

# STATE OF ALASKA

## DEPARTMENT OF NATURAL RESOURCES

### DIVISION OF PARKS AND OUTDOOR RECREATION

### OFFICE OF HISTORY AND ARCHAEOLOGY

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March 20, 2009

File No.: 3130-1R STB/Northern Rail Extension

SUBJECT: Northern Rail Extension, Eielson Air Force Base (North Pole) to Fort Greely  
(Delta Junction), Alaska

Redd 3/30/09

EI-17872

AE

Victoria Rutson  
Chief, Section of Environmental Analysis  
Surface Transportation Board  
Office of Economics, Environmental Analysis and Administration  
Washington, DC 20423

Dear Ms. Rutson,

The State Historic Preservation Office (SHPO) has reviewed your draft *Programmatic Agreement among Surface Transportation Board, Advisory Council on Historic Preservation, Alaska State Historic Preservation Officer, U. S. Bureau of Land Management, Alaska State Office, U. S. Army corps of Engineers, Alaska District, U. S. Department of Defense, Alaska Command, U. S. Air Force 35<sup>th</sup> Fighter Wing, Eielson Air Force Base, Federal Railroad Administration, and U. S. Coast Guard, Seventeenth Coast Guard District* regarding the *Alaska Railroad Corporation, Northern Rail Extension between North Pole and Delta Junction, Alaska* (PA) which was submitted November 3, 2008 and which we discussed in our March 6, 2009 meeting.

We are in agreement with the goal and purpose of the PA: the completion of the Section 106 process (refining the area of potential effect, additional identification of historic properties, assessment of project effects on historic properties and any necessary mitigation) may be deferred until after the preferred project alternative has been selected under the NEPA process and the proposed project design is sufficiently complete. That said, the PA does not clearly articulate how these steps will be accomplished; it expresses intent but does not specify who will do what when, how it will be done, etc.

The statements in the preamble contain redundancies and should be reorganized into a more logical order. For example, consultation with the Advisory Council on Historic Preservation is mentioned in the second, third, 11<sup>th</sup> and 13<sup>th</sup> whereas statements. The roles and jurisdictions of each signatory agency are not defined (i.e. which own land in the project area, which issue

permits, etc.). Have the local governments, historic societies or other local interest groups been included in the consultation?

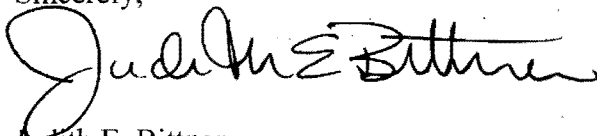
Developing an Agency Consultation and Coordination Plan, ACCP (Stipulation I D) and a Tribal Consultation Plan, TCP (Stipulation III) within 30 days after issuance of a Final Decision seems unrealistic. We recommend developing these procedures sooner and incorporating them into the final PA. Stipulations II B and C are primarily statements of fact (rather than stipulations) already addressed in the preamble. Language such as "it is further anticipated that such agency action shall occur...." (Stipulation II C) is too vague for a legal document.

Professional qualifications of persons conducting the cultural resource work under the PA are mentioned several times throughout the document (II C, IV B and VII A). We recommend deleting these redundancies and instead devoting a stipulation to professional qualifications. The stipulation should clarify that all work will be under the supervision of a person who meets the *appropriate* Secretary of the Interior's professional qualifications (ie. archaeological data recovery will be done by Archaeologists, historic building documentation by Historic Architects or Architectural Historians, etc.).

Literature review and archaeological surveys have identified many significant prehistoric and historic sites in the project area. We recommend including a stipulation for development of a cultural resource management plan that defines how these historic properties will be managed during the course of operating the rail line.

Attached is a hard copy of our editing comments; we will also email you an electronic version. Please consider these recommendations when revising the PA and send us another draft for review. You may contact Stefanie Ludwig at 907-269-8720 if you have any questions or if we can be of further assistance.

