§60.4) for the NRHP based on the guidelines set forth in National Register Bulletin 15¹ and more specifically National Register Bulletin 41²:

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:

¹ *National Register Bulletin 15: How to Apply the National Register Criteria for Evaluation U.S. Department of the Interior National Park Service Interagency Resource Division, National Register of Historic Places, 1997.*

² All references in this document refer to: *National Register Bulletin 41: Guidelines for Evaluating and Registering Cemeteries and Burial Places. By Elisabeth Walton Potter and Beth M. Boland, U.S. Department of the Interior National Park Service Interagency Resource Division, National Register of Historic Places, 1992.*

(Criterion A) that are associated with events that have made a significant contribution to the broad patterns of our history; Under Criterion A the events and trends with which the burial place is associated must be clearly important, and the connection between the burial place and its associated context must be unmistakable (pp 9). Document and field research did not indicate that the Birch Hill Cemetery had any association with significant historic events or patterns. The cemetery was established during the Decline and Stabilization period in Fairbanks (1910-1939) and did service a need that the community had as the first cemetery in town, Clay Street Cemetery, had a finite amount of space left which was not earmarked for family members of those who were interred at the cemetery at the time.

(Criterion B) that are associated with the lives of persons significant in our past; Under Criterion B, the person or group of persons with which the burial place is associated must be of outstanding importance to the community, State, or nation, as required by Criteria Consideration C (pp.11). The cemetery is the final resting place of a number of local and statewide historically significant persons but does not contain the only significant links between the individuals to the state or community. The cemetery does not embody the contributions of the individuals to the development of Fairbanks or the statehood movement in Alaska.

(Criterion 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; Under Criterion C, funerary monuments and their associated art works, buildings, and landscapes associated with burial places must be good representatives of their stylistic type or period and methods of construction or fabrication. Alternatively, such property types may represent the work of master artists, designers and craftsmen, or the highest artistic values of the period. Appropriate areas of significance would be architecture, art, or landscape architecture (pp. 12). The cemetery does not display distinctive characteristics of a style, time period or method of construction of cemetery. The layout, landscaping or architecture are not unique in any manner to elevate its significance under Criterion C. Birch Hill Cemetery is a combination of areas separated by Fraternal Orders, other civic groups and the military as well as individuals and families. Most recently, in 2009, an Alaska Native section was surveyed out and is currently administered by the Fairbanks Native Association. The sections are distinguished from one another by their signage, monuments and, in the case of the Alaska Native section, distinct use of wood and spirit fences. However, they do not embody any particular artistic style and/or are not representative of any particular time period. The burials at Birch Hill cemetery and their associated grave markers are not dissimilar from those found at any cemetery across the United States and, in Alaska in particular the Alaska Native section, burials are indicative of styles of grave marking seen across interior Alaska in cities, villages and in remote family burials.

(Criterion D) that have yielded, or may be likely to yield, information important in prehistory or history. Burial places may be eligible for their potential to yield information about cultural and ethnic groups. Under Criterion D, the common requirements are that the property have information to contribute and the information is considered important. The importance of the information to be yielded usually is determined by considering a research design or a set of questions that could be resolved by controlled investigation of the site. While commonly understood to apply to archeological research, Criterion D also encompasses information important in the study of material culture and social history (pp. 12). Further research is unlikely to yield additional information important to history or prehistory. The background of the cemeteries creation is well known. No known prehistoric cultural material has ever been associated with the cemetery's location. It is highly unlikely that excavations on the grounds or exhumation of the burials, will provide any insights into the development of the property or its important role in the community as a final resting place.

As demonstrated above, the standard set for cemeteries to be eligible for the NRHP is quite high. Interment of local or even state level luminaries is not enough to elevate a cemetery to NRHP level status. Interment at the cemetery began in 1938 and continues to the present. People of different levels of Alaskan prominence, as well as burials with different levels of ornamentation are intermingled. For these reasons the Birch Hill Cemetery does not meet any of the evaluation criteria and is therefore *not eligible for the NRHP*.

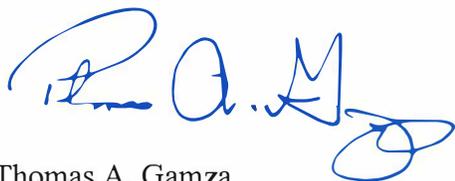
Consultation Efforts

Initiation of Consultation letters regarding the project were issued on November 29, 2017. A response from the Alaska SHPO office dated December 15, 2017 expressed no objections to the proposed Study Area or level of effort for the project. No other responses were received. An update Initiation of Consultation Letter on August 17, 2018. No responses were received.

In addition to the Alaska State Historic Preservation Officer (SHPO), other consulting parties receiving the findings letters include: Denakkanaaga, Inc.; Doyon, Limited; the City of Fairbanks; the Fairbanks North Star Borough; FNSB-Commission on Historic Preservation; Tanana Chiefs Conference; and the Tanana-Yukon Historical Society.

Please direct your concurrence or comments to me at the address above, by telephone at 907-451-5293, or by e-mail at thomas.gamza@alaska.gov.

Sincerely,



Thomas A. Gamza
Cultural Resource Specialist-Archaeologist (PQI)
State of Alaska DOT&PF, Northern Region

Enclosures:

- Figure 1: Vicinity & Location of Birch Hill Cemetery (FAI-02696)
- Attachment 1: AHRs Card (FAI-02696) & Associated Supporting Documentation
- Attachment 2: Additional Photographs of Birch Hill Cemetery

Electronic cc w/ enclosures:

- Lauren Little, P.E., DOT&PF Northern Region, Project Delivery Team Lead
- Abby McHenry, DOT&PF Northern Region, Environmental Impact Analyst
- Brett Nelson, DOT&PF Northern Region, Environmental Manager
- Kathy Price, DOT&PF, Statewide Cultural Resources Manager



November 19, 2019

SENT BY E-MAIL
DATE 11/20/19

File No.: 3130-1R FHWA/2017-01315

Subject: Steese Expressway and Johansen Expressway Interchange, Z607320000/002337,
Determination of Eligibility FAI-02696 Birch Hill Cemetery

Thomas Gamza
Department of Transportation and Public Facilities
2301 Peger Road
Fairbanks, AK 99709-5388

Dear Mr. Gamza,

The Alaska State Historic Preservation Office (AK SHPO) received your letter (dated November 5, 2019) on November 7, 2019. Following our review of the documentation provided, we have the following comments on your determination of eligibility (DOE) for listing on the National Register of Historic Places (Table 1).

Table 1: Determination of Eligibility

No.	AHRS#	Street Address/Site Name	DOT&PF Determination	AK SHPO Comment
1	FAI-02696	Birch Hill Cemetery	Not Eligible	Unable to concur. Please further investigate significance at the local level under Criterion A, as the cemetery may be associated with the growth and development of Fairbanks. It may be helpful to compare related properties (cemeteries) that have already been evaluated around the state.

We request clarification of your documentation for the DOE on the Birch Hill Cemetery (FAI-02696), in accordance with *36 CFR § 800.11(a)*.

Please note that as stipulated in *36 CFR § 800.3*, other consulting parties such as the local government and Tribes are required to be notified of the undertaking. Additional information provided by the local government, Tribes or other consulting parties may

cause our office to re-evaluate our comments and recommendations. Please note that our comment letter does not end the 30-day review period provided to other consulting parties.

Thank you for the opportunity to review and comment on the Birch Hill Cemetery DOE. Please contact Mark Rollins at 269-8722 or mark.rollins@alaska.gov if you have any questions or if we can be of further assistance.

Sincerely,



Judith E. Bittner
State Historic Preservation Officer

JEB:mwr

Electronic cc:

Kathy Price, DOT&PF Statewide Cultural Resources Manager
Molly Proue, DOT&PF Statewide Cultural Resources Specialist

Attachment 2

From: [Nelson, Brett D \(DOT\)](#)
To: [Gamza, Thomas A \(DOT\)](#)
Subject: FW: Z60732000 Steese Expressway and Johansen Expressway Interchange
Date: Monday, January 6, 2020 2:35:12 PM

From: Kolwaite, Douglas S (DOT) <douglas.kolwaite@alaska.gov>
Sent: Monday, January 6, 2020 2:32 PM
To: Nelson, Brett D (DOT) <brett.nelson@alaska.gov>
Cc: Price, Kathy E (DOT) <kathy.price@alaska.gov>
Subject: RE: Z60732000 Steese Expressway and Johansen Expressway Interchange

Brett,

As the Statewide Environmental Program Manager, I am in agreement that **Steese Expressway and Johansen Expressway Interchange Federal/State Project Number(s): 002337/ Z60732000** falls within the parameters of a transitional allowance agreement among the SHPO, the FHWA and the DOT&PF, per Section 106PA Appendix J.(V.).B.: and may invoke a Transitional Allowance and follow the process outlined in the June 8, 2012 Interim Guidance. This project is eligible for a Transitional Allowance because the Section 106 initiation letters for this project were sent out on December 26, 2017, prior to the acceptance of the Historic Roads Agreement on February 23, 2019 and the Findings of Effect have not yet been completed.

Under this transitional allowance the Section 106 Process for this project, including any changes/updates, must be completed by February 23, 2022.

Doug

From: Nelson, Brett D (DOT)
Sent: Monday, January 06, 2020 2:24 PM
To: Kolwaite, Douglas S (DOT) <douglas.kolwaite@alaska.gov>
Cc: Taylor, Jill A (DOT) <jill.taylor@alaska.gov>; Gamza, Thomas A (DOT) <thomas.gamza@alaska.gov>
Subject: FW: Z60732000 Steese Expressway and Johansen Expressway Interchange

Doug,

Can you please review and approve.

Thanks,
Brett

From: Gamza, Thomas A (DOT) <thomas.gamza@alaska.gov>
Sent: Monday, January 6, 2020 12:48 PM

To: Nelson, Brett D (DOT) <brett.nelson@alaska.gov>

Subject: Z60732000 Steese Expressway and Johansen Expressway Interchange

Brett,

On behalf of the Project Manager and in consultation with the project Environmental Impact Analyst I am submitting this is a formal request to complete Section 106 Consultation for the Steese Expressway and Johansen Expressway Interchange Federal/State Project Number(s): 002337/Z60732000 under the transitional process. If you are in agreement with this decision, please forward this to the Statewide Environmental Manager for approval.

This project falls within the parameters of a transitional allowance agreement among the SHPO, the FHWA and the DOT&PF, per Section 106PA Appendix J.(V.).B. State/Federal Project Number: 002337/Z60732000 Steese Expressway and Johansen Expressway Interchange opts to invoke a Transitional Allowance and follow the process outlined in the June 8, 2012 Interim Guidance. This project is eligible for a Transitional Allowance because the Section 106 initiation letters for this project were sent out on December 26, 2017, prior to the acceptance of the Historic Roads Agreement on February 23, 2019 and the Findings of Effect have not yet been completed.

Under this transitional allowance the Section 106 Process for this project, including any changes/updates, must be completed by February 23, 2022.

If you have any questions regarding this request please contact me using the information provided below.

Thank you for your consideration,

Tom

Thomas A. Gamza (Tom)
Archaeologist (PQI)
Environmental Impact Analyst III
Cultural Resource Specialist
State of Alaska DOT&PF
Northern Region
2301 Peger Road
Fairbanks, Alaska 99709-5399
Email: thomas.gamza@alaska.gov
Phone: 907-451-5293
FAX: 907-451-5126

Office Hours: Monday-Friday 6:00 AM-2:30 PM

Strive for simplicity and competence.

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the sender immediately and then delete it. If you are not the intended recipient, you must not keep, use, disclose, copy or distribute this email without the author's prior permission.*



THE STATE
of **ALASKA**
GOVERNOR MICHAEL J. DUNLEAVY

Department of Transportation and Public Facilities

NORTHERN REGION
Design and Engineering Services

2301 Peger Road
Fairbanks, Alaska 99709-5388
Main: 907-451-2200
Fax: 907-451-5126
TDD: 907-451-2363
dot.alaska.gov

In Reply Refer To:
Steese Expressway and Johansen Expressway Interchange
Federal/State Project Number(s): 002337/Z60732000
No Historic Properties Affected

January 9, 2020

The Honorable Jim Matherly, Mayor
City of Fairbanks
800 Cushman Avenue
Fairbanks, Alaska 99701

Dear Mayor Matherly:

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 implement operational and safety improvements at the intersection of the Steese Expressway and Johansen Expressway in Fairbanks, Alaska. The project location is legally described as: T.001S, R.001W Sections 1, 2&35 Fairbanks Meridian, USGS Quadrangle Fairbanks D-2 (Figure 1).

Consultation for this project is being conducted in accordance with the 2017 *First Amended Programmatic Agreement... for the Federal-Aid Highway Program in Alaska*. The DOT&PF, acting as a Federal agency, 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).

Project Description

The project consists of constructing intersection improvements, which may consist of a grade separated interchange, at the intersection of the Steese Expressway and Johansen Expressway. Adjacent access would be realigned as necessary to accommodate the selected intersection configuration. The Study Area (shown in attached Figure 2) includes portions of the DOT&PF right-of-way (ROW) for the following: Johansen and Steese Expressways, Old Steese Highway, Lazelle Road, Trainor Gate Road, College Road, City Lights Boulevard, Farmers Loop Road, and Hunter Road. Permanent ROW acquisition is anticipated to be in the range of 6 to 18 acres from 4-6 parcels.

Area of Potential Effect (APE)

The proposed project will reconstruct the Steese Expressway/Johansen Expressway intersection with a grade separated interchange, including realignment of Lazelle Road and re-configuration of City Lights Boulevard to end in a cul-de-sac at the Birch Hill Cemetery entrance (locations in green boxes on Figure 2). To support construction traffic and ensure continued bicycle and pedestrian connectivity between the Johansen Expressway and Farmers' Loop Road separated pathways, a new road and path connection between the Old Steese Highway and Farmers' Loop Extension will be constructed. Noise barriers installed along the east side of the Steese Expressway to mitigate noise impacts. Additional project activities include minor side street adjustments to tie into realigned roads, relocation of the Birch Hill Cemetery winter storage facility and potential reconfiguration of internal circulation roads due to the closure of a portion of City Lights Boulevard (Figure 2). Visual effects on potential National Register of Historic Places (NRHP) eligible resources were taken into account for the grade separation installation when determining the APE. For this reason, first tier properties immediately adjacent to ground disturbing activities have been included in the APE (Figure 2).

Identification Efforts

On behalf of the DOT&PF, Northern Land Use Research, Alaska (NLURA) conducted a cultural resource literature review for the Study Area in 2017. The report entitled: *Cultural Resource Desktop Assessment for Proposed Improvements to the Steese Expressway/Johansen Expressway Interchange, Fairbanks Alaska* identified 21 Alaska Heritage Resources Survey (AHRs) sites within 1 mile of the current Steese-Johansen Expressway Interchange. One new resource, Birch Hill Cemetery, identified and received an AHRs number, FAI-02696, on September 20, 2019. Visual effects from the project on potential National Register of Historic Places (NRHP) eligible resources were taken into account for the grade separation installation when determining the APE. For this reason, first tier properties immediately adjacent to ground disturbing activities have been included in the APE (Figure 2). Five AHRs sites were identified within the project APE, only one of which has a determination of eligibility already completed (FAI-02464). A summary of the sites are listed in Table 1 below:

Table 1: AHRs Sites Identified Within the Project APE

<i>AHRs #</i>	<i>Name</i>	<i>Description</i>	<i>NRHP Eligibility</i>
FAI-02220	116 Farmers Loop Road Extension	Several buildings occupy this lot including 1963 structure that was once a single—story dwelling with a trapezoidal projected shed roof that now serves a storage building. Vacant/abandoned with debris and outlying buildings scattered throughout the property.	Determined Not Eligible by the DOT&PF pending SHPO concurrence.
FAI-02380	1035 Blair Road	There are two buildings forty-five years or older on this lot, one constructed in 1940 and the other constructed in 1950. These buildings are part of the Flower Pot Garden Center complex and are currently used as a retail sales area (1940) and a residence and storage/mechanical room for the complexes facilities (1950).	Determined Not Eligible by the DOT&PF pending SHPO concurrence.
FAI-02384	997 Blair Road	This is a roughly triangular lot on the east side of Blair Road. The lot abuts the modern Steese Expressway Highway ROW. Original building built circa 1944 that has been obscured with additions and improvements. It is currently is a three-story split-level multi-family dwelling.	Determined Not Eligible by the DOT&PF pending SHPO concurrence.
FAI-02464	Steese Expressway	MP 0 to MP 11	Determined not Eligible by the DOT&PF and concurred with by the SHPO on 2/25/2019.

<i>AHRS #</i>	<i>Name</i>	<i>Description</i>	<i>NRHP Eligibility</i>
FAI-02696	Birch Hill Cemetery	2nd Cemetery established in Fairbanks established in 1938 is located on a hillside overlooking the commercial/retail district in north Fairbanks which at one time part of the old Bentley Trust farmlands. Sections of the cemetery have been dedicated to civic groups and are clearly delineated. A newly established section for Alaska Native burials is administered by the Fairbanks Native Association.	Determined Not Eligible by the DOT&PF pending SHPO concurrence.

Determinations of Eligibility (DOE)

*FAI-02220 (116 Farmers Loop Road Extension)*¹- Built in 1963, the building it was added to the AHRS under the properties formal address. It is located along the east side of Farmers Loop Road Extension, is set back from the road. It is west of the Steese Expressway/Highway MP 2.4. The building is within Section 35, T001S, 001W, and is given the designation TL-3501 in the Fairbanks North Star Borough (FNSB) database.

The one-story, rectangular plan, 12 x 25-foot standard residential style building with no plumbing according to FNSB records. It is constructed with 2x4's and currently is clad in plywood. The building has a trapezoidal aluminum roof which shows signs of repair. It has an attached plywood 8 x 8 shed/arctic entry with a flat roof on its northern side. The shed/arctic entry has a rough cut out doorway with no door on the western front. The FNSB database indicates that it has standard siding, but currently only plywood can be seen around the entire exterior of the building. The building sits on a gravel lot. The interior is unfinished with no basement. It appears the building is currently uninhabitable. The property that the building sits on is littered with additional structures in various states of neglect and residential/industrial/commercial debris.

Criteria for Evaluation (36CFR§60.4) for the NRHP: Document and field research did not indicate that FAI-02220 has any association with significant historic events or patterns (Criterion A). There is no indication that this building is associated with historically significant persons (Criterion B). This building is an example of a modified single story building. It appears to have had significant changes to the building since initial construction including the addition of a shed/arctic entry, a trapezoidal aluminum roof and removal of its siding down to plywood sheathing. It does not display distinctive characteristics of a style to elevate its significance under Criterion C, even at the local level. Further research is unlikely to yield information important to history or prehistory (Criterion D). FAI-02220 does not meet any of the evaluation criteria and is therefore **not eligible for the NRHP**.

*FAI-02380 (1035 Blair Road)*²- This site consists of two structures built in 1940 [Building 1] and 1950 [Building 2], respectively. The buildings were added to the AHRS under the properties formal address. They are located along the east side of Blair Road, and are set back from the road. They are west of the Steese Expressway near MP 1. The buildings are within Section 2, T001S, 001W, and are given the designation UMB04 Derby Tract TL-229 in the Fairbanks North Star Borough (FNSB) database.

Building 1 is a one-story, rectangular plan, 20 x 36-foot standard rectangular commercial/retail building according to FNSB records. It has a shed-style roof that is angled south to north with an entrance door

¹ The AHRS card for this site was created based on information submitted by the DOT&PF Northern Region PQI in 2012 as part of a collection of Historic Property Survey Evaluation Forms for the Birch Hill Bicycle & Pedestrian Facility project (TEA-0002(247)/63768) and is on file at the Office of History and Archaeology, Anchorage, Alaska.

² The AHRS card for this site as well as FAI-02384 were created based on a 2015 report entitled *Historic Structures Investigation for the Old Steese Highway Improvements (DOT&PF Project No. 62487)* which is on file at the Office of History and Archaeology, Anchorage, Alaska.
 Appendix E.3 - 29

located on the south side of the building on the western end. The building has recently been remodeled inside and out to house the new bulk coffee and coffee supply business acquired by the Flower Pot Garden Center. The exterior is clad in aluminum sheet siding and roof has been raised and vents installed as part of the new HVAC system. Flood lights have been installed on the west side of the building.

Building 2 is located about 50-feet east of building one and is a 54 x 40-foot single story rectangular building with a newly installed low pitched asphalt shingled gabled roof and is listed in the FNSB as an apartment and living quarters. A 9'x10' mechanical shed has been added to the northern most end of the west-facing side of the building. The residential entrance is located on the western side of the building on the south of the mechanical shed. There is a second door/entrance on the southern side of the building. The entire building is clad in white aluminum siding. Trim around the two sets of 6-light fixed windows located on the north and south sides of the building as well as, half-glass door on the west side is painted green. A similar style window to the previously described windows is located on the east side of the building as well.

Criteria for Evaluation (36CFR§60.4) for the NRHP: Document and field research did not indicate that Building 1 & 2 comprising FAI-02380 have any association with significant historic events or patterns (Criterion A). There is no indication that these building are associated with historically significant persons (Criterion B). Building 1 is an example of a modified single-story building. It appears to have had significant changes to the building since initial construction including the new HVAC system installation, raising of the roof, new aluminum sheet siding and installation of insulation and remodeling of the interior. Building 2 is an example of a typical mid-century modern house type found in Alaska. The rectangular floor plan and low-pitched roof are a ubiquitous construction type in post-World War II Alaska, as well as through the United States at this time. The only modifications identified are the installation of the new roof and the addition of the mechanical room/shed. Neither Building 1 nor 2 display distinctive characteristics of a style to elevate either to significance under Criterion C, even at the local level. Further research is unlikely to yield information important to history or prehistory (Criterion D). The buildings included as part of FAI-03280 do not meet any of the evaluation criteria and is therefore *not eligible for the NRHP*.

FAI-02384 (997 Blair Road)- This site consists of a structure built in 1944. The building was added to the AHRS under the properties formal mailing address. It is located along the east side of Blair Road, and are set back from the road. It is east of the Steese Expressway near MP 1. The building is within Section 2, T001S, 001W, and is given the designation Lot33 Derby Tract in the Fairbanks North Star Borough (FNSB) database.

The building appears to consist of a main three-story/two story split-level mid-century modern style residential building in the center that has been subdivided into multiple residential units. A later one story addition flanking the main building to the east that appears to be a separate mother-in-law style residence.

The main building has multiple asphalt shingled gabled roofs over the various levels. The dimensions of the various sections are: center rectangle situated south to north 20x45-feet; west wing 20x20-feet and the east wing is 24x24-feet. The front entrance of the main building faces south with two entrances to the main building, one central at the ground level and a second accessed via a stairway on the west side that enters the building through an arctic entry. The main building is clad in vertical flat board half way up the side with horizontal wood lapped siding on the upper half. A mixture of modern multi-pane casement and fixed windows of various sizes are found on all sides of the main building. FNSB records indicate that the main residence has an unfinished basement.

The single-story addition is 40 x33-feet clad only in the vertical flat board and has a flat, tarpapered, roof. The door to the addition is centrally located on the south side but a second entrance on the corner of the western side is also present. Modern multi-pane 9 light fixed window flank to main entrance and have decorative shutters on each side. It is possible that this addition was at one time a multi-car garage that was converted to a residence when the building was subdivided into apartments.

Criteria for Evaluation (36CFR§60.4) for the NRHP: Document and field research did not indicate that FAI-02384 has any association with significant historic events or patterns (Criterion A). There is no indication that this building is associated with historically significant persons (Criterion B). It appears to have had significant changes to the building since initial construction including separation of the main building into apartments and the addition of the single story building as a separate residence. All of the windows have been replaced with modern efficient windows as have the doors. The main building's roof appears to have been replaced within the past 5-10 years. FAI-02384 does not display distinctive characteristics of a style to elevate either to significance under Criterion C, even at the local level. Further research is unlikely to yield information important to history or prehistory (Criterion D). The buildings included as part of FAI-03280 do not meet any of the evaluation criteria and is therefore *not eligible for the NRHP*.

FAI-02696 (Birch Hill Cemetery)- The DOT&PF originally initiated consultation with the State Historic Preservation Officer (SHPO) office on this project on November 29, 2017. On August 17, 2018 the DOT&PF submitted an updated APE for this project. A Determination of Eligibility was submitted to the SHPO office on November 5, 2019 for Birch Hill Cemetery (FAI-02696) finding it not eligible for the NRHP, and seeking SHPO concurrence with this finding (Attachment 1a). The SHPO responded in a letter dated November 19, 2019, stating it was unable to concur with the finding and requesting clarification of the DOE documentation including further investigation of potential significance at the local level under Criterion A, the growth and development of Fairbanks, in accordance with 36 CFR§800.11(a) (Attachment 1b). The DOT&PF has considered the SHPO's request further investigation and this research has resulted in an updated DOE (Attachment 1) and an affirmation of the original determination of Birch Hill Cemetery (FAI-02696) as not eligible for the NRHP based on the current National Park Service guidelines for Evaluating and Registering Cemeteries and Burial Places³.

Historic Roads Consideration⁴

Section 106 initiation of consultation was completed for this project on November 29, 2017, prior to the acceptance of the Historic Roads Agreement on February 23, 2019. This project falls within the parameters of a transitional allowance agreement among the SHPO, the FHWA and the DOT&PF, which states that such projects may opt to follow the process outlined in the June 8, 2012 Interim Guidance if no changes have occurred regarding the APE or project description since the initiation of consultation (*Appendix J., Section V(B)[1.] of the First Amended FHWA Alaska Division Section 106 Programmatic Agreement, November, 2018*). No changes to the project activities have occurred and the project APE is completely within the original Study Area. Approval of the use of the Interim Guidance for this project was given by the Statewide Environmental Program Manager.

Finding of Effect

³ *National Register Bulletin 41: Guidelines for Evaluating and Registering Cemeteries and Burial Places*. By Elisabeth Walton Potter and Beth M. Boland, U.S. Department of the Interior National Park Service Interagency Resource Division, National Register of Historic Places, 1992.

⁴ *The Segment of the Steese Expressway/Highway within this project was determined not eligible for the NRHP by the DOT&PF and this determination was concurred with by the SHPO on February 25, 2019.*

As no cultural resources eligible for the NRHP have been identified within the APE the DOT&PF finds that a **No Historic Properties Affected** determination regarding this project and its activities is appropriate and seeks concurrence with this finding from the Alaska SHPO.

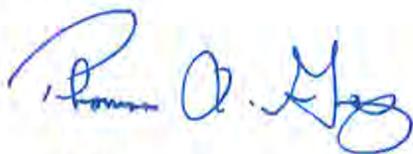
Consultation Efforts

Initiation of Consultation letters regarding this project were issued on November 29, 2017. A response from the Alaska SHPO office received via email on December 15, 2017 expressed no objections to the proposed Study Area or level of effort for the project. A Study Area Update explaining an increase to the Study Area for additional design considerations was sent to all potentially interested parties on August 17, 2018. A submission of a DOE for FAI-02696 (Birch Hill Cemetery) was submitted to the SHPO on November 5, 2019. A letter requesting more information and further consideration of the Eligibility of FAI-02696 (Birch Hill Cemetery) for the NRHP was sent via email to the DOT&PF on November 20, 2019 and the results of this review is included with this response to the SHPO (Attachment 1).

In addition to the Alaska State Historic Preservation Officer (SHPO) the following identified potentially interested parties are being sent Findings letters; Denakkanaaga, Inc.; Doyon, Limited; the City of Fairbanks; the Fairbanks North Star Borough; FNSB-Commission on Historic Preservation; Tanana Chiefs Conference; and the Tanana-Yukon Historical Society. No Federally Recognized Tribes or Communities have been identified within the vicinity of the project APE.

If you wish to comment on this finding, I can be reached at the address above, by telephone at 907-451-5293, or by e-mail at thomas.gamza@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,



Thomas A. Gamza
Cultural Resource Specialist-Archaeologist (PQI)
State of Alaska DOT&PF, Northern Region

Enclosures:

- Figure 1: Project Vicinity & Location
- Figure 2: Project APE & AHRS Site Locations
- Attachment 1: Re-evaluation of FAI-02696 Birch Hill Cemetery for the NRHP and associated correspondence (1a&1b)

Electronic cc w/ enclosures:

- Lauren Little, P.E., DOT&PF Northern Region, Project Manager
- Abby McHenry, DOT&PF Northern Region, Environmental Impact Analyst
- Brett Nelson, DOT&PF Northern Region, Environmental Manager
- Kathy Price, DOT&PF, Statewide Cultural Resources Manager



THE STATE
of **ALASKA**
GOVERNOR MICHAEL J. DUNLEAVY

Department of Transportation and Public Facilities

NORTHERN REGION
Design and Engineering Services

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Fairbanks, Alaska 99709-5388
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TDD: 907-451-2363
dot.alaska.gov

In Reply Refer To:
Steese Expressway and Johansen Expressway Interchange
Federal/State Project Number(s): 002337/Z60732000
No Historic Properties Affected

January 9, 2020

The Honorable Bryce J. Ward, Mayor
Fairbanks-North Star Borough
P.O. Box 71267
Fairbanks, Alaska 99707-1267

Dear Mayor Ward:

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 implement operational and safety improvements at the intersection of the Steese Expressway and Johansen Expressway in Fairbanks, Alaska. The project location is legally described as: T.001S, R.001W Sections 1, 2&35 Fairbanks Meridian, USGS Quadrangle Fairbanks D-2 (Figure 1).

Consultation for this project is being conducted in accordance with the 2017 *First Amended Programmatic Agreement... for the Federal-Aid Highway Program in Alaska*. The DOT&PF, acting as a Federal agency, 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).

Project Description

The project consists of constructing intersection improvements, which may consist of a grade separated interchange, at the intersection of the Steese Expressway and Johansen Expressway. Adjacent access would be realigned as necessary to accommodate the selected intersection configuration. The Study Area (shown in attached Figure 2) includes portions of the DOT&PF right-of-way (ROW) for the following: Johansen and Steese Expressways, Old Steese Highway, Lazelle Road, Trainor Gate Road, College Road, City Lights Boulevard, Farmers Loop Road, and Hunter Road. Permanent ROW acquisition is anticipated to be in the range of 6 to 18 acres from 4-6 parcels.

Area of Potential Effect (APE)

The proposed project will reconstruct the Steese Expressway/Johansen Expressway intersection with a grade separated interchange, including realignment of Lazelle Road and re-configuration of City Lights Boulevard to end in a cul-de-sac at the Birch Hill Cemetery entrance (locations in green boxes on Figure 2). To support construction traffic and ensure continued bicycle and pedestrian connectivity between the Johansen Expressway and Farmers’ Loop Road separated pathways, a new road and path connection between the Old Steese Highway and Farmers’ Loop Extension will be constructed. Noise barriers installed along the east side of the Steese Expressway to mitigate noise impacts. Additional project activities include minor side street adjustments to tie into realigned roads, relocation of the Birch Hill Cemetery winter storage facility and potential reconfiguration of internal circulation roads due to the closure of a portion of City Lights Boulevard (Figure 2). Visual effects on potential National Register of Historic Places (NRHP) eligible resources were taken into account for the grade separation installation when determining the APE. For this reason, first tier properties immediately adjacent to ground disturbing activities have been included in the APE (Figure 2).