Sincerely,



Judith E. Bittner  
State Historic Preservation Officer

JEB:sll

Attachment: draft PA with SHPO comments

## **Appendix H – Draft Programmatic Agreement**

**DRAFT PROGRAMMATIC AGREEMENT  
AMONG**

**SURFACE TRANSPORTATION BOARD,  
ADVISORY COUNCIL ON HISTORIC PRESERVATION,  
ALASKA STATE HISTORIC PRESERVATION OFFICER,  
U.S. BUREAU OF LAND MANAGEMENT, ALASKA STATE OFFICE,  
U.S. ARMY CORPS OF ENGINEERS, ALASKA DISTRICT,  
U.S. DEPARTMENT OF DEFENSE, ALASKAN COMMAND,  
U.S. AIR FORCE 354th FIGHTER WING, EIELSON AIR FORCE BASE,  
FEDERAL RAILROAD ADMINISTRATION,  
AND U.S. COAST GUARD, SEVENTEENTH COAST GUARD DISTRICT**

**REGARDING**

**THE ALASKA RAILROAD CORPORATION, NORTHERN RAIL EXTENSION  
BETWEEN NORTH POLE AND DELTA JUNCTION, ALASKA**

**STB Finance Docket No. 34658**

**WHEREAS**, the Surface Transportation Board (STB)<sup>1</sup>, the lead Federal agency, has received an application for the construction and operation of a rail line by the Alaska Railroad Corporation (ARRC or applicant), extending its existing system between North Pole and Delta Junction, Alaska (Undertaking); and,

**WHEREAS**, the STB has determined that the proposed project is an Undertaking which may have an effect upon historic properties included on or eligible for inclusion on the National Register of Historic Places (NRHP), the full extent of which will not be known until after execution of this Agreement and

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**WHEREAS**, the STB is in consultation with the Advisory Council on Historic Preservation (ACHP); Federal Railroad Administration (FRA); the United States Department of the Interior - Bureau of Land Management, Alaska State Office (BLM); the United States Army Corps of Engineers, Alaska District (USACE); U.S. Department of Defense, Alaskan Command (ALCOM); U.S. Air Force, 354<sup>th</sup> Fighter Wing, Eielson Air Force Base (354<sup>th</sup> Fighter Wing); U.S. Coast Guard (USCG), Seventeenth Coast Guard District; and the Alaska State Historic Preservation Officer (SHPO), pursuant to Section 800.14(b) of the regulations (36 CFR Part 800) implementing Section 106 of the National Historic Preservation Act, 16 U.S.C. 470f (NHPA); and,

<sup>1</sup> The Surface Transportation Board (STB) was created with the passage of the ICC Termination Act of 1995 (Pub. L No. 104-88). The STB, an independent agency administratively housed within the U.S. Department of Transportation, is responsible for administering rail, pipeline, and certain adjudicatory functions involving motor and water carriers. These responsibilities are similar to those duties formerly administered by the Interstate Commerce Commission. The STB is the lead agency under the National Environmental Policy Act (NEPA) for the Northern Rail Extension Project.

**WHEREAS**, the STB, ACHP and SHPO are Signatories pursuant to 36 CFR 800.6(c)(1) and have authority to execute, amend or terminate this Programmatic Agreement (Agreement); and,

**WHEREAS**, the FRA, BLM, USACE, ALCOM, 354<sup>th</sup> Fighter Wing, USCG and ARRC are Invited Signatories pursuant to 36 CFR 800.6(c)(2) and have authority to amend or terminate this Agreement; and,

**WHEREAS**, the State of Alaska's Department of Natural Resources (ADNR) and invited Tribes and Indian Organizations are Concurring Parties pursuant to 36 CFR 800.6(c)(3). The refusal of any party invited to concur with this Agreement does not invalidate the Agreement; and,

**WHEREAS**, STB has consulted with and continues to consult with the Indian Tribes and Alaska native corporations outlined in Appendix A.3 of this Agreement who may attach a religious and/or cultural significance to properties that may be affected by the Undertaking and these Tribes have been invited to participate in this Agreement as Concurring Parties; and