Identification Efforts

On behalf of the DOT&PF, Northern Land Use Research, Alaska (NLURA) conducted a cultural resource literature review for the Study Area in 2017. The report entitled: *Cultural Resource Desktop Assessment for Proposed Improvements to the Steese Expressway/Johansen Expressway Interchange, Fairbanks Alaska* identified 21 Alaska Heritage Resources Survey (AHRS) sites within 1 mile of the current Steese-Johansen Expressway Interchange. One new resource, Birch Hill Cemetery, identified and received an AHRS number, FAI-02696, on September 20, 2019. Visual effects from the project on potential National Register of Historic Places (NRHP) eligible resources were taken into account for the grade separation installation when determining the APE. For this reason, first tier properties immediately adjacent to ground disturbing activities have been included in the APE (Figure 2). Five AHRS sites were identified within the project APE, only one of which has a determination of eligibility already completed (FAI-02464). A summary of the sites are listed in Table 1 below:

Table 1: AHRS Sites Identified Within the Project APE

<i>AHRS #</i>	<i>Name</i>	<i>Description</i>	<i>NRHP Eligibility</i>
FAI-02220	116 Farmers Loop Road Extension	Several buildings occupy this lot including 1963 structure that was once a single—story dwelling with a trapezoidal projected shed roof that now serves a storage building. Vacant/abandoned with debris and outlying buildings scattered throughout the property.	Determined Not Eligible by the DOT&PF pending SHPO concurrence.
FAI-02380	1035 Blair Road	There are two buildings forty-five years or older on this lot, one constructed in 1940 and the other constructed in 1950. These buildings are part of the Flower Pot Garden Center complex and are currently used as a retail sales area (1940) and a residence and storage/mechanical room for the complexes facilities (1950).	Determined Not Eligible by the DOT&PF pending SHPO concurrence.
FAI-02384	997 Blair Road	This is a roughly triangular lot on the east side of Blair Road. The lot abuts the modern Steese Expressway Highway ROW. Original building built circa 1944 that has been obscured with additions and improvements. It is currently is a three-story split-level multi-family dwelling.	Determined Not Eligible by the DOT&PF pending SHPO concurrence.
FAI-02464	Steese Expressway	MP 0 to MP 11	Determined not Eligible by the DOT&PF and concurred with by the SHPO on 2/25/2019.

<i>AHRS #</i>	<i>Name</i>	<i>Description</i>	<i>NRHP Eligibility</i>
FAI-02696	Birch Hill Cemetery	2nd Cemetery established in Fairbanks established in 1938 is located on a hillside overlooking the commercial/retail district in north Fairbanks which at one time part of the old Bentley Trust farmlands. Sections of the cemetery have been dedicated to civic groups and are clearly delineated. A newly established section for Alaska Native burials is administered by the Fairbanks Native Association.	Determined Not Eligible by the DOT&PF pending SHPO concurrence.

Determinations of Eligibility (DOE)

*FAI-02220 (116 Farmers Loop Road Extension)*¹- Built in 1963, the building it was added to the AHRS under the properties formal address. It is located along the east side of Farmers Loop Road Extension, is set back from the road. It is west of the Steese Expressway/Highway MP 2.4. The building is within Section 35, T001S, 001W, and is given the designation TL-3501 in the Fairbanks North Star Borough (FNSB) database.

The one-story, rectangular plan, 12 x 25-foot standard residential style building with no plumbing according to FNSB records. It is constructed with 2x4's and currently is clad in plywood. The building has a trapezoidal aluminum roof which shows signs of repair. It has an attached plywood 8 x 8 shed/arctic entry with a flat roof on its northern side. The shed/arctic entry has a rough cut out doorway with no door on the western front. The FNSB database indicates that it has standard siding, but currently only plywood can be seen around the entire exterior of the building. The building sits on a gravel lot. The interior is unfinished with no basement. It appears the building is currently uninhabitable. The property that the building sits on is littered with additional structures in various states of neglect and residential/industrial/commercial debris.

Criteria for Evaluation (36CFR§60.4) for the NRHP: Document and field research did not indicate that FAI-02220 has any association with significant historic events or patterns (Criterion A). There is no indication that this building is associated with historically significant persons (Criterion B). This building is an example of a modified single story building. It appears to have had significant changes to the building since initial construction including the addition of a shed/arctic entry, a trapezoidal aluminum roof and removal of its siding down to plywood sheathing. It does not display distinctive characteristics of a style to elevate its significance under Criterion C, even at the local level. Further research is unlikely to yield information important to history or prehistory (Criterion D). FAI-02220 does not meet any of the evaluation criteria and is therefore **not eligible for the NRHP**.

*FAI-02380 (1035 Blair Road)*²- This site consists of two structures built in 1940 [Building 1] and 1950 [Building 2], respectively. The buildings were added to the AHRS under the properties formal address. They are located along the east side of Blair Road, and are set back from the road. They are west of the Steese Expressway near MP 1. The buildings are within Section 2, T001S, 001W, and are given the designation UMB04 Derby Tract TL-229 in the Fairbanks North Star Borough (FNSB) database.

Building 1 is a one-story, rectangular plan, 20 x 36-foot standard rectangular commercial/retail building according to FNSB records. It has a shed-style roof that is angled south to north with an entrance door

¹ The AHRS card for this site was created based on information submitted by the DOT&PF Northern Region PQI in 2012 as part of a collection of Historic Property Survey Evaluation Forms for the Birch Hill Bicycle & Pedestrian Facility project (TEA-0002(247)/63768) and is on file at the Office of History and Archaeology, Anchorage, Alaska.

² The AHRS card for this site as well as FAI-02384 were created based on a 2015 report entitled *Historic Structures Investigation for the Old Steese Highway Improvements (DOT&PF Project No. 62487)* which is on file at the Office of History and Archaeology, Anchorage, Alaska.
 Appendix E.3 - 35

located on the south side of the building on the western end. The building has recently been remodeled inside and out to house the new bulk coffee and coffee supply business acquired by the Flower Pot Garden Center. The exterior is clad in aluminum sheet siding and roof has been raised and vents installed as part of the new HVAC system. Flood lights have been installed on the west side of the building.

Building 2 is located about 50-feet east of building one and is a 54 x 40-foot single story rectangular building with a newly installed low pitched asphalt shingled gabled roof and is listed in the FNSB as an apartment and living quarters. A 9'x10' mechanical shed has been added to the northern most end of the west-facing side of the building. The residential entrance is located on the western side of the building on the south of the mechanical shed. There is a second door/entrance on the southern side of the building. The entire building is clad in white aluminum siding. Trim around the two sets of 6-light fixed windows located on the north and south sides of the building as well as, half-glass door on the west side is painted green. A similar style window to the previously described windows is located on the east side of the building as well.

Criteria for Evaluation (36CFR§60.4) for the NRHP: Document and field research did not indicate that Building 1 & 2 comprising FAI-02380 have any association with significant historic events or patterns (Criterion A). There is no indication that these building are associated with historically significant persons (Criterion B). Building 1 is an example of a modified single-story building. It appears to have had significant changes to the building since initial construction including the new HVAC system installation, raising of the roof, new aluminum sheet siding and installation of insulation and remodeling of the interior. Building 2 is an example of a typical mid-century modern house type found in Alaska. The rectangular floor plan and low-pitched roof are a ubiquitous construction type in post-World War II Alaska, as well as through the United States at this time. The only modifications identified are the installation of the new roof and the addition of the mechanical room/shed. Neither Building 1 nor 2 display distinctive characteristics of a style to elevate either to significance under Criterion C, even at the local level. Further research is unlikely to yield information important to history or prehistory (Criterion D). The buildings included as part of FAI-03280 do not meet any of the evaluation criteria and is therefore *not eligible for the NRHP*.

FAI-02384 (997 Blair Road)- This site consists of a structure built in 1944. The building was added to the AHRS under the properties formal mailing address. It is located along the east side of Blair Road, and are set back from the road. It is east of the Steese Expressway near MP 1. The building is within Section 2, T001S, 001W, and is given the designation Lot33 Derby Tract in the Fairbanks North Star Borough (FNSB) database.

The building appears to consist of a main three-story/two story split-level mid-century modern style residential building in the center that has been subdivided into multiple residential units. A later one story addition flanking the main building to the east that appears to be a separate mother-in-law style residence.

The main building has multiple asphalt shingled gabled roofs over the various levels. The dimensions of the various sections are: center rectangle situated south to north 20x45-feet; west wing 20x20-feet and the east wing is 24x24-feet. The front entrance of the main building faces south with two entrances to the main building, one central at the ground level and a second accessed via a stairway on the west side that enters the building through an arctic entry. The main building is clad in vertical flat board half way up the side with horizontal wood lapped siding on the upper half. A mixture of modern multi-pane casement and fixed windows of various sizes are found on all sides of the main building. FNSB records indicate that the main residence has an unfinished basement.

The single-story addition is 40 x33-feet clad only in the vertical flat board and has a flat, tarpapered, roof. The door to the addition is centrally located on the south side but a second entrance on the corner of the western side is also present. Modern multi-pane 9 light fixed window flank to main entrance and have decorative shutters on each side. It is possible that this addition was at one time a multi-car garage that was converted to a residence when the building was subdivided into apartments.

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FAI-02696 (Birch Hill Cemetery)- The DOT&PF originally initiated consultation with the State Historic Preservation Officer (SHPO) office on this project on November 29, 2017. On August 17, 2018 the DOT&PF submitted an updated APE for this project. A Determination of Eligibility was submitted to the SHPO office on November 5, 2019 for Birch Hill Cemetery (FAI-02696) finding it not eligible for the NRHP, and seeking SHPO concurrence with this finding (Attachment 1a). The SHPO responded in a letter dated November 19, 2019, stating it was unable to concur with the finding and requesting clarification of the DOE documentation including further investigation of potential significance at the local level under Criterion A, the growth and development of Fairbanks, in accordance with 36 CFR§800.11(a) (Attachment 1b). The DOT&PF has considered the SHPO's request further investigation and this research has resulted in an updated DOE (Attachment 1) and an affirmation of the original determination of Birch Hill Cemetery (FAI-02696) as not eligible for the NRHP based on the current National Park Service guidelines for Evaluating and Registering Cemeteries and Burial Places³.

Historic Roads Consideration⁴

Section 106 initiation of consultation was completed for this project on November 29, 2017, prior to the acceptance of the Historic Roads Agreement on February 23, 2019. This project falls within the parameters of a transitional allowance agreement among the SHPO, the FHWA and the DOT&PF, which states that such projects may opt to follow the process outlined in the June 8, 2012 Interim Guidance if no changes have occurred regarding the APE or project description since the initiation of consultation (*Appendix J., Section V(B)[1.] of the First Amended FHWA Alaska Division Section 106 Programmatic Agreement, November, 2018*). No changes to the project activities have occurred and the project APE is completely within the original Study Area. Approval of the use of the Interim Guidance for this project was given by the Statewide Environmental Program Manager.

Finding of Effect

³ *National Register Bulletin 41: Guidelines for Evaluating and Registering Cemeteries and Burial Places.* By Elisabeth Walton Potter and Beth M. Boland, U.S. Department of the Interior National Park Service Interagency Resource Division, National Register of Historic Places, 1992.

⁴ *The Segment of the Steese Expressway/Highway within this project was determined not eligible for the NRHP by the DOT&PF and this determination was concurred with by the SHPO on February 25, 2019.*

As no cultural resources eligible for the NRHP have been identified within the APE the DOT&PF finds that a **No Historic Properties Affected** determination regarding this project and its activities is appropriate and seeks concurrence with this finding from the Alaska SHPO.

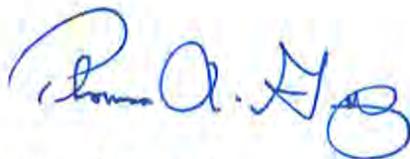
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Initiation of Consultation letters regarding this project were issued on November 29, 2017. A response from the Alaska SHPO office received via email on December 15, 2017 expressed no objections to the proposed Study Area or level of effort for the project. A Study Area Update explaining an increase to the Study Area for additional design considerations was sent to all potentially interested parties on August 17, 2018. A submission of a DOE for FAI-02696 (Birch Hill Cemetery) was submitted to the SHPO on November 5, 2019. A letter requesting more information and further consideration of the Eligibility of FAI-02696 (Birch Hill Cemetery) for the NRHP was sent via email to the DOT&PF on November 20, 2019 and the results of this review is included with this response to the SHPO (Attachment 1).

In addition to the Alaska State Historic Preservation Officer (SHPO) the following identified potentially interested parties are being sent Findings letters; Denakkanaaga, Inc.; Doyon, Limited; the City of Fairbanks; the Fairbanks North Star Borough; FNSB-Commission on Historic Preservation; Tanana Chiefs Conference; and the Tanana-Yukon Historical Society. No Federally Recognized Tribes or Communities have been identified within the vicinity of the project APE.

If you wish to comment on this finding, I can be reached at the address above, by telephone at 907-451-5293, or by e-mail at thomas.gamza@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,



Thomas A. Gamza
Cultural Resource Specialist-Archaeologist (PQI)
State of Alaska DOT&PF, Northern Region

Enclosures:

- Figure 1: Project Vicinity & Location
- Figure 2: Project APE & AHRS Site Locations
- Attachment 1: Re-evaluation of FAI-02696 Birch Hill Cemetery for the NRHP and associated correspondence (1a&1b)

Electronic cc w/ enclosures:

- Lauren Little, P.E., DOT&PF Northern Region, Project Manager
- Abby McHenry, DOT&PF Northern Region, Environmental Impact Analyst
- Brett Nelson, DOT&PF Northern Region, Environmental Manager
- Kathy Price, DOT&PF, Statewide Cultural Resources Manager



THE STATE
of **ALASKA**
GOVERNOR MICHAEL J. DUNLEAVY

Department of Transportation and Public Facilities

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Design and Engineering Services

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In Reply Refer To:
Steese Expressway and Johansen Expressway Interchange
Federal/State Project Number(s): 002337/Z60732000
No Historic Properties Affected

January 9, 2020

Melissa Kellner, Liaison
FNSB-Commission on Historic Preservation
Fairbanks-North Star Borough-Borough Administrative Center
809 Pioneer Road
Fairbanks, Alaska 99701

Dear Ms. Kellner:

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 implement operational and safety improvements at the intersection of the Steese Expressway and Johansen Expressway in Fairbanks, Alaska. The project location is legally described as: T.001S, R.001W Sections 1, 2&35 Fairbanks Meridian, USGS Quadrangle Fairbanks D-2 (Figure 1).

Consultation for this project is being conducted in accordance with the 2017 *First Amended Programmatic Agreement... for the Federal-Aid Highway Program in Alaska*. The DOT&PF, acting as a Federal agency, 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).

Project Description

The project consists of constructing intersection improvements, which may consist of a grade separated interchange, at the intersection of the Steese Expressway and Johansen Expressway. Adjacent access would be realigned as necessary to accommodate the selected intersection configuration. The Study Area (shown in attached Figure 2) includes portions of the DOT&PF right-of-way (ROW) for the following: Johansen and Steese Expressways, Old Steese Highway, Lazelle Road, Trainor Gate Road, College Road, City Lights Boulevard, Farmers Loop Road, and Hunter Road. Permanent ROW acquisition is anticipated to be in the range of 6 to 18 acres from 4-6 parcels.

Area of Potential Effect (APE)

The proposed project will reconstruct the Steese Expressway/Johansen Expressway intersection with a grade separated interchange, including realignment of Lazelle Road and re-configuration of City Lights Boulevard to end in a cul-de-sac at the Birch Hill Cemetery entrance (locations in green boxes on Figure 2). To support construction traffic and ensure continued bicycle and pedestrian connectivity between the Johansen Expressway and Farmers’ Loop Road separated pathways, a new road and path connection between the Old Steese Highway and Farmers’ Loop Extension will be constructed. Noise barriers installed along the east side of the Steese Expressway to mitigate noise impacts. Additional project activities include minor side street adjustments to tie into realigned roads, relocation of the Birch Hill Cemetery winter storage facility and potential reconfiguration of internal circulation roads due to the closure of a portion of City Lights Boulevard (Figure 2). Visual effects on potential National Register of Historic Places (NRHP) eligible resources were taken into account for the grade separation installation when determining the APE. For this reason, first tier properties immediately adjacent to ground disturbing activities have been included in the APE (Figure 2).

Identification Efforts

On behalf of the DOT&PF, Northern Land Use Research, Alaska (NLURA) conducted a cultural resource literature review for the Study Area in 2017. The report entitled: *Cultural Resource Desktop Assessment for Proposed Improvements to the Steese Expressway/Johansen Expressway Interchange, Fairbanks Alaska* identified 21 Alaska Heritage Resources Survey (AHRs) sites within 1 mile of the current Steese-Johansen Expressway Interchange. One new resource, Birch Hill Cemetery, identified and received an AHRs number, FAI-02696, on September 20, 2019. Visual effects from the project on potential National Register of Historic Places (NRHP) eligible resources were taken into account for the grade separation installation when determining the APE. For this reason, first tier properties immediately adjacent to ground disturbing activities have been included in the APE (Figure 2). Five AHRs sites were identified within the project APE, only one of which has a determination of eligibility already completed (FAI-02464). A summary of the sites are listed in Table 1 below:

Table 1: AHRs Sites Identified Within the Project APE

<i>AHRs #</i>	<i>Name</i>	<i>Description</i>	<i>NRHP Eligibility</i>
FAI-02220	116 Farmers Loop Road Extension	Several buildings occupy this lot including 1963 structure that was once a single—story dwelling with a trapezoidal projected shed roof that now serves a storage building. Vacant/abandoned with debris and outlying buildings scattered throughout the property.	Determined Not Eligible by the DOT&PF pending SHPO concurrence.
FAI-02380	1035 Blair Road	There are two buildings forty-five years or older on this lot, one constructed in 1940 and the other constructed in 1950. These buildings are part of the Flower Pot Garden Center complex and are currently used as a retail sales area (1940) and a residence and storage/mechanical room for the complexes facilities (1950).	Determined Not Eligible by the DOT&PF pending SHPO concurrence.
FAI-02384	997 Blair Road	This is a roughly triangular lot on the east side of Blair Road. The lot abuts the modern Steese Expressway Highway ROW. Original building built circa 1944 that has been obscured with additions and improvements. It is currently is a three-story split-level multi-family dwelling.	Determined Not Eligible by the DOT&PF pending SHPO concurrence.
FAI-02464	Steese Expressway	MP 0 to MP 11	Determined not Eligible by the DOT&PF and concurred with by the SHPO on 2/25/2019.

<i>AHRS #</i>	<i>Name</i>	<i>Description</i>	<i>NRHP Eligibility</i>
FAI-02696	Birch Hill Cemetery	2nd Cemetery established in Fairbanks established in 1938 is located on a hillside overlooking the commercial/retail district in north Fairbanks which at one time part of the old Bentley Trust farmlands. Sections of the cemetery have been dedicated to civic groups and are clearly delineated. A newly established section for Alaska Native burials is administered by the Fairbanks Native Association.	Determined Not Eligible by the DOT&PF pending SHPO concurrence.

Determinations of Eligibility (DOE)

*FAI-02220 (116 Farmers Loop Road Extension)*¹- Built in 1963, the building it was added to the AHRS under the properties formal address. It is located along the east side of Farmers Loop Road Extension, is set back from the road. It is west of the Steese Expressway/Highway MP 2.4. The building is within Section 35, T001S, 001W, and is given the designation TL-3501 in the Fairbanks North Star Borough (FNSB) database.

The one-story, rectangular plan, 12 x 25-foot standard residential style building with no plumbing according to FNSB records. It is constructed with 2x4's and currently is clad in plywood. The building has a trapezoidal aluminum roof which shows signs of repair. It has an attached plywood 8 x 8 shed/arctic entry with a flat roof on its northern side. The shed/arctic entry has a rough cut out doorway with no door on the western front. The FNSB database indicates that it has standard siding, but currently only plywood can be seen around the entire exterior of the building. The building sits on a gravel lot. The interior is unfinished with no basement. It appears the building is currently uninhabitable. The property that the building sits on is littered with additional structures in various states of neglect and residential/industrial/commercial debris.

Criteria for Evaluation (36CFR§60.4) for the NRHP: Document and field research did not indicate that FAI-02220 has any association with significant historic events or patterns (Criterion A). There is no indication that this building is associated with historically significant persons (Criterion B). This building is an example of a modified single story building. It appears to have had significant changes to the building since initial construction including the addition of a shed/arctic entry, a trapezoidal aluminum roof and removal of its siding down to plywood sheathing. It does not display distinctive characteristics of a style to elevate its significance under Criterion C, even at the local level. Further research is unlikely to yield information important to history or prehistory (Criterion D). FAI-02220 does not meet any of the evaluation criteria and is therefore **not eligible for the NRHP**.

*FAI-02380 (1035 Blair Road)*²- This site consists of two structures built in 1940 [Building 1] and 1950 [Building 2], respectively. The buildings were added to the AHRS under the properties formal address. They are located along the east side of Blair Road, and are set back from the road. They are west of the Steese Expressway near MP 1. The buildings are within Section 2, T001S, 001W, and are given the designation UMB04 Derby Tract TL-229 in the Fairbanks North Star Borough (FNSB) database.

Building 1 is a one-story, rectangular plan, 20 x 36-foot standard rectangular commercial/retail building according to FNSB records. It has a shed-style roof that is angled south to north with an entrance door

¹ The AHRS card for this site was created based on information submitted by the DOT&PF Northern Region PQI in 2012 as part of a collection of Historic Property Survey Evaluation Forms for the Birch Hill Bicycle & Pedestrian Facility project (TEA-0002(247)/63768) and is on file at the Office of History and Archaeology, Anchorage, Alaska.

² The AHRS card for this site as well as FAI-02384 were created based on a 2015 report entitled *Historic Structures Investigation for the Old Steese Highway Improvements (DOT&PF Project No. 62487)* which is on file at the Office of History and Archaeology, Anchorage, Alaska.
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located on the south side of the building on the western end. The building has recently been remodeled inside and out to house the new bulk coffee and coffee supply business acquired by the Flower Pot Garden Center. The exterior is clad in aluminum sheet siding and roof has been raised and vents installed as part of the new HVAC system. Flood lights have been installed on the west side of the building.

Building 2 is located about 50-feet east of building one and is a 54 x 40-foot single story rectangular building with a newly installed low pitched asphalt shingled gabled roof and is listed in the FNSB as an apartment and living quarters. A 9'x10' mechanical shed has been added to the northern most end of the west-facing side of the building. The residential entrance is located on the western side of the building on the south of the mechanical shed. There is a second door/entrance on the southern side of the building. The entire building is clad in white aluminum siding. Trim around the two sets of 6-light fixed windows located on the north and south sides of the building as well as, half-glass door on the west side is painted green. A similar style window to the previously described windows is located on the east side of the building as well.

Criteria for Evaluation (36CFR§60.4) for the NRHP: Document and field research did not indicate that Building 1 & 2 comprising FAI-02380 have any association with significant historic events or patterns (Criterion A). There is no indication that these building are associated with historically significant persons (Criterion B). Building 1 is an example of a modified single-story building. It appears to have had significant changes to the building since initial construction including the new HVAC system installation, raising of the roof, new aluminum sheet siding and installation of insulation and remodeling of the interior. Building 2 is an example of a typical mid-century modern house type found in Alaska. The rectangular floor plan and low-pitched roof are a ubiquitous construction type in post-World War II Alaska, as well as through the United States at this time. The only modifications identified are the installation of the new roof and the addition of the mechanical room/shed. Neither Building 1 nor 2 display distinctive characteristics of a style to elevate either to significance under Criterion C, even at the local level. Further research is unlikely to yield information important to history or prehistory (Criterion D). The buildings included as part of FAI-03280 do not meet any of the evaluation criteria and is therefore *not eligible for the NRHP*.

FAI-02384 (997 Blair Road)- This site consists of a structure built in 1944. The building was added to the AHRS under the properties formal mailing address. It is located along the east side of Blair Road, and are set back from the road. It is east of the Steese Expressway near MP 1. The building is within Section 2, T001S, 001W, and is given the designation Lot33 Derby Tract in the Fairbanks North Star Borough (FNSB) database.

The building appears to consist of a main three-story/two story split-level mid-century modern style residential building in the center that has been subdivided into multiple residential units. A later one story addition flanking the main building to the east that appears to be a separate mother-in-law style residence.

The main building has multiple asphalt shingled gabled roofs over the various levels. The dimensions of the various sections are: center rectangle situated south to north 20x45-feet; west wing 20x20-feet and the east wing is 24x24-feet. The front entrance of the main building faces south with two entrances to the main building, one central at the ground level and a second accessed via a stairway on the west side that enters the building through an arctic entry. The main building is clad in vertical flat board half way up the side with horizontal wood lapped siding on the upper half. A mixture of modern multi-pane casement and fixed windows of various sizes are found on all sides of the main building. FNSB records indicate that the main residence has an unfinished basement.

The single-story addition is 40 x33-feet clad only in the vertical flat board and has a flat, tarpapered, roof. The door to the addition is centrally located on the south side but a second entrance on the corner of the western side is also present. Modern multi-pane 9 light fixed window flank to main entrance and have decorative shutters on each side. It is possible that this addition was at one time a multi-car garage that was converted to a residence when the building was subdivided into apartments.

Criteria for Evaluation (36CFR§60.4) for the NRHP: Document and field research did not indicate that FAI-02384 has any association with significant historic events or patterns (Criterion A). There is no indication that this building is associated with historically significant persons (Criterion B). It appears to have had significant changes to the building since initial construction including separation of the main building into apartments and the addition of the single story building as a separate residence. All of the windows have been replaced with modern efficient windows as have the doors. The main building's roof appears to have been replaced within the past 5-10 years. FAI-02384 does not display distinctive characteristics of a style to elevate either to significance under Criterion C, even at the local level. Further research is unlikely to yield information important to history or prehistory (Criterion D). The buildings included as part of FAI-03280 do not meet any of the evaluation criteria and is therefore *not eligible for the NRHP*.

FAI-02696 (Birch Hill Cemetery)- The DOT&PF originally initiated consultation with the State Historic Preservation Officer (SHPO) office on this project on November 29, 2017. On August 17, 2018 the DOT&PF submitted an updated APE for this project. A Determination of Eligibility was submitted to the SHPO office on November 5, 2019 for Birch Hill Cemetery (FAI-02696) finding it not eligible for the NRHP, and seeking SHPO concurrence with this finding (Attachment 1a). The SHPO responded in a letter dated November 19, 2019, stating it was unable to concur with the finding and requesting clarification of the DOE documentation including further investigation of potential significance at the local level under Criterion A, the growth and development of Fairbanks, in accordance with 36 CFR§800.11(a) (Attachment 1b). The DOT&PF has considered the SHPO's request further investigation and this research has resulted in an updated DOE (Attachment 1) and an affirmation of the original determination of Birch Hill Cemetery (FAI-02696) as not eligible for the NRHP based on the current National Park Service guidelines for Evaluating and Registering Cemeteries and Burial Places³.

Historic Roads Consideration⁴

Section 106 initiation of consultation was completed for this project on November 29, 2017, prior to the acceptance of the Historic Roads Agreement on February 23, 2019. This project falls within the parameters of a transitional allowance agreement among the SHPO, the FHWA and the DOT&PF, which states that such projects may opt to follow the process outlined in the June 8, 2012 Interim Guidance if no changes have occurred regarding the APE or project description since the initiation of consultation (*Appendix J., Section V(B)[1.] of the First Amended FHWA Alaska Division Section 106 Programmatic Agreement, November, 2018*). No changes to the project activities have occurred and the project APE is completely within the original Study Area. Approval of the use of the Interim Guidance for this project was given by the Statewide Environmental Program Manager.

Finding of Effect

³ *National Register Bulletin 41: Guidelines for Evaluating and Registering Cemeteries and Burial Places. By Elisabeth Walton Potter and Beth M. Boland, U.S. Department of the Interior National Park Service Interagency Resource Division, National Register of Historic Places, 1992.*

⁴ *The Segment of the Steese Expressway/Highway within this project was determined not eligible for the NRHP by the DOT&PF and this determination was concurred with by the SHPO on February 25, 2019.*

As no cultural resources eligible for the NRHP have been identified within the APE the DOT&PF finds that a **No Historic Properties Affected** determination regarding this project and its activities is appropriate and seeks concurrence with this finding from the Alaska SHPO.

Consultation Efforts

Initiation of Consultation letters regarding this project were issued on November 29, 2017. A response from the Alaska SHPO office received via email on December 15, 2017 expressed no objections to the proposed Study Area or level of effort for the project. A Study Area Update explaining an increase to the Study Area for additional design considerations was sent to all potentially interested parties on August 17, 2018. A submission of a DOE for FAI-02696 (Birch Hill Cemetery) was submitted to the SHPO on November 5, 2019. A letter requesting more information and further consideration of the Eligibility of FAI-02696 (Birch Hill Cemetery) for the NRHP was sent via email to the DOT&PF on November 20, 2019 and the results of this review is included with this response to the SHPO (Attachment 1).

In addition to the Alaska State Historic Preservation Officer (SHPO) the following identified potentially interested parties are being sent Findings letters; Denakkanaaga, Inc.; Doyon, Limited; the City of Fairbanks; the Fairbanks North Star Borough; FNSB-Commission on Historic Preservation; Tanana Chiefs Conference; and the Tanana-Yukon Historical Society. No Federally Recognized Tribes or Communities have been identified within the vicinity of the project APE.

If you wish to comment on this finding, I can be reached at the address above, by telephone at 907-451-5293, or by e-mail at thomas.gamza@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,



Thomas A. Gamza
Cultural Resource Specialist-Archaeologist (PQI)
State of Alaska DOT&PF, Northern Region

Enclosures:

- Figure 1: Project Vicinity & Location
- Figure 2: Project APE & AHRS Site Locations
- Attachment 1: Re-evaluation of FAI-02696 Birch Hill Cemetery for the NRHP and associated correspondence (1a&1b)

Electronic cc w/ enclosures:

- Lauren Little, P.E., DOT&PF Northern Region, Project Manager
- Abby McHenry, DOT&PF Northern Region, Environmental Impact Analyst
- Brett Nelson, DOT&PF Northern Region, Environmental Manager
- Kathy Price, DOT&PF, Statewide Cultural Resources Manager



THE STATE
of **ALASKA**
GOVERNOR MICHAEL J. DUNLEAVY

Department of Transportation and Public Facilities

NORTHERN REGION
Design and Engineering Services

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In Reply Refer To:
Steese Expressway and Johansen Expressway Interchange
Federal/State Project Number(s): 002337/Z60732000
No Historic Properties Affected

January 9, 2020

Ron Inouye, President
Tanana-Yukon Historical Society
PO Box 71336
Fairbanks, Alaska 99707-1336

Dear Mr. Inouye:

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 implement operational and safety improvements at the intersection of the Steese Expressway and Johansen Expressway in Fairbanks, Alaska. The project location is legally described as: T.001S, R.001W Sections 1, 2&35 Fairbanks Meridian, USGS Quadrangle Fairbanks D-2 (Figure 1).

Consultation for this project is being conducted in accordance with the 2017 *First Amended Programmatic Agreement... for the Federal-Aid Highway Program in Alaska*. The DOT&PF, acting as a Federal agency, 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).

Project Description

The project consists of constructing intersection improvements, which may consist of a grade separated interchange, at the intersection of the Steese Expressway and Johansen Expressway. Adjacent access would be realigned as necessary to accommodate the selected intersection configuration. The Study Area (shown in attached Figure 2) includes portions of the DOT&PF right-of-way (ROW) for the following: Johansen and Steese Expressways, Old Steese Highway, Lazelle Road, Trainor Gate Road, College Road, City Lights Boulevard, Farmers Loop Road, and Hunter Road. Permanent ROW acquisition is anticipated to be in the range of 6 to 18 acres from 4-6 parcels.

Area of Potential Effect (APE)

The proposed project will reconstruct the Steese Expressway/Johansen Expressway intersection with a grade separated interchange, including realignment of Lazelle Road and re-configuration of City Lights Boulevard to end in a cul-de-sac at the Birch Hill Cemetery entrance (locations in green boxes on Figure 2). To support construction traffic and ensure continued bicycle and pedestrian connectivity between the Johansen Expressway and Farmers' Loop Road separated pathways, a new road and path connection between the Old Steese Highway and Farmers' Loop Extension will be constructed. Noise barriers installed along the east side of the Steese Expressway to mitigate noise impacts. Additional project activities include minor side street adjustments to tie into realigned roads, relocation of the Birch Hill Cemetery winter storage facility and potential reconfiguration of internal circulation roads due to the closure of a portion of City Lights Boulevard (Figure 2). Visual effects on potential National Register of Historic Places (NRHP) eligible resources were taken into account for the grade separation installation when determining the APE. For this reason, first tier properties immediately adjacent to ground disturbing activities have been included in the APE (Figure 2).