**WHEREAS**, the STB, as lead Federal agency, in conjunction with the FRA, BLM, USACE, ALCOM, 354<sup>th</sup> Fighter Wing, Alaska DNR, and USCG (i.e., cooperating agencies) has prepared an Environmental Impact Statement (EIS) in accordance with the requirements of the National Environmental Policy Act (NEPA) to address the potential impacts of the Undertaking on a variety of human and natural resources; and,

**WHEREAS**, the STB, in consultation with the Signatories and Invited Signatories, developed an Identification Plan (ID Plan) for inventory of cultural resources prior to construction, and has conducted cultural resource inventories for a range of alternatives, which were subsequently narrowed down for inclusion in the EIS. Efforts thus far have included 949 shovel test pits across 5,382 acres of track alignment and 2,339 acres of ancillary facility locations, and have identified a total of 63 cultural resource sites in this largely unstudied area of interior Alaska (see Potter 2006, *Site Location Model and Survey Strategy for Cultural Resources in the Alaska Railroad Northern Rail Extension Project Area*; Potter et al. 2007a, *Results of the 2006 Cultural Resource Survey of Proposed Alaska Railroad Northern Rail Extension Routes and Ancillary Facilities, Alaska*, and Potter et al. 2007b, *Results of the 2007 Cultural Resource Survey of Proposed Alaska Railroad Northern Rail Extension Routes, Alaska*); and,

**WHEREAS**, the STB has made determinations of eligibility for the National Register of Historic Places (NRHP) for certain historic properties within the project area and SHPO has concurred with most of those findings; and,

**WHEREAS**, the applicable requirements of the NHPA, the American Indian Religious Freedom Act, 42 U.S.C. 1996 et. seq. (AIRFA), and the Native American Graves Protection and Repatriation Act, 25 U.S.C. 3001 et. seq. and 43 CFR 10 (NAGPRA), have been considered in the development of the ID plan and this agreement does not waive the responsibilities of the Signatories and Invited Signatories under these acts and regulations; and,

**WHEREAS**, the STB has determined that this Undertaking may affect historic properties eligible for the NRHP during the life span of this Undertaking; and has consulted with the ACHP and the SHPO pursuant to Section 800.14(b) of the regulations (36 CFR 800) implementing

**Comment [DoNR1]** : These are federal agencies and could be considered full (rather than invited) signatories.

Why are these agencies involved in the PA? Land status? Permits?

**Comment [DoNR2]** : Explain DNR's role.

**Comment [DoNR3]** : Partially redundant with previous Whereas.

Does this include government to government consultation with federally recognized Tribes?

**Comment [DoNR4]** : Is this detail necessary?

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Section 106 of the NHPA; and

WHEREAS, the STB has deferred final identification and evaluation of historic properties that may be effected by this Undertaking through the establishment of this Agreement; and

WHEREAS, the ACHP has been invited to participate in this Agreement and has agreed to do so.

Comment [DoNR5]: Possibly affecting historic properties and consulting with ACHP & SHPO has already been mentioned.

Comment [DoNR6]: What about assessment of effect and mitigation?

Comment [DoNR7]: Redundant. Move up in Whereas sequence.

NOW, THEREFORE, the Signatories and Invited Signatories to this Agreement consent that the proposed Undertaking shall be implemented in accordance with the following stipulations in order to consider the effect of the Undertaking on historic properties and to satisfy all Section 106 NHPA responsibilities for all aspects of the Undertaking.