Identification Efforts

On behalf of the DOT&PF, Northern Land Use Research, Alaska (NLURA) conducted a cultural resource literature review for the Study Area in 2017. The report entitled: *Cultural Resource Desktop Assessment for Proposed Improvements to the Steese Expressway/Johansen Expressway Interchange, Fairbanks Alaska* identified 21 Alaska Heritage Resources Survey (AHRs) sites within 1 mile of the current Steese-Johansen Expressway Interchange. One new resource, Birch Hill Cemetery, identified and received an AHRs number, FAI-02696, on September 20, 2019. Visual effects from the project on potential National Register of Historic Places (NRHP) eligible resources were taken into account for the grade separation installation when determining the APE. For this reason, first tier properties immediately adjacent to ground disturbing activities have been included in the APE (Figure 2). Five AHRs sites were identified within the project APE, only one of which has a determination of eligibility already completed (FAI-02464). A summary of the sites are listed in Table 1 below:

Table 1: AHRs Sites Identified Within the Project APE

<i>AHRs #</i>	<i>Name</i>	<i>Description</i>	<i>NRHP Eligibility</i>
FAI-02220	116 Farmers Loop Road Extension	Several buildings occupy this lot including 1963 structure that was once a single-story dwelling with a trapezoidal projected shed roof that now serves a storage building. Vacant/abandoned with debris and outlying buildings scattered throughout the property.	Determined Not Eligible by the DOT&PF pending SHPO concurrence.
FAI-02380	1035 Blair Road	There are two buildings forty-five years or older on this lot, one constructed in 1940 and the other constructed in 1950. These buildings are part of the Flower Pot Garden Center complex and are currently used as a retail sales area (1940) and a residence and storage/mechanical room for the complexes facilities (1950).	Determined Not Eligible by the DOT&PF pending SHPO concurrence.
FAI-02384	997 Blair Road	This is a roughly triangular lot on the east side of Blair Road. The lot abuts the modern Steese Expressway Highway ROW. Original building built circa 1944 that has been obscured with additions and improvements. It is currently is a three-story split-level multi-family dwelling.	Determined Not Eligible by the DOT&PF pending SHPO concurrence.
FAI-02464	Steese Expressway	MP 0 to MP 11	Determined not Eligible by the DOT&PF and concurred with by the SHPO on 2/25/2019.

<i>AHRS #</i>	<i>Name</i>	<i>Description</i>	<i>NRHP Eligibility</i>
FAI-02696	Birch Hill Cemetery	2nd Cemetery established in Fairbanks established in 1938 is located on a hillside overlooking the commercial/retail district in north Fairbanks which at one time part of the old Bentley Trust farmlands. Sections of the cemetery have been dedicated to civic groups and are clearly delineated. A newly established section for Alaska Native burials is administered by the Fairbanks Native Association.	Determined Not Eligible by the DOT&PF pending SHPO concurrence.

Determinations of Eligibility (DOE)

*FAI-02220 (116 Farmers Loop Road Extension)*¹- Built in 1963, the building it was added to the AHRS under the properties formal address. It is located along the east side of Farmers Loop Road Extension, is set back from the road. It is west of the Steese Expressway/Highway MP 2.4. The building is within Section 35, T001S, 001W, and is given the designation TL-3501 in the Fairbanks North Star Borough (FNSB) database.

The one-story, rectangular plan, 12 x 25-foot standard residential style building with no plumbing according to FNSB records. It is constructed with 2x4's and currently is clad in plywood. The building has a trapezoidal aluminum roof which shows signs of repair. It has an attached plywood 8 x 8 shed/arctic entry with a flat roof on its northern side. The shed/arctic entry has a rough cut out doorway with no door on the western front. The FNSB database indicates that it has standard siding, but currently only plywood can be seen around the entire exterior of the building. The building sits on a gravel lot. The interior is unfinished with no basement. It appears the building is currently uninhabitable. The property that the building sits on is littered with additional structures in various states of neglect and residential/industrial/commercial debris.

Criteria for Evaluation (36CFR§60.4) for the NRHP: Document and field research did not indicate that FAI-02220 has any association with significant historic events or patterns (Criterion A). There is no indication that this building is associated with historically significant persons (Criterion B). This building is an example of a modified single story building. It appears to have had significant changes to the building since initial construction including the addition of a shed/arctic entry, a trapezoidal aluminum roof and removal of its siding down to plywood sheathing. It does not display distinctive characteristics of a style to elevate its significance under Criterion C, even at the local level. Further research is unlikely to yield information important to history or prehistory (Criterion D). FAI-02220 does not meet any of the evaluation criteria and is therefore **not eligible for the NRHP**.

*FAI-02380 (1035 Blair Road)*²- This site consists of two structures built in 1940 [Building 1] and 1950 [Building 2], respectively. The buildings were added to the AHRS under the properties formal address. They are located along the east side of Blair Road, and are set back from the road. They are west of the Steese Expressway near MP 1. The buildings are within Section 2, T001S, 001W, and are given the designation UMB04 Derby Tract TL-229 in the Fairbanks North Star Borough (FNSB) database.

Building 1 is a one-story, rectangular plan, 20 x 36-foot standard rectangular commercial/retail building according to FNSB records. It has a shed-style roof that is angled south to north with an entrance door

¹ The AHRS card for this site was created based on information submitted by the DOT&PF Northern Region PQI in 2012 as part of a collection of Historic Property Survey Evaluation Forms for the Birch Hill Bicycle & Pedestrian Facility project (TEA-0002(247)/63768) and is on file at the Office of History and Archaeology, Anchorage, Alaska.

² The AHRS card for this site as well as FAI-02384 were created based on a 2015 report entitled *Historic Structures Investigation for the Old Steese Highway Improvements (DOT&PF Project No. 62487)* which is on file at the Office of History and Archaeology, Anchorage, Alaska. Appendix E.3 - 47

located on the south side of the building on the western end. The building has recently been remodeled inside and out to house the new bulk coffee and coffee supply business acquired by the Flower Pot Garden Center. The exterior is clad in aluminum sheet siding and roof has been raised and vents installed as part of the new HVAC system. Flood lights have been installed on the west side of the building.

Building 2 is located about 50-feet east of building one and is a 54 x 40-foot single story rectangular building with a newly installed low pitched asphalt shingled gabled roof and is listed in the FNSB as an apartment and living quarters. A 9'x10' mechanical shed has been added to the northern most end of the west-facing side of the building. The residential entrance is located on the western side of the building on the south of the mechanical shed. There is a second door/entrance on the southern side of the building. The entire building is clad in white aluminum siding. Trim around the two sets of 6-light fixed windows located on the north and south sides of the building as well as, half-glass door on the west side is painted green. A similar style window to the previously described windows is located on the east side of the building as well.

Criteria for Evaluation (36CFR§60.4) for the NRHP: Document and field research did not indicate that Building 1 & 2 comprising FAI-02380 have any association with significant historic events or patterns (Criterion A). There is no indication that these building are associated with historically significant persons (Criterion B). Building 1 is an example of a modified single-story building. It appears to have had significant changes to the building since initial construction including the new HVAC system installation, raising of the roof, new aluminum sheet siding and installation of insulation and remodeling of the interior. Building 2 is an example of a typical mid-century modern house type found in Alaska. The rectangular floor plan and low-pitched roof are a ubiquitous construction type in post-World War II Alaska, as well as through the United States at this time. The only modifications identified are the installation of the new roof and the addition of the mechanical room/shed. Neither Building 1 nor 2 display distinctive characteristics of a style to elevate either to significance under Criterion C, even at the local level. Further research is unlikely to yield information important to history or prehistory (Criterion D). The buildings included as part of FAI-03280 do not meet any of the evaluation criteria and is therefore *not eligible for the NRHP*.

FAI-02384 (997 Blair Road)- This site consists of a structure built in 1944. The building was added to the AHRS under the properties formal mailing address. It is located along the east side of Blair Road, and are set back from the road. It is east of the Steese Expressway near MP 1. The building is within Section 2, T001S, 001W, and is given the designation Lot33 Derby Tract in the Fairbanks North Star Borough (FNSB) database.

The building appears to consist of a main three-story/two story split-level mid-century modern style residential building in the center that has been subdivided into multiple residential units. A later one story addition flanking the main building to the east that appears to be a separate mother-in-law style residence.

The main building has multiple asphalt shingled gabled roofs over the various levels. The dimensions of the various sections are: center rectangle situated south to north 20x45-feet; west wing 20x20-feet and the east wing is 24x24-feet. The front entrance of the main building faces south with two entrances to the main building, one central at the ground level and a second accessed via a stairway on the west side that enters the building through an arctic entry. The main building is clad in vertical flat board half way up the side with horizontal wood lapped siding on the upper half. A mixture of modern multi-pane casement and fixed windows of various sizes are found on all sides of the main building. FNSB records indicate that the main residence has an unfinished basement.

The single-story addition is 40 x33-feet clad only in the vertical flat board and has a flat, tarpapered, roof. The door to the addition is centrally located on the south side but a second entrance on the corner of the western side is also present. Modern multi-pane 9 light fixed window flank to main entrance and have decorative shutters on each side. It is possible that this addition was at one time a multi-car garage that was converted to a residence when the building was subdivided into apartments.

Criteria for Evaluation (36CFR§60.4) for the NRHP: Document and field research did not indicate that FAI-02384 has any association with significant historic events or patterns (Criterion A). There is no indication that this building is associated with historically significant persons (Criterion B). It appears to have had significant changes to the building since initial construction including separation of the main building into apartments and the addition of the single story building as a separate residence. All of the windows have been replaced with modern efficient windows as have the doors. The main building's roof appears to have been replaced within the past 5-10 years. FAI-02384 does not display distinctive characteristics of a style to elevate either to significance under Criterion C, even at the local level. Further research is unlikely to yield information important to history or prehistory (Criterion D). The buildings included as part of FAI-03280 do not meet any of the evaluation criteria and is therefore *not eligible for the NRHP*.

FAI-02696 (Birch Hill Cemetery)- The DOT&PF originally initiated consultation with the State Historic Preservation Officer (SHPO) office on this project on November 29, 2017. On August 17, 2018 the DOT&PF submitted an updated APE for this project. A Determination of Eligibility was submitted to the SHPO office on November 5, 2019 for Birch Hill Cemetery (FAI-02696) finding it not eligible for the NRHP, and seeking SHPO concurrence with this finding (Attachment 1a). The SHPO responded in a letter dated November 19, 2019, stating it was unable to concur with the finding and requesting clarification of the DOE documentation including further investigation of potential significance at the local level under Criterion A, the growth and development of Fairbanks, in accordance with 36 CFR§800.11(a) (Attachment 1b). The DOT&PF has considered the SHPO's request further investigation and this research has resulted in an updated DOE (Attachment 1) and an affirmation of the original determination of Birch Hill Cemetery (FAI-02696) as not eligible for the NRHP based on the current National Park Service guidelines for Evaluating and Registering Cemeteries and Burial Places³.

Historic Roads Consideration⁴

Section 106 initiation of consultation was completed for this project on November 29, 2017, prior to the acceptance of the Historic Roads Agreement on February 23, 2019. This project falls within the parameters of a transitional allowance agreement among the SHPO, the FHWA and the DOT&PF, which states that such projects may opt to follow the process outlined in the June 8, 2012 Interim Guidance if no changes have occurred regarding the APE or project description since the initiation of consultation (*Appendix J., Section V(B)[1.] of the First Amended FHWA Alaska Division Section 106 Programmatic Agreement, November, 2018*). No changes to the project activities have occurred and the project APE is completely within the original Study Area. Approval of the use of the Interim Guidance for this project was given by the Statewide Environmental Program Manager.

Finding of Effect

³ *National Register Bulletin 41: Guidelines for Evaluating and Registering Cemeteries and Burial Places*. By Elisabeth Walton Potter and Beth M. Boland, U.S. Department of the Interior National Park Service Interagency Resource Division, National Register of Historic Places, 1992.

⁴ *The Segment of the Steese Expressway/Highway within this project was determined not eligible for the NRHP by the DOT&PF and this determination was concurred with by the SHPO on February 25, 2019.*

As no cultural resources eligible for the NRHP have been identified within the APE the DOT&PF finds that a **No Historic Properties Affected** determination regarding this project and its activities is appropriate and seeks concurrence with this finding from the Alaska SHPO.

Consultation Efforts

Initiation of Consultation letters regarding this project were issued on November 29, 2017. A response from the Alaska SHPO office received via email on December 15, 2017 expressed no objections to the proposed Study Area or level of effort for the project. A Study Area Update explaining an increase to the Study Area for additional design considerations was sent to all potentially interested parties on August 17, 2018. A submission of a DOE for FAI-02696 (Birch Hill Cemetery) was submitted to the SHPO on November 5, 2019. A letter requesting more information and further consideration of the Eligibility of FAI-02696 (Birch Hill Cemetery) for the NRHP was sent via email to the DOT&PF on November 20, 2019 and the results of this review is included with this response to the SHPO (Attachment 1).

In addition to the Alaska State Historic Preservation Officer (SHPO) the following identified potentially interested parties are being sent Findings letters; Denakkanaaga, Inc.; Doyon, Limited; the City of Fairbanks; the Fairbanks North Star Borough; FNSB-Commission on Historic Preservation; Tanana Chiefs Conference; and the Tanana-Yukon Historical Society. No Federally Recognized Tribes or Communities have been identified within the vicinity of the project APE.

If you wish to comment on this finding, I can be reached at the address above, by telephone at 907-451-5293, or by e-mail at thomas.gamza@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,



Thomas A. Gamza
Cultural Resource Specialist-Archaeologist (PQI)
State of Alaska DOT&PF, Northern Region

Enclosures:

- Figure 1: Project Vicinity & Location
- Figure 2: Project APE & AHR Site Locations
- Attachment 1: Re-evaluation of FAI-02696 Birch Hill Cemetery for the NRHP and associated correspondence (1a&1b)

Electronic cc w/ enclosures:

- Lauren Little, P.E., DOT&PF Northern Region, Project Manager
- Abby McHenry, DOT&PF Northern Region, Environmental Impact Analyst
- Brett Nelson, DOT&PF Northern Region, Environmental Manager
- Kathy Price, DOT&PF, Statewide Cultural Resources Manager



THE STATE
of **ALASKA**
GOVERNOR MICHAEL J. DUNLEAVY

Department of Transportation and Public Facilities

NORTHERN REGION
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In Reply Refer To:
Steese Expressway and Johansen Expressway Interchange
Federal/State Project Number(s): 002337/Z60732000
No Historic Properties Affected

January 9, 2020

Victor Joseph, President/Chairman
Tanana Chiefs Conference
122 First Avenue, Suite 600
Fairbanks, Alaska 99701

Dear Mr. Joseph:

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 implement operational and safety improvements at the intersection of the Steese Expressway and Johansen Expressway in Fairbanks, Alaska. The project location is legally described as: T.001S, R.001W Sections 1, 2&35 Fairbanks Meridian, USGS Quadrangle Fairbanks D-2 (Figure 1).

Consultation for this project is being conducted in accordance with the 2017 *First Amended Programmatic Agreement... for the Federal-Aid Highway Program in Alaska*. The DOT&PF, acting as a Federal agency, 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).

Project Description

The project consists of constructing intersection improvements, which may consist of a grade separated interchange, at the intersection of the Steese Expressway and Johansen Expressway. Adjacent access would be realigned as necessary to accommodate the selected intersection configuration. The Study Area (shown in attached Figure 2) includes portions of the DOT&PF right-of-way (ROW) for the following: Johansen and Steese Expressways, Old Steese Highway, Lazelle Road, Trainor Gate Road, College Road, City Lights Boulevard, Farmers Loop Road, and Hunter Road. Permanent ROW acquisition is anticipated to be in the range of 6 to 18 acres from 4-6 parcels.

Area of Potential Effect (APE)

The proposed project will reconstruct the Steese Expressway/Johansen Expressway intersection with a grade separated interchange, including realignment of Lazelle Road and re-configuration of City Lights Boulevard to end in a cul-de-sac at the Birch Hill Cemetery entrance (locations in green boxes on Figure 2). To support construction traffic and ensure continued bicycle and pedestrian connectivity between the Johansen Expressway and Farmers’ Loop Road separated pathways, a new road and path connection between the Old Steese Highway and Farmers’ Loop Extension will be constructed. Noise barriers installed along the east side of the Steese Expressway to mitigate noise impacts. Additional project activities include minor side street adjustments to tie into realigned roads, relocation of the Birch Hill Cemetery winter storage facility and potential reconfiguration of internal circulation roads due to the closure of a portion of City Lights Boulevard (Figure 2). Visual effects on potential National Register of Historic Places (NRHP) eligible resources were taken into account for the grade separation installation when determining the APE. For this reason, first tier properties immediately adjacent to ground disturbing activities have been included in the APE (Figure 2).