## STIPULATIONS

The STB shall ensure that the following measures are carried out:

### I. Administrative Considerations:

- A. The STB and Invited Signatories shall attach this Agreement or the measures (stipulations) called for in this Agreement to any Record(s) of Decision (ROD), approved permit(s), or other condition(s) issued for this Undertaking so that this Agreement and its requirements become legally enforceable and binding on those actions.
- B. This Agreement and all of its requirements shall be binding on ARRC, as the current applicant for STB authorization, and on its heirs, successors, and assignees.
- C. Because of both singular and overlapping legal authorities and purviews among the Signatories and Invited Signatories regarding individual Undertaking components or activities, any or all of these agencies may be responsible to carry out the terms of this Agreement for a given Undertaking component or activity. That agency or agencies that has/have purview over a given Undertaking component or activity is referred to in this Agreement as the "responsible agency(ies)," hereinafter. To promote coordination among the agencies and to expedite the conduct of tasks pursuant to this Agreement, the responsible agency(ies) can make informal arrangements among themselves regarding the implementation of this Agreement so long as the substance of this Agreement is followed. However, if there is more than one agency with purview over a given Undertaking component or activity, all involved agencies shall remain aware of the substance, progress, and any problems with implementing this Agreement for that Undertaking component or activity and remain involved to prevent and resolve problems. For certain larger Undertaking components and activities, it may be advisable for all involved agencies to carry out the terms of this Agreement jointly.

- D. No later than 30 days after issuance of any STB Final Decision granting ARRC the authority to construct and operate the Undertaking, the STB and the SHPO shall consult and develop an Agency Consultation and Coordination Plan (ACCP) that outlines how the agencies shall coordinate with each other in carrying out the terms of this Agreement. The ACCP shall include a list of anticipated Undertaking components and activities and which agency will be the "responsible agency(ies)" for each. The ACCP should also include procedures for review and approval of resource determinations, treatment plans, any preliminary field reports, and final technical reports, according to the reporting structure described in Stipulation IX(C) of this Agreement. This ACCP may be amended as needed by these parties.
- E. The Signatories and Invited Signatories shall enforce the terms of this Agreement, approvals, and other conditions that incorporate this Agreement and its terms. Each shall notify the others if any of them becomes aware of an instance of possible non-compliance with the terms and conditions of this Agreement or permit or conditions as they relate to this Agreement. In such case, the "responsible agency(ies)" shall ensure compliance consistent with its/their legal authorities and consult with the other agencies, as needed.

**Comment [DoNR8]:** We are going to develop all this in 30 days? Perhaps this plan should be incorporated into the PA.

## II. Historic Properties, Areas of Potential Effect, and the Applicability of this Agreement:

- A. This Agreement shall apply to the Undertaking and all components of it, including actions specified in the EIS, permits and approvals, or other documents so long as they are within the jurisdiction of the STB and Invited Signatories.
- B. The STB has made a reasonable and good faith effort to identify and evaluate historic properties eligible for the NRHP for the purposes of comparing impacts in the EIS. A total of 63 cultural resource sites were discovered during the 2006 and 2007 surveys, including 51 prehistoric/subsurface sites and 12 historic sites. Forty seven sites (75% of total) were considered eligible to the NRHP, 7 (11%) were considered not eligible, and 4 (6%) require more data (Potter et al. 2007a and 2007b; and letters from SHPO to STB dated 9/24/07 and 7/16/08 documenting consensus agreement with these findings).
- C. This Programmatic Agreement is being implemented because the impacts of the proposed Undertaking can not be completely known at this time. The STB and SHPO have reached consensus agreement on historic properties identified in the 2006 and 2007 surveys. STB will provide final determinations of eligibility for the National Register and findings of effect to the SHPO for concurrence for those sites that are identified within the APE. It is further anticipated that such agency action shall occur after execution of this Agreement, the APE is further refined (as may be needed) based on final design of the Undertaking, and after such time as the STB issues a decision on the application to construct and operate a new rail line by ARRC. Any future refinements to an APE in conjunction with this

**Comment [DoNR9]:** This is a statement of fact rather than a stipulation and would be more appropriate in the Whereas section (without all the detail).

**Comment [DoNR10]:** Purpose of the PA has already been addressed in the Whereas section.

**Comment [DoNR11]:** Redundant

Undertaking shall be made in consultation with the SHPO, consistent with 36 CFR 800.4. All determinations of APE and of the effects of the Undertaking shall take into account the professional standards, guidance, and research of both the cultural resources and railroad design professions. Consistent with 36 C.F.R. § 800.4(d)(1), the STB may determine that there are historic properties within the APE, but that the Undertaking will have no effect on them.

Comment [DoNR12]: "No effect" is only one possible finding.

### III. Tribal Consultation:

STB initiated consultation with the Tribes and Indian organizations outlined in Appendix A.3 of this Agreement regarding the Section 106 process, in conjunction with the preparation of the EIS. Consultation will continue as the terms of this Agreement are carried out. No later than 30 days after issuance of any STB Final Decision granting ARRC the authority to construct and operate the Undertaking, and prior to the initiation of construction in an area previously identified through the section 106 process as being eligible to the NRHP, STB, in consultation with the SHPO and tribal organizations, shall develop a Tribal Consultation Plan (TCP) that outlines procedures for agencies to consult with tribal organizations in carrying out the terms of this Agreement. This TCP shall be acceptable to the tribal organizations and describe when and how these organizations shall be consulted, the contact names and information for each organization, procedures for review of treatment plans (as appropriate), and other matters. This TCP may be amended as needed. The procedures in the TCP will be integrated into the ACCP and the agencies' implementation of this Agreement as necessary.

Comment [DoNR13]: To be consistent with Whereas statement.

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Comment [DoNR14]: This acronym may be mistaken to mean Traditional Cultural Property.

### IV. Identification Plan for Historic Properties and Assessment of Effects:

- A. Additional identification and evaluation efforts for cultural resources may be required as the activities related to this Undertaking progress, including (but not limited to):
  1. Any areas of surface/subsurface disturbance related to this Undertaking and within the jurisdiction of the STB authority, including rail alignments as well as ancillary facilities, staging areas, and borrow areas, which are outside the 200-foot-wide APE surveyed in 2006-2007.
  2. Portions of any alternative or alignment for which ARRC has received authority from the STB to construct and operate that were not surveyed during the 2006-2007 investigations, such as portions of the Salchaket Village that were not surveyed due to the presence of private property and native allotments.
  3. Previously identified sites within the surveyed APE, and along the alignments that may receive authorization from the STB to construct and operate, which require additional evaluation to establish boundaries and/or to determine the effects of the Undertaking.

- B. Additional identification and evaluation efforts shall follow the administrative and consultation procedures established in the ACCP and TCP, as described in Stipulations I(D) and III. Additional identification and evaluation shall conform with Federal and state guidelines for fieldwork in Alaska, be compatible with previous investigations for this Undertaking, and may include a phased approach to testing and evaluation, as described in 36 CFR 800.4b2 and 800.5a3.
- C. The STB, as the lead agency, shall review identification and evaluation efforts and prepare final determinations of site eligibility and assessment of effect for concurrence by the SHPO.

**V. Treatment of Historic Properties:**

- A. Any design changes, modifications, and refinements of the Undertaking shall endeavor to avoid impacts to cultural resources.
- B. For historic properties determined by the STB as eligible for the NRHP that cannot be avoided by the Undertaking, ARRC shall develop a treatment plan to minimize or mitigate the effects. Treatment plans shall be developed in consultation with STB, SHPO, the Invited Signatories, and tribal organizations that may attach religious and/or cultural significance to the identified property. During the preparation of treatment plans, the STB shall consider the views of these parties and the public. All treatment plans must be approved by STB, SHPO, any land managing agencies (as appropriate to their jurisdiction), and any tribes (as appropriate) prior to implementation. Under 43 CFR 7.7(a) "Protection of Archaeological Resources," tribes that consider any sites on public lands within the APE as having sacred or cultural importance have 30 days within which Deleted: scared to comment on the treatment plans.