Identification Efforts

On behalf of the DOT&PF, Northern Land Use Research, Alaska (NLURA) conducted a cultural resource literature review for the Study Area in 2017. The report entitled: *Cultural Resource Desktop Assessment for Proposed Improvements to the Steese Expressway/Johansen Expressway Interchange, Fairbanks Alaska* identified 21 Alaska Heritage Resources Survey (AHRS) sites within 1 mile of the current Steese-Johansen Expressway Interchange. One new resource, Birch Hill Cemetery, identified and received an AHRS number, FAI-02696, on September 20, 2019. Visual effects from the project on potential National Register of Historic Places (NRHP) eligible resources were taken into account for the grade separation installation when determining the APE. For this reason, first tier properties immediately adjacent to ground disturbing activities have been included in the APE (Figure 2). Five AHRS sites were identified within the project APE, only one of which has a determination of eligibility already completed (FAI-02464). A summary of the sites are listed in Table 1 below:

Table 1: AHRS Sites Identified Within the Project APE

<i>AHRS #</i>	<i>Name</i>	<i>Description</i>	<i>NRHP Eligibility</i>
FAI-02220	116 Farmers Loop Road Extension	Several buildings occupy this lot including 1963 structure that was once a single—story dwelling with a trapezoidal projected shed roof that now serves a storage building. Vacant/abandoned with debris and outlying buildings scattered throughout the property.	Determined Not Eligible by the DOT&PF pending SHPO concurrence.
FAI-02380	1035 Blair Road	There are two buildings forty-five years or older on this lot, one constructed in 1940 and the other constructed in 1950. These buildings are part of the Flower Pot Garden Center complex and are currently used as a retail sales area (1940) and a residence and storage/mechanical room for the complexes facilities (1950).	Determined Not Eligible by the DOT&PF pending SHPO concurrence.
FAI-02384	997 Blair Road	This is a roughly triangular lot on the east side of Blair Road. The lot abuts the modern Steese Expressway Highway ROW. Original building built circa 1944 that has been obscured with additions and improvements. It is currently is a three-story split-level multi-family dwelling.	Determined Not Eligible by the DOT&PF pending SHPO concurrence.
FAI-02464	Steese Expressway	MP 0 to MP 11	Determined not Eligible by the DOT&PF and concurred with by the SHPO on 2/25/2019.

<i>AHRS #</i>	<i>Name</i>	<i>Description</i>	<i>NRHP Eligibility</i>
FAI-02696	Birch Hill Cemetery	2nd Cemetery established in Fairbanks established in 1938 is located on a hillside overlooking the commercial/retail district in north Fairbanks which at one time part of the old Bentley Trust farmlands. Sections of the cemetery have been dedicated to civic groups and are clearly delineated. A newly established section for Alaska Native burials is administered by the Fairbanks Native Association.	Determined Not Eligible by the DOT&PF pending SHPO concurrence.

Determinations of Eligibility (DOE)

*FAI-02220 (116 Farmers Loop Road Extension)*¹- Built in 1963, the building it was added to the AHRS under the properties formal address. It is located along the east side of Farmers Loop Road Extension, is set back from the road. It is west of the Steese Expressway/Highway MP 2.4. The building is within Section 35, T001S, 001W, and is given the designation TL-3501 in the Fairbanks North Star Borough (FNSB) database.

The one-story, rectangular plan, 12 x 25-foot standard residential style building with no plumbing according to FNSB records. It is constructed with 2x4's and currently is clad in plywood. The building has a trapezoidal aluminum roof which shows signs of repair. It has an attached plywood 8 x 8 shed/arctic entry with a flat roof on its northern side. The shed/arctic entry has a rough cut out doorway with no door on the western front. The FNSB database indicates that it has standard siding, but currently only plywood can be seen around the entire exterior of the building. The building sits on a gravel lot. The interior is unfinished with no basement. It appears the building is currently uninhabitable. The property that the building sits on is littered with additional structures in various states of neglect and residential/industrial/commercial debris.

Criteria for Evaluation (36CFR§60.4) for the NRHP: Document and field research did not indicate that FAI-02220 has any association with significant historic events or patterns (Criterion A). There is no indication that this building is associated with historically significant persons (Criterion B). This building is an example of a modified single story building. It appears to have had significant changes to the building since initial construction including the addition of a shed/arctic entry, a trapezoidal aluminum roof and removal of its siding down to plywood sheathing. It does not display distinctive characteristics of a style to elevate its significance under Criterion C, even at the local level. Further research is unlikely to yield information important to history or prehistory (Criterion D). FAI-02220 does not meet any of the evaluation criteria and is therefore *not eligible for the NRHP*.

*FAI-02380 (1035 Blair Road)*²- This site consists of two structures built in 1940 [Building 1] and 1950 [Building 2], respectively. The buildings were added to the AHRS under the properties formal address. They are located along the east side of Blair Road, and are set back from the road. They are west of the Steese Expressway near MP 1. The buildings are within Section 2, T001S, 001W, and are given the designation UMB04 Derby Tract TL-229 in the Fairbanks North Star Borough (FNSB) database.

Building 1 is a one-story, rectangular plan, 20 x 36-foot standard rectangular commercial/retail building according to FNSB records. It has a shed-style roof that is angled south to north with an entrance door

¹ The AHRS card for this site was created based on information submitted by the DOT&PF Northern Region PQI in 2012 as part of a collection of Historic Property Survey Evaluation Forms for the Birch Hill Bicycle & Pedestrian Facility project (TEA-0002(247)/63768) and is on file at the Office of History and Archaeology, Anchorage, Alaska.

² The AHRS card for this site as well as FAI-02384 were created based on a 2015 report entitled *Historic Structures Investigation for the Old Steese Highway Improvements (DOT&PF Project No. 62487)* which is on file at the Office of History and Archaeology, Anchorage, Alaska.

located on the south side of the building on the western end. The building has recently been remodeled inside and out to house the new bulk coffee and coffee supply business acquired by the Flower Pot Garden Center. The exterior is clad in aluminum sheet siding and roof has been raised and vents installed as part of the new HVAC system. Flood lights have been installed on the west side of the building.

Building 2 is located about 50-feet east of building one and is a 54 x 40-foot single story rectangular building with a newly installed low pitched asphalt shingled gabled roof and is listed in the FNSB as an apartment and living quarters. A 9'x10' mechanical shed has been added to the northern most end of the west-facing side of the building. The residential entrance is located on the western side of the building on the south of the mechanical shed. There is a second door/entrance on the southern side of the building. The entire building is clad in white aluminum siding. Trim around the two sets of 6-light fixed windows located on the north and south sides of the building as well as, half-glass door on the west side is painted green. A similar style window to the previously described windows is located on the east side of the building as well.

Criteria for Evaluation (36CFR§60.4) for the NRHP: Document and field research did not indicate that Building 1 & 2 comprising FAI-02380 have any association with significant historic events or patterns (Criterion A). There is no indication that these building are associated with historically significant persons (Criterion B). Building 1 is an example of a modified single-story building. It appears to have had significant changes to the building since initial construction including the new HVAC system installation, raising of the roof, new aluminum sheet siding and installation of insulation and remodeling of the interior. Building 2 is an example of a typical mid-century modern house type found in Alaska. The rectangular floor plan and low-pitched roof are a ubiquitous construction type in post-World War II Alaska, as well as through the United States at this time. The only modifications identified are the installation of the new roof and the addition of the mechanical room/shed. Neither Building 1 nor 2 display distinctive characteristics of a style to elevate either to significance under Criterion C, even at the local level. Further research is unlikely to yield information important to history or prehistory (Criterion D). The buildings included as part of FAI-03280 do not meet any of the evaluation criteria and is therefore *not eligible for the NRHP*.

FAI-02384 (997 Blair Road)- This site consists of a structure built in 1944. The building was added to the AHRS under the properties formal mailing address. It is located along the east side of Blair Road, and are set back from the road. It is east of the Steese Expressway near MP 1. The building is within Section 2, T001S, 001W, and is given the designation Lot33 Derby Tract in the Fairbanks North Star Borough (FNSB) database.

The building appears to consist of a main three-story/two story split-level mid-century modern style residential building in the center that has been subdivided into multiple residential units. A later one story addition flanking the main building to the east that appears to be a separate mother-in-law style residence.

The main building has multiple asphalt shingled gabled roofs over the various levels. The dimensions of the various sections are: center rectangle situated south to north 20x45-feet; west wing 20x20-feet and the east wing is 24x24-feet. The front entrance of the main building faces south with two entrances to the main building, one central at the ground level and a second accessed via a stairway on the west side that enters the building through an arctic entry. The main building is clad in vertical flat board half way up the side with horizontal wood lapped siding on the upper half. A mixture of modern multi-pane casement and fixed windows of various sizes are found on all sides of the main building. FNSB records indicate that the main residence has an unfinished basement.

The single-story addition is 40 x33-feet clad only in the vertical flat board and has a flat, tarpapered, roof. The door to the addition is centrally located on the south side but a second entrance on the corner of the western side is also present. Modern multi-pane 9 light fixed window flank to main entrance and have decorative shutters on each side. It is possible that this addition was at one time a multi-car garage that was converted to a residence when the building was subdivided into apartments.

Criteria for Evaluation (36CFR§60.4) for the NRHP: Document and field research did not indicate that FAI-02384 has any association with significant historic events or patterns (Criterion A). There is no indication that this building is associated with historically significant persons (Criterion B). It appears to have had significant changes to the building since initial construction including separation of the main building into apartments and the addition of the single story building as a separate residence. All of the windows have been replaced with modern efficient windows as have the doors. The main building's roof appears to have been replaced within the past 5-10 years. FAI-02384 does not display distinctive characteristics of a style to elevate either to significance under Criterion C, even at the local level. Further research is unlikely to yield information important to history or prehistory (Criterion D). The buildings included as part of FAI-03280 do not meet any of the evaluation criteria and is therefore *not eligible for the NRHP*.

FAI-02696 (Birch Hill Cemetery)- The DOT&PF originally initiated consultation with the State Historic Preservation Officer (SHPO) office on this project on November 29, 2017. On August 17, 2018 the DOT&PF submitted an updated APE for this project. A Determination of Eligibility was submitted to the SHPO office on November 5, 2019 for Birch Hill Cemetery (FAI-02696) finding it not eligible for the NRHP, and seeking SHPO concurrence with this finding (Attachment 1a). The SHPO responded in a letter dated November 19, 2019, stating it was unable to concur with the finding and requesting clarification of the DOE documentation including further investigation of potential significance at the local level under Criterion A, the growth and development of Fairbanks, in accordance with 36 CFR§800.11(a) (Attachment 1b). The DOT&PF has considered the SHPO's request further investigation and this research has resulted in an updated DOE (Attachment 1) and an affirmation of the original determination of Birch Hill Cemetery (FAI-02696) as not eligible for the NRHP based on the current National Park Service guidelines for Evaluating and Registering Cemeteries and Burial Places³.

Historic Roads Consideration⁴

Section 106 initiation of consultation was completed for this project on November 29, 2017, prior to the acceptance of the Historic Roads Agreement on February 23, 2019. This project falls within the parameters of a transitional allowance agreement among the SHPO, the FHWA and the DOT&PF, which states that such projects may opt to follow the process outlined in the June 8, 2012 Interim Guidance if no changes have occurred regarding the APE or project description since the initiation of consultation (*Appendix J., Section V(B)[1.] of the First Amended FHWA Alaska Division Section 106 Programmatic Agreement, November, 2018*). No changes to the project activities have occurred and the project APE is completely within the original Study Area. Approval of the use of the Interim Guidance for this project was given by the Statewide Environmental Program Manager.

Finding of Effect

³ *National Register Bulletin 41: Guidelines for Evaluating and Registering Cemeteries and Burial Places*. By Elisabeth Walton Potter and Beth M. Boland, U.S. Department of the Interior National Park Service Interagency Resource Division, National Register of Historic Places, 1992.

⁴ *The Segment of the Steese Expressway/Highway within this project was determined not eligible for the NRHP by the DOT&PF and this determination was concurred with by the SHPO on February 25, 2019.*

As no cultural resources eligible for the NRHP have been identified within the APE the DOT&PF finds that a **No Historic Properties Affected** determination regarding this project and its activities is appropriate and seeks concurrence with this finding from the Alaska SHPO.

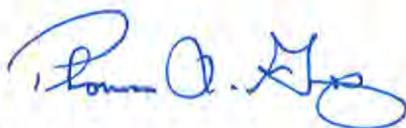
Consultation Efforts

Initiation of Consultation letters regarding this project were issued on November 29, 2017. A response from the Alaska SHPO office received via email on December 15, 2017 expressed no objections to the proposed Study Area or level of effort for the project. A Study Area Update explaining an increase to the Study Area for additional design considerations was sent to all potentially interested parties on August 17, 2018. A submission of a DOE for FAI-02696 (Birch Hill Cemetery) was submitted to the SHPO on November 5, 2019. A letter requesting more information and further consideration of the Eligibility of FAI-02696 (Birch Hill Cemetery) for the NRHP was sent via email to the DOT&PF on November 20, 2019 and the results of this review is included with this response to the SHPO (Attachment 1).

In addition to the Alaska State Historic Preservation Officer (SHPO) the following identified potentially interested parties are being sent Findings letters; Denakkanaaga, Inc.; Doyon, Limited; the City of Fairbanks; the Fairbanks North Star Borough; FNSB-Commission on Historic Preservation; Tanana Chiefs Conference; and the Tanana-Yukon Historical Society. No Federally Recognized Tribes or Communities have been identified within the vicinity of the project APE.

If you wish to comment on this finding, or to inform us that places of traditional religious and cultural importance may be impacted by the proposed project, I can be reached at the address above, by telephone at 907-451-5293, or by e-mail at thomas.gamza@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,



Thomas A. Gamza
Cultural Resource Specialist-Archaeologist (PQI)
State of Alaska DOT&PF, Northern Region

Enclosures:

- Figure 1: Project Vicinity & Location
- Figure 2: Project APE & AHRS Site Locations
- Attachment 1: Re-evaluation of FAI-02696 Birch Hill Cemetery for the NRHP and associated correspondence (1a&1b)

Electronic cc w/ enclosures:

- Lauren Little, P.E., DOT&PF Northern Region, Project Manager
- Abby McHenry, DOT&PF Northern Region, Environmental Impact Analyst
- Brett Nelson, DOT&PF Northern Region, Environmental Manager
- Kathy Price, DOT&PF, Statewide Cultural Resources Manager



THE STATE
of **ALASKA**
GOVERNOR MICHAEL J. DUNLEAVY

Department of Transportation and Public Facilities

NORTHERN REGION
Design and Engineering Services

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In Reply Refer To:
Steese Expressway and Johansen Expressway Interchange
Federal/State Project Number(s): 002337/Z60732000
No Historic Properties Affected

January 9, 2020

Aaron Schutt, President
Doyon, Limited
1 Doyon Place
Fairbanks, Alaska 99701

Dear Mr. Schutt:

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 implement operational and safety improvements at the intersection of the Steese Expressway and Johansen Expressway in Fairbanks, Alaska. The project location is legally described as: T.001S, R.001W Sections 1, 2&35 Fairbanks Meridian, USGS Quadrangle Fairbanks D-2 (Figure 1).

Consultation for this project is being conducted in accordance with the 2017 *First Amended Programmatic Agreement... for the Federal-Aid Highway Program in Alaska*. The DOT&PF, acting as a Federal agency, 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).

Project Description

The project consists of constructing intersection improvements, which may consist of a grade separated interchange, at the intersection of the Steese Expressway and Johansen Expressway. Adjacent access would be realigned as necessary to accommodate the selected intersection configuration. The Study Area (shown in attached Figure 2) includes portions of the DOT&PF right-of-way (ROW) for the following: Johansen and Steese Expressways, Old Steese Highway, Lazelle Road, Trainor Gate Road, College Road, City Lights Boulevard, Farmers Loop Road, and Hunter Road. Permanent ROW acquisition is anticipated to be in the range of 6 to 18 acres from 4-6 parcels.