1. Most historic properties identified through the 2006 and 2007 surveys are archaeological sites. For historic properties that are archaeological in nature and significant for their research data potential (criterion D), the treatment measures may follow standard mitigation through data recovery. Treatment plans for data recovery shall include, at a minimum, a research design with provisions for data recovery and recordation, analysis, reporting, and curation of resulting collection and records, and shall be consistent with the *Secretary of Interior's Standards and Guidelines* (48 FR 44734-44737). Treatment plans must be consistent with easement and permit requirements of other agencies, when applicable. To the extent possible, treatment plans should group related sites or areas, so that the treatment of related resources can be considered in context, and to minimize the burden of review and approval by agencies.
2. A number of the resources identified during the 2006 and 2007 surveys were sites relating to the historic period, or were significant for values other than their potential research value (e.g., eligible under criteria A, B, or C), including those related to the Salchaket Village site. Treatment plans for such

resources, if warranted, shall specify approaches for treatment or mitigation of the property in accordance with the principles, standards, and guidelines appropriate to the resource. This may include, but not be limited to, use of such approaches as relocating a historic property, re-landscaping to reduce effects, public interpretation, ethnographic recordation, oral history, archival research, or prescribing use of a component or activity of this Undertaking in such as way as to minimize effects to historic properties or to those concerned about the effects of that component or activity. Methods of recordation and documentation described in the treatment plan shall conform with the *Secretary of the Interior's Standards for Architectural and Engineering Documentation* (48 FR 44730-44734) or other standards specified by SHPO.

- C. In lieu of standard mitigation approaches described above, treatment plans may adopt other alternative approaches to minimize or mitigate effects to historic properties, including assisting in the development of tribal historic preservation plans, developing detailed historic contexts for the region, developing educational materials, purchasing properties containing historic resources, or developing historic property management plans. Such alternative options must be approved in writing by all Signatories and Invited Signatories to the Agreement.
- D. Treatment plans shall be reviewed according to the procedures established in the ACCP and TCP. Disputes or objections to treatment plans shall be resolved in accordance with stipulation XIII below.

#### **VI. Treatment of Human Remains:**

It is the intent of this Undertaking to avoid the disturbance or removal of any human remains. No activity will knowingly disturb human graves or human remains. If human remains, sacred objects, or mortuary objects are inadvertently discovered during the course of construction or operation, all activities in the vicinity shall immediately cease and the Plan of Action (POA) for the treatment of human remains (Appendix A) shall be implemented. The STB and ARRC shall ensure that any and all human remains, sacred objects, and objects of cultural patrimony discovered as a result of the Undertaking shall at all times be treated with dignity and respect.

#### **VII. Monitoring:**

- A. If stipulated as part of a treatment plan, when the probability to uncover unidentified archaeological or historic materials is determined likely by the consulting archaeologist or SHPO, ARRC shall ensure that an archaeologist meeting the qualifications of the Standards and Guidelines is present to monitor specific ground-disturbing activities.

- B. The results of monitoring shall be included in a report to the STB and SHPO. This report shall be developed, within 3 months of fieldwork and be acceptable to both the "responsible agency(ies)" and the SHPO.
- C. If sites are discovered during monitoring, ARRC shall follow the procedures outlined in Stipulation X of this Agreement.
- D. If human remains are discovered during monitoring, ARRC shall follow the procedures outlined in the Plan of Action (Appendix A).

#### VIII. Curation:

- A. ARRC shall ensure that all artifacts, faunal remains, samples, records and field notes, and related materials collected during activities covered by this Agreement are deposited in the University of Alaska Museum of the North in Fairbanks, or another repository or institution approved by the SHPO. The curatorial facility shall meet requirements found in 36 CFR 79, *Curation of Federally Owned and Administered Archaeological Collections*.
- B. Curation arrangements between ARRC, or their cultural resources consultant, and an approved institution must be part of any treatment plan.
- C. ARRC shall incur all reasonable costs charged by the approved institution for curation of materials collected in conjunction with recovery actions under this Agreement. "Reasonable costs" shall be determined by the curatorial facility and approved by SHPO, and be consistent with professionally acceptable curatorial standards.
- D. Consistent with 36 CFR 79, collections shall be packaged in archival quality materials and in a manner appropriate to the material type. Collection preparation and packaging shall be acceptable to SHPO and receiving institution, and consultation in advance is recommended.
- E. Materials collected in conjunction with recovery actions under this Agreement will remain the property of the landowner unless a gift or purchase agreement is negotiated.