Area of Potential Effect (APE)

The proposed project will reconstruct the Steese Expressway/Johansen Expressway intersection with a grade separated interchange, including realignment of Lazelle Road and re-configuration of City Lights Boulevard to end in a cul-de-sac at the Birch Hill Cemetery entrance (locations in green boxes on Figure 2). To support construction traffic and ensure continued bicycle and pedestrian connectivity between the Johansen Expressway and Farmers' Loop Road separated pathways, a new road and path connection between the Old Steese Highway and Farmers' Loop Extension will be constructed. Noise barriers installed along the east side of the Steese Expressway to mitigate noise impacts. Additional project activities include minor side street adjustments to tie into realigned roads, relocation of the Birch Hill Cemetery winter storage facility and potential reconfiguration of internal circulation roads due to the closure of a portion of City Lights Boulevard (Figure 2). Visual effects on potential National Register of Historic Places (NRHP) eligible resources were taken into account for the grade separation installation when determining the APE. For this reason, first tier properties immediately adjacent to ground disturbing activities have been included in the APE (Figure 2).

Identification Efforts

On behalf of the DOT&PF, Northern Land Use Research, Alaska (NLURA) conducted a cultural resource literature review for the Study Area in 2017. The report entitled: *Cultural Resource Desktop Assessment for Proposed Improvements to the Steese Expressway/Johansen Expressway Interchange, Fairbanks Alaska* identified 21 Alaska Heritage Resources Survey (AHRs) sites within 1 mile of the current Steese-Johansen Expressway Interchange. One new resource, Birch Hill Cemetery, identified and received an AHRs number, FAI-02696, on September 20, 2019. Visual effects from the project on potential National Register of Historic Places (NRHP) eligible resources were taken into account for the grade separation installation when determining the APE. For this reason, first tier properties immediately adjacent to ground disturbing activities have been included in the APE (Figure 2). Five AHRs sites were identified within the project APE, only one of which has a determination of eligibility already completed (FAI-02464). A summary of the sites are listed in Table 1 below:

Table 1: AHRs Sites Identified Within the Project APE

AHRs #	Name	Description	NRHP Eligibility
FAI-02220	116 Farmers Loop Road Extension	Several buildings occupy this lot including 1963 structure that was once a single-story dwelling with a trapezoidal projected shed roof that now serves a storage building. Vacant/abandoned with debris and outlying buildings scattered throughout the property.	Determined Not Eligible by the DOT&PF pending SHPO concurrence.
FAI-02380	1035 Blair Road	There are two buildings forty-five years or older on this lot, one constructed in 1940 and the other constructed in 1950. These buildings are part of the Flower Pot Garden Center complex and are currently used as a retail sales area (1940) and a residence and storage/mechanical room for the complexes facilities (1950).	Determined Not Eligible by the DOT&PF pending SHPO concurrence.
FAI-02384	997 Blair Road	This is a roughly triangular lot on the east side of Blair Road. The lot abuts the modern Steese Expressway Highway ROW. Original building built circa 1944 that has been obscured with additions and improvements. It is currently is a three-story split-level multi-family dwelling.	Determined Not Eligible by the DOT&PF pending SHPO concurrence.
FAI-02464	Steese Expressway	MP 0 to MP 11	Determined not Eligible by the DOT&PF and concurred with by the SHPO on 2/25/2019.

AHRS #	Name	Description	NRHP Eligibility
FAI-02696	Birch Hill Cemetery	2nd Cemetery established in Fairbanks established in 1938 is located on a hillside overlooking the commercial/retail district in north Fairbanks which at one time part of the old Bentley Trust farmlands. Sections of the cemetery have been dedicated to civic groups and are clearly delineated. A newly established section for Alaska Native burials is administered by the Fairbanks Native Association.	Determined Not Eligible by the DOT&PF pending SHPO concurrence.

Determinations of Eligibility (DOE)

*FAI-02220 (116 Farmers Loop Road Extension)*¹- Built in 1963, the building it was added to the AHRS under the properties formal address. It is located along the east side of Farmers Loop Road Extension, is set back from the road. It is west of the Steese Expressway/Highway MP 2.4. The building is within Section 35, T001S, 001W, and is given the designation TL-3501 in the Fairbanks North Star Borough (FNSB) database.

The one-story, rectangular plan, 12 x 25-foot standard residential style building with no plumbing according to FNSB records. It is constructed with 2x4's and currently is clad in plywood. The building has a trapezoidal aluminum roof which shows signs of repair. It has an attached plywood 8 x 8 shed/arctic entry with a flat roof on its northern side. The shed/arctic entry has a rough cut out doorway with no door on the western front. The FNSB database indicates that it has standard siding, but currently only plywood can be seen around the entire exterior of the building. The building sits on a gravel lot. The interior is unfinished with no basement. It appears the building is currently uninhabitable. The property that the building sits on is littered with additional structures in various states of neglect and residential/industrial/commercial debris.

Criteria for Evaluation (36CFR§60.4) for the NRHP: Document and field research did not indicate that FAI-02220 has any association with significant historic events or patterns (Criterion A). There is no indication that this building is associated with historically significant persons (Criterion B). This building is an example of a modified single story building. It appears to have had significant changes to the building since initial construction including the addition of a shed/arctic entry, a trapezoidal aluminum roof and removal of its siding down to plywood sheathing. It does not display distinctive characteristics of a style to elevate its significance under Criterion C, even at the local level. Further research is unlikely to yield information important to history or prehistory (Criterion D). FAI-02220 does not meet any of the evaluation criteria and is therefore **not eligible for the NRHP**.

*FAI-02380 (1035 Blair Road)*²- This site consists of two structures built in 1940 [Building 1] and 1950 [Building 2], respectively. The buildings were added to the AHRS under the properties formal address. They are located along the east side of Blair Road, and are set back from the road. They are west of the Steese Expressway near MP 1. The buildings are within Section 2, T001S, 001W, and are given the designation UMB04 Derby Tract TL-229 in the Fairbanks North Star Borough (FNSB) database.

Building 1 is a one-story, rectangular plan, 20 x 36-foot standard rectangular commercial/retail building according to FNSB records. It has a shed-style roof that is angled south to north with an entrance door

¹ The AHRS card for this site was created based on information submitted by the DOT&PF Northern Region PQI in 2012 as part of a collection of Historic Property Survey Evaluation Forms for the Birch Hill Bicycle & Pedestrian Facility project (TEA-0002(247)/63768) and is on file at the Office of History and Archaeology, Anchorage, Alaska.

² The AHRS card for this site as well as FAI-02384 were created based on a 2015 report entitled *Historic Structures Investigation for the Old Steese Highway Improvements (DOT&PF Project No. 62487)* which is on file at the Office of History and Archaeology, Anchorage, Alaska.

located on the south side of the building on the western end. The building has recently been remodeled inside and out to house the new bulk coffee and coffee supply business acquired by the Flower Pot Garden Center. The exterior is clad in aluminum sheet siding and roof has been raised and vents installed as part of the new HVAC system. Flood lights have been installed on the west side of the building.

Building 2 is located about 50-feet east of building one and is a 54 x 40-foot single story rectangular building with a newly installed low pitched asphalt shingled gabled roof and is listed in the FNSB as an apartment and living quarters. A 9'x10' mechanical shed has been added to the northern most end of the west-facing side of the building. The residential entrance is located on the western side of the building on the south of the mechanical shed. There is a second door/entrance on the southern side of the building. The entire building is clad in white aluminum siding. Trim around the two sets of 6-light fixed windows located on the north and south sides of the building as well as, half-glass door on the west side is painted green. A similar style window to the previously described windows is located on the east side of the building as well.

Criteria for Evaluation (36CFR§60.4) for the NRHP: Document and field research did not indicate that Building 1 & 2 comprising FAI-02380 have any association with significant historic events or patterns (Criterion A). There is no indication that these building are associated with historically significant persons (Criterion B). Building 1 is an example of a modified single-story building. It appears to have had significant changes to the building since initial construction including the new HVAC system installation, raising of the roof, new aluminum sheet siding and installation of insulation and remodeling of the interior. Building 2 is an example of a typical mid-century modern house type found in Alaska. The rectangular floor plan and low-pitched roof are a ubiquitous construction type in post-World War II Alaska, as well as through the United States at this time. The only modifications identified are the installation of the new roof and the addition of the mechanical room/shed. Neither Building 1 nor 2 display distinctive characteristics of a style to elevate either to significance under Criterion C, even at the local level. Further research is unlikely to yield information important to history or prehistory (Criterion D). The buildings included as part of FAI-03280 do not meet any of the evaluation criteria and is therefore *not eligible for the NRHP*.

FAI-02384 (997 Blair Road)- This site consists of a structure built in 1944. The building was added to the AHRS under the properties formal mailing address. It is located along the east side of Blair Road, and are set back from the road. It is east of the Steese Expressway near MP 1. The building is within Section 2, T001S, 001W, and is given the designation Lot33 Derby Tract in the Fairbanks North Star Borough (FNSB) database.

The building appears to consist of a main three-story/two story split-level mid-century modern style residential building in the center that has been subdivided into multiple residential units. A later one story addition flanking the main building to the east that appears to be a separate mother-in-law style residence.

The main building has multiple asphalt shingled gabled roofs over the various levels. The dimensions of the various sections are: center rectangle situated south to north 20x45-feet; west wing 20x20-feet and the east wing is 24x24-feet. The front entrance of the main building faces south with two entrances to the main building, one central at the ground level and a second accessed via a stairway on the west side that enters the building through an arctic entry. The main building is clad in vertical flat board half way up the side with horizontal wood lapped siding on the upper half. A mixture of modern multi-pane casement and fixed windows of various sizes are found on all sides of the main building. FNSB records indicate that the main residence has an unfinished basement.

The single-story addition is 40 x33-feet clad only in the vertical flat board and has a flat, tarpapered, roof. The door to the addition is centrally located on the south side but a second entrance on the corner of the western side is also present. Modern multi-pane 9 light fixed window flank to main entrance and have decorative shutters on each side. It is possible that this addition was at one time a multi-car garage that was converted to a residence when the building was subdivided into apartments.

Criteria for Evaluation (36CFR§60.4) for the NRHP: Document and field research did not indicate that FAI-02384 has any association with significant historic events or patterns (Criterion A). There is no indication that this building is associated with historically significant persons (Criterion B). It appears to have had significant changes to the building since initial construction including separation of the main building into apartments and the addition of the single story building as a separate residence. All of the windows have been replaced with modern efficient windows as have the doors. The main building's roof appears to have been replaced within the past 5-10 years. FAI-02384 does not display distinctive characteristics of a style to elevate either to significance under Criterion C, even at the local level. Further research is unlikely to yield information important to history or prehistory (Criterion D). The buildings included as part of FAI-03280 do not meet any of the evaluation criteria and is therefore ***not eligible for the NRHP.***

FAI-02696 (Birch Hill Cemetery)- The DOT&PF originally initiated consultation with the State Historic Preservation Officer (SHPO) office on this project on November 29, 2017. On August 17, 2018 the DOT&PF submitted an updated APE for this project. A Determination of Eligibility was submitted to the SHPO office on November 5, 2019 for Birch Hill Cemetery (FAI-02696) finding it not eligible for the NRHP, and seeking SHPO concurrence with this finding (Attachment 1a). The SHPO responded in a letter dated November 19, 2019, stating it was unable to concur with the finding and requesting clarification of the DOE documentation including further investigation of potential significance at the local level under Criterion A, the growth and development of Fairbanks, in accordance with 36 CFR§800.11(a) (Attachment 1b). The DOT&PF has considered the SHPO's request further investigation and this research has resulted in an updated DOE (Attachment 1) and an affirmation of the original determination of Birch Hill Cemetery (FAI-02696) as not eligible for the NRHP based on the current National Park Service guidelines for Evaluating and Registering Cemeteries and Burial Places³.

Historic Roads Consideration⁴

Section 106 initiation of consultation was completed for this project on November 29, 2017, prior to the acceptance of the Historic Roads Agreement on February 23, 2019. This project falls within the parameters of a transitional allowance agreement among the SHPO, the FHWA and the DOT&PF, which states that such projects may opt to follow the process outlined in the June 8, 2012 Interim Guidance if no changes have occurred regarding the APE or project description since the initiation of consultation (*Appendix J., Section V(B)[1.] of the First Amended FHWA Alaska Division Section 106 Programmatic Agreement, November, 2018*). No changes to the project activities have occurred and the project APE is completely within the original Study Area. Approval of the use of the Interim Guidance for this project was given by the Statewide Environmental Program Manager.

Finding of Effect

³ *National Register Bulletin 41: Guidelines for Evaluating and Registering Cemeteries and Burial Places.* By Elisabeth Walton Potter and Beth M. Boland, U.S. Department of the Interior National Park Service Interagency Resource Division, National Register of Historic Places, 1992.

⁴ *The Segment of the Steese Expressway/Highway within this project was determined not eligible for the NRHP by the DOT&PF and this determination was concurred with by the SHPO on February 25, 2019.*

As no cultural resources eligible for the NRHP have been identified within the APE the DOT&PF finds that a **No Historic Properties Affected** determination regarding this project and its activities is appropriate and seeks concurrence with this finding from the Alaska SHPO.

Consultation Efforts

Initiation of Consultation letters regarding this project were issued on November 29, 2017. A response from the Alaska SHPO office received via email on December 15, 2017 expressed no objections to the proposed Study Area or level of effort for the project. A Study Area Update explaining an increase to the Study Area for additional design considerations was sent to all potentially interested parties on August 17, 2018. A submission of a DOE for FAI-02696 (Birch Hill Cemetery) was submitted to the SHPO on November 5, 2019. A letter requesting more information and further consideration of the Eligibility of FAI-02696 (Birch Hill Cemetery) for the NRHP was sent via email to the DOT&PF on November 20, 2019 and the results of this review is included with this response to the SHPO (Attachment 1).

In addition to the Alaska State Historic Preservation Officer (SHPO) the following identified potentially interested parties are being sent Findings letters; Denakanaaga, Inc.; Doyon, Limited; the City of Fairbanks; the Fairbanks North Star Borough; FNSB-Commission on Historic Preservation; Tanana Chiefs Conference; and the Tanana-Yukon Historical Society. No Federally Recognized Tribes or Communities have been identified within the vicinity of the project APE.

If you wish to comment on this finding, or to inform us that places of traditional religious and cultural importance may be impacted by the proposed project, I can be reached at the address above, by telephone at 907-451-5293, or by e-mail at thomas.gamza@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,



Thomas A. Gamza
Cultural Resource Specialist-Archaeologist (PQI)
State of Alaska DOT&PF, Northern Region

Enclosures:

- Figure 1: Project Vicinity & Location
- Figure 2: Project APE & AHRS Site Locations
- Attachment 1: Re-evaluation of FAI-02696 Birch Hill Cemetery for the NRHP and associated correspondence (1a&1b)

Electronic cc w/ enclosures:

- Lauren Little, P.E., DOT&PF Northern Region, Project Manager
- Abby McHenry, DOT&PF Northern Region, Environmental Impact Analyst
- Brett Nelson, DOT&PF Northern Region, Environmental Manager
- Kathy Price, DOT&PF, Statewide Cultural Resources Manager



THE STATE
of **ALASKA**
GOVERNOR MICHAEL J. DUNLEAVY

Department of Transportation and Public Facilities

NORTHERN REGION
Design and Engineering Services

2301 Peger Road
Fairbanks, Alaska 99709-5388
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Fax: 907-451-5126
TDD: 907-451-2363
dot.alaska.gov

In Reply Refer To:
Steese Expressway and Johansen Expressway Interchange
Federal/State Project Number(s): 002337/Z60732000
No Historic Properties Affected

January 9, 2020

Sharon McConnell, Executive Director
Denakkanaaga
101 Dunkle Street, Suite 135
Fairbanks, Alaska 99701

Dear Ms. McConnell:

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 implement operational and safety improvements at the intersection of the Steese Expressway and Johansen Expressway in Fairbanks, Alaska. The project location is legally described as: T.001S, R.001W Sections 1, 2&35 Fairbanks Meridian, USGS Quadrangle Fairbanks D-2 (Figure 1).

Consultation for this project is being conducted in accordance with the 2017 *First Amended Programmatic Agreement... for the Federal-Aid Highway Program in Alaska*. The DOT&PF, acting as a Federal agency, 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).

Project Description

The project consists of constructing intersection improvements, which may consist of a grade separated interchange, at the intersection of the Steese Expressway and Johansen Expressway. Adjacent access would be realigned as necessary to accommodate the selected intersection configuration. The Study Area (shown in attached Figure 2) includes portions of the DOT&PF right-of-way (ROW) for the following: Johansen and Steese Expressways, Old Steese Highway, Lazelle Road, Trainor Gate Road, College Road, City Lights Boulevard, Farmers Loop Road, and Hunter Road. Permanent ROW acquisition is anticipated to be in the range of 6 to 18 acres from 4-6 parcels.

Area of Potential Effect (APE)

The proposed project will reconstruct the Steese Expressway/Johansen Expressway intersection with a grade separated interchange, including realignment of Lazelle Road and re-configuration of City Lights Boulevard to end in a cul-de-sac at the Birch Hill Cemetery entrance (locations in green boxes on Figure 2). To support construction traffic and ensure continued bicycle and pedestrian connectivity between the Johansen Expressway and Farmers’ Loop Road separated pathways, a new road and path connection between the Old Steese Highway and Farmers’ Loop Extension will be constructed. Noise barriers installed along the east side of the Steese Expressway to mitigate noise impacts. Additional project activities include minor side street adjustments to tie into realigned roads, relocation of the Birch Hill Cemetery winter storage facility and potential reconfiguration of internal circulation roads due to the closure of a portion of City Lights Boulevard (Figure 2). Visual effects on potential National Register of Historic Places (NRHP) eligible resources were taken into account for the grade separation installation when determining the APE. For this reason, first tier properties immediately adjacent to ground disturbing activities have been included in the APE (Figure 2).

Identification Efforts

On behalf of the DOT&PF, Northern Land Use Research, Alaska (NLURA) conducted a cultural resource literature review for the Study Area in 2017. The report entitled: *Cultural Resource Desktop Assessment for Proposed Improvements to the Steese Expressway/Johansen Expressway Interchange, Fairbanks Alaska* identified 21 Alaska Heritage Resources Survey (AHRs) sites within 1 mile of the current Steese-Johansen Expressway Interchange. One new resource, Birch Hill Cemetery, identified and received an AHRs number, FAI-02696, on September 20, 2019. Visual effects from the project on potential National Register of Historic Places (NRHP) eligible resources were taken into account for the grade separation installation when determining the APE. For this reason, first tier properties immediately adjacent to ground disturbing activities have been included in the APE (Figure 2). Five AHRs sites were identified within the project APE, only one of which has a determination of eligibility already completed (FAI-02464). A summary of the sites are listed in Table 1 below:

Table 1: AHRs Sites Identified Within the Project APE

<i>AHRs #</i>	<i>Name</i>	<i>Description</i>	<i>NRHP Eligibility</i>
FAI-02220	116 Farmers Loop Road Extension	Several buildings occupy this lot including 1963 structure that was once a single—story dwelling with a trapezoidal projected shed roof that now serves a storage building. Vacant/abandoned with debris and outlying buildings scattered throughout the property.	Determined Not Eligible by the DOT&PF pending SHPO concurrence.
FAI-02380	1035 Blair Road	There are two buildings forty-five years or older on this lot, one constructed in 1940 and the other constructed in 1950. These buildings are part of the Flower Pot Garden Center complex and are currently used as a retail sales area (1940) and a residence and storage/mechanical room for the complexes facilities (1950).	Determined Not Eligible by the DOT&PF pending SHPO concurrence.
FAI-02384	997 Blair Road	This is a roughly triangular lot on the east side of Blair Road. The lot abuts the modern Steese Expressway Highway ROW. Original building built circa 1944 that has been obscured with additions and improvements. It is currently is a three-story split-level multi-family dwelling.	Determined Not Eligible by the DOT&PF pending SHPO concurrence.
FAI-02464	Steese Expressway	MP 0 to MP 11	Determined not Eligible by the DOT&PF and concurred with by the SHPO on 2/25/2019.

<i>AHRS #</i>	<i>Name</i>	<i>Description</i>	<i>NRHP Eligibility</i>
FAI-02696	Birch Hill Cemetery	2nd Cemetery established in Fairbanks established in 1938 is located on a hillside overlooking the commercial/retail district in north Fairbanks which at one time part of the old Bentley Trust farmlands. Sections of the cemetery have been dedicated to civic groups and are clearly delineated. A newly established section for Alaska Native burials is administered by the Fairbanks Native Association.	Determined Not Eligible by the DOT&PF pending SHPO concurrence.

Determinations of Eligibility (DOE)

*FAI-02220 (116 Farmers Loop Road Extension)*¹- Built in 1963, the building it was added to the AHRS under the properties formal address. It is located along the east side of Farmers Loop Road Extension, is set back from the road. It is west of the Steese Expressway/Highway MP 2.4. The building is within Section 35, T001S, 001W, and is given the designation TL-3501 in the Fairbanks North Star Borough (FNSB) database.

The one-story, rectangular plan, 12 x 25-foot standard residential style building with no plumbing according to FNSB records. It is constructed with 2x4's and currently is clad in plywood. The building has a trapezoidal aluminum roof which shows signs of repair. It has an attached plywood 8 x 8 shed/arctic entry with a flat roof on its northern side. The shed/arctic entry has a rough cut out doorway with no door on the western front. The FNSB database indicates that it has standard siding, but currently only plywood can be seen around the entire exterior of the building. The building sits on a gravel lot. The interior is unfinished with no basement. It appears the building is currently uninhabitable. The property that the building sits on is littered with additional structures in various states of neglect and residential/industrial/commercial debris.

Criteria for Evaluation (36CFR§60.4) for the NRHP: Document and field research did not indicate that FAI-02220 has any association with significant historic events or patterns (Criterion A). There is no indication that this building is associated with historically significant persons (Criterion B). This building is an example of a modified single story building. It appears to have had significant changes to the building since initial construction including the addition of a shed/arctic entry, a trapezoidal aluminum roof and removal of its siding down to plywood sheathing. It does not display distinctive characteristics of a style to elevate its significance under Criterion C, even at the local level. Further research is unlikely to yield information important to history or prehistory (Criterion D). FAI-02220 does not meet any of the evaluation criteria and is therefore *not eligible for the NRHP*.

*FAI-02380 (1035 Blair Road)*²- This site consists of two structures built in 1940 [Building 1] and 1950 [Building 2], respectively. The buildings were added to the AHRS under the properties formal address. They are located along the east side of Blair Road, and are set back from the road. They are west of the Steese Expressway near MP 1. The buildings are within Section 2, T001S, 001W, and are given the designation UMB04 Derby Tract TL-229 in the Fairbanks North Star Borough (FNSB) database.

Building 1 is a one-story, rectangular plan, 20 x 36-foot standard rectangular commercial/retail building according to FNSB records. It has a shed-style roof that is angled south to north with an entrance door

¹ The AHRS card for this site was created based on information submitted by the DOT&PF Northern Region PQ1 in 2012 as part of a collection of Historic Property Survey Evaluation Forms for the Birch Hill Bicycle & Pedestrian Facility project (TEA-0002(247)/63768) and is on file at the Office of History and Archaeology, Anchorage, Alaska.

² The AHRS card for this site as well as FAI-02384 were created based on a 2015 report entitled *Historic Structures Investigation for the Old Steese Highway Improvements (DOT&PF Project No. 62487)* which is on file at the Office of History and Archaeology, Anchorage, Alaska.

located on the south side of the building on the western end. The building has recently been remodeled inside and out to house the new bulk coffee and coffee supply business acquired by the Flower Pot Garden Center. The exterior is clad in aluminum sheet siding and roof has been raised and vents installed as part of the new HVAC system. Flood lights have been installed on the west side of the building.

Building 2 is located about 50-feet east of building one and is a 54 x 40-foot single story rectangular building with a newly installed low pitched asphalt shingled gabled roof and is listed in the FNSB as an apartment and living quarters. A 9'x10' mechanical shed has been added to the northern most end of the west-facing side of the building. The residential entrance is located on the western side of the building on the south of the mechanical shed. There is a second door/entrance on the southern side of the building. The entire building is clad in white aluminum siding. Trim around the two sets of 6-light fixed windows located on the north and south sides of the building as well as, half-glass door on the west side is painted green. A similar style window to the previously described windows is located on the east side of the building as well.

Criteria for Evaluation (36CFR§60.4) for the NRHP: Document and field research did not indicate that Building 1 & 2 comprising FAI-02380 have any association with significant historic events or patterns (Criterion A). There is no indication that these building are associated with historically significant persons (Criterion B). Building 1 is an example of a modified single-story building. It appears to have had significant changes to the building since initial construction including the new HVAC system installation, raising of the roof, new aluminum sheet siding and installation of insulation and remodeling of the interior. Building 2 is an example of a typical mid-century modern house type found in Alaska. The rectangular floor plan and low-pitched roof are a ubiquitous construction type in post-World War II Alaska, as well as through the United States at this time. The only modifications identified are the installation of the new roof and the addition of the mechanical room/shed. Neither Building 1 nor 2 display distinctive characteristics of a style to elevate either to significance under Criterion C, even at the local level. Further research is unlikely to yield information important to history or prehistory (Criterion D). The buildings included as part of FAI-03280 do not meet any of the evaluation criteria and is therefore *not eligible for the NRHP*.

FAI-02384 (997 Blair Road)- This site consists of a structure built in 1944. The building was added to the AHRS under the properties formal mailing address. It is located along the east side of Blair Road, and are set back from the road. It is east of the Steese Expressway near MP 1. The building is within Section 2, T001S, 001W, and is given the designation Lot33 Derby Tract in the Fairbanks North Star Borough (FNSB) database.

The building appears to consist of a main three-story/two story split-level mid-century modern style residential building in the center that has been subdivided into multiple residential units. A later one story addition flanking the main building to the east that appears to be a separate mother-in-law style residence.

The main building has multiple asphalt shingled gabled roofs over the various levels. The dimensions of the various sections are: center rectangle situated south to north 20x45-feet; west wing 20x20-feet and the east wing is 24x24-feet. The front entrance of the main building faces south with two entrances to the main building, one central at the ground level and a second accessed via a stairway on the west side that enters the building through an arctic entry. The main building is clad in vertical flat board half way up the side with horizontal wood lapped siding on the upper half. A mixture of modern multi-pane casement and fixed windows of various sizes are found on all sides of the main building. FNSB records indicate that the main residence has an unfinished basement.

The single-story addition is 40 x33-feet clad only in the vertical flat board and has a flat, tarpapered, roof. The door to the addition is centrally located on the south side but a second entrance on the corner of the western side is also present. Modern multi-pane 9 light fixed window flank to main entrance and have decorative shutters on each side. It is possible that this addition was at one time a multi-car garage that was converted to a residence when the building was subdivided into apartments.

Criteria for Evaluation (36CFR§60.4) for the NRHP: Document and field research did not indicate that FAI-02384 has any association with significant historic events or patterns (Criterion A). There is no indication that this building is associated with historically significant persons (Criterion B). It appears to have had significant changes to the building since initial construction including separation of the main building into apartments and the addition of the single story building as a separate residence. All of the windows have been replaced with modern efficient windows as have the doors. The main building's roof appears to have been replaced within the past 5-10 years. FAI-02384 does not display distinctive characteristics of a style to elevate either to significance under Criterion C, even at the local level. Further research is unlikely to yield information important to history or prehistory (Criterion D). The buildings included as part of FAI-03280 do not meet any of the evaluation criteria and is therefore ***not eligible for the NRHP.***

FAI-02696 (Birch Hill Cemetery)- The DOT&PF originally initiated consultation with the State Historic Preservation Officer (SHPO) office on this project on November 29, 2017. On August 17, 2018 the DOT&PF submitted an updated APE for this project. A Determination of Eligibility was submitted to the SHPO office on November 5, 2019 for Birch Hill Cemetery (FAI-02696) finding it not eligible for the NRHP, and seeking SHPO concurrence with this finding (Attachment 1a). The SHPO responded in a letter dated November 19, 2019, stating it was unable to concur with the finding and requesting clarification of the DOE documentation including further investigation of potential significance at the local level under Criterion A, the growth and development of Fairbanks, in accordance with 36 CFR§800.11(a) (Attachment 1b). The DOT&PF has considered the SHPO's request further investigation and this research has resulted in an updated DOE (Attachment 1) and an affirmation of the original determination of Birch Hill Cemetery (FAI-02696) as not eligible for the NRHP based on the current National Park Service guidelines for Evaluating and Registering Cemeteries and Burial Places³.

Historic Roads Consideration⁴

Section 106 initiation of consultation was completed for this project on November 29, 2017, prior to the acceptance of the Historic Roads Agreement on February 23, 2019. This project falls within the parameters of a transitional allowance agreement among the SHPO, the FHWA and the DOT&PF, which states that such projects may opt to follow the process outlined in the June 8, 2012 Interim Guidance if no changes have occurred regarding the APE or project description since the initiation of consultation (*Appendix J., Section V(B)[1.] of the First Amended FHWA Alaska Division Section 106 Programmatic Agreement, November, 2018*). No changes to the project activities have occurred and the project APE is completely within the original Study Area. Approval of the use of the Interim Guidance for this project was given by the Statewide Environmental Program Manager.

Finding of Effect

³ *National Register Bulletin 41: Guidelines for Evaluating and Registering Cemeteries and Burial Places.* By Elisabeth Walton Potter and Beth M. Boland, U.S. Department of the Interior National Park Service Interagency Resource Division, National Register of Historic Places, 1992.

⁴ *The Segment of the Steese Expressway/Highway within this project was determined not eligible for the NRHP by the DOT&PF and this determination was concurred with by the SHPO on February 25, 2019.*

As no cultural resources eligible for the NRHP have been identified within the APE the DOT&PF finds that a **No Historic Properties Affected** determination regarding this project and its activities is appropriate and seeks concurrence with this finding from the Alaska SHPO.

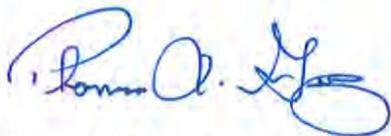
Consultation Efforts

Initiation of Consultation letters regarding this project were issued on November 29, 2017. A response from the Alaska SHPO office received via email on December 15, 2017 expressed no objections to the proposed Study Area or level of effort for the project. A Study Area Update explaining an increase to the Study Area for additional design considerations was sent to all potentially interested parties on August 17, 2018. A submission of a DOE for FAI-02696 (Birch Hill Cemetery) was submitted to the SHPO on November 5, 2019. A letter requesting more information and further consideration of the Eligibility of FAI-02696 (Birch Hill Cemetery) for the NRHP was sent via email to the DOT&PF on November 20, 2019 and the results of this review is included with this response to the SHPO (Attachment 1).

In addition to the Alaska State Historic Preservation Officer (SHPO) the following identified potentially interested parties are being sent Findings letters; Denakkanaaga, Inc.; Doyon, Limited; the City of Fairbanks; the Fairbanks North Star Borough; FNSB-Commission on Historic Preservation; Tanana Chiefs Conference; and the Tanana-Yukon Historical Society. No Federally Recognized Tribes or Communities have been identified within the vicinity of the project APE.

If you wish to comment on this finding, or to inform us that places of traditional religious and cultural importance may be impacted by the proposed project, I can be reached at the address above, by telephone at 907-451-5293, or by e-mail at thomas.gamza@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,



Thomas A. Gamza
Cultural Resource Specialist-Archaeologist (PQI)
State of Alaska DOT&PF, Northern Region

Enclosures:

- Figure 1: Project Vicinity & Location
- Figure 2: Project APE & AHRS Site Locations
- Attachment 1: Re-evaluation of FAI-02696 Birch Hill Cemetery for the NRHP and associated correspondence (1a&1b)

Electronic cc w/ enclosures:

- Lauren Little, P.E., DOT&PF Northern Region, Project Manager
- Abby McHenry, DOT&PF Northern Region, Environmental Impact Analyst
- Brett Nelson, DOT&PF Northern Region, Environmental Manager
- Kathy Price, DOT&PF, Statewide Cultural Resources Manager