#### IX. Annual Meeting and Reports:

##### A. Meetings

Annual Meeting: A meeting of the STB, SHPO, and Invited Signatories, as well as the Concurring Parties if they so wish, shall be held each year to discuss the

Comment [DoNR15]: When each year?

previous year's activities, and activities scheduled for the upcoming year. ARRC or their designated consultant shall prepare an annual report on the progress of cultural resources activities as they relate to compliance with the stipulations of this Agreement, and shall distribute it to all parties to this Agreement at least 45 days prior to the Annual Meeting. The meeting shall be held in Anchorage at the Alaska Office of History and Archaeology, or at another location by consensus of the Signatories and Invited Signatories. The parties may participate by telephone if they so desire, and minutes of the meetings will be distributed as soon as possible afterwards. The annual report shall include the following:

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- (a) A description of the past year's effort and anticipated upcoming efforts for identification, evaluation, mitigation, and protection of historic properties. This can include descriptions of sites, artifacts encountered, or other archaeological or historic materials encountered, including representative photographs and illustrations;
- (b) A description of the progress of the Undertaking and any known or expected changes to the Undertaking;
- (c) An evaluation of the effectiveness of this Agreement and whether any amendments or changes are needed based on deficiencies or project modifications.

B. Additional Meetings

The ACCP may establish an additional meeting schedule among all or some of the parties to this Agreement. If any party deems a meeting necessary in addition to the annual meeting described above their request shall be considered in consultation with the other parties.

C. Reporting

Comment [DoNR16]: Where does the annual report (Stipulation IX.A) fit in?

Implementation of this Agreement shall include administrative reporting as well as the preparation of technical reports on resource investigations. The reporting shall use the following procedures unless modifications to this reporting structure are agreed to by the STB, SHPO, and Invited Signatories and reflected in the ACCP.

- (a) Progress reports. Progress reports shall be submitted quarterly by ARRC to the STB for the duration of the construction portion of the Undertaking following execution of this Agreement. Progress reports may be in letter format and shall describe fieldwork activities for cultural resources as well as relevant construction progress that was initiated, underway, or completed for the most

recent performance period, and identify steps to be initiated, continued, or completed in the next quarter. These reports may be combined with other STB reporting requirements.

- (b) Progress summaries. Progress summaries shall be submitted by the STB to the SHPO and Invited Signatories every six months for the duration of the construction portion of the Project. The first progress summary shall be distributed six months following execution of this Agreement, with subsequent summaries following each six months thereafter until the construction portion of the Undertaking is completed. The progress summaries shall identify steps initiated, underway, or completed for the most recent performance period and identify steps to be initiated, continued, or completed in the next six-month period.
- (c) Preliminary field reports. Preliminary reports on the progress of cultural resource fieldwork shall be prepared by ARRC that demonstrate the completion of data recovery, or other procedures, investigations and site treatments approved in the treatment plans. The use of preliminary field reports is designed to facilitate a phased approach to resource evaluation and mitigation, as provided for in 36 CFR 800, and to facilitate reasonable construction planning and progress. ARRC shall distribute preliminary reports to the STB, SHPO, and the appropriate land managing agency(ies), and those parties will have twenty (20) business days to review the report and either concur or request additional fieldwork, after which concurrence will be presumed. Construction may proceed, in the area of the completed fieldwork, after the STB, SHPO, and appropriate land managing agency(ies) concur with the preliminary field report. If additional work is deemed necessary the parties will consult with ARRC to determine the nature and scope of that work.
- (d) Technical reports. Technical reports describing the results of background research, fieldwork activities, and laboratory analyses shall be prepared according to the standards and permit guidelines appropriate to the resource, including final report standards for archaeological excavation. The extent of report distribution as well as procedures for review of draft and final technical reports shall be established in the ACCP. ARRC shall issue final technical reports no later than two years from the completion of fieldwork activities and, in consultation with the SHPO, shall prepare sufficient copies for dissemination to the Concurring Parties, appropriate public libraries, educational institutions, and other repositories.

**X. Procedures for Inadvertent or Unanticipated Discoveries:**

- A. Upon the inadvertent discovery of a potential historic property in any activity's APE, all work in the vicinity shall immediately cease and ARRC shall protect the discovery site against further disturbance.
- B. Upon the inadvertent discovery of human remains, sacred objects, or mortuary objects in any activity's APE, all work in the vicinity shall immediately cease and a plan of action for the treatment of human remains (Appendix A) shall be implemented. ARRC shall ensure that any and all human remains, sacred objects, and objects of cultural patrimony discovered as a result of activities related to the Undertaking will be treated with dignity and respect.
- C. Upon the unanticipated discovery of cultural resources during construction that are not human remains, the Unanticipated Discoveries Plan shall be followed (Appendix A.2).

**XI. Training:**

- A. On an annual basis, ARRC ensure that on-site supervisory-level employees and contractors are trained in procedures for identifying and reporting historic properties that may potentially be discovered during the course of their work. Minimally, the training shall include guidelines for identification of cultural resources, and notification procedures when archaeological materials, human remains, and historic period sites are discovered.
- B. ARRC shall also ensure that its supervisory-level contractors and employees are advised against the illegal collection of historic and prehistoric materials, including human remains, and are familiarized with the scope of applicable laws and regulations.
- C. Prior to the implementation of training, the curriculum shall be reviewed and approved by the STB and SHPO.
- D. Training shall be conducted by an archaeologist meeting the qualifications of the Standards and Guidelines. However, ARRC's supervisory level employees and contractors may attend the above training and convey the information to staff unable to attend.
- E. On an annual basis, ARRC shall supply to the STB and SHPO a list of employees and contractors who attended the annual training, and procedures through which the information was conveyed to employees and contractors who did not attend.

**XII. Procedures for Consultation:**

Consultation shall be an ongoing process throughout the construction phase of the Undertaking. The STB, SHPO, Indian tribes and Native Alaska Corporations, Invited Signatories and the ACHP may consult at any time in writing, including e-mail, or telephone. Formal contacts and reviews will be established in the ACCP and TCP.

### **XIII. Dispute Resolution:**

Should any party to this agreement object within 30 days of any treatment plan or report provided for review or actions proposed pursuant to this Agreement, STB and the SHPO shall consult with the objecting party to resolve the objection.

- A. If the STB and/or SHPO determine that the objection cannot be resolved, the STB shall forward all documentation relevant to the dispute to the ACHP. Within 30 days after receipt of all pertinent documentation, the ACHP will either:
- (1) Provide the STB with recommendations, which the agency will take into account in reaching a final decision regarding the dispute; or
  - (2) Notify the STB that it will comment pursuant to 36 CFR 800.6(b), and proceed to comment. Any ACHP comment provided in response to such a request shall be taken into account by the STB in accordance with 36 CFR 800.7 with reference to the subject of the dispute.
  - (3) Any recommendation or comment provided by the ACHP shall be understood to pertain to the subject of the dispute; the STB's responsibility to carry out all actions under this Agreement that are not the subjects of the dispute shall remain the same.
- B. At any time during implementation of the measures stipulated in this Agreement, should an objection to any such measure or its manner of implementation be raised by a member of the public, the STB shall take the objection into account and consult as needed with the objecting party, SHPO, or the ACHP to resolve the objection.

### **XIV. Amendments:**

Any Signatory or Invited Signatory to this Agreement may request that the other Signatories consider amending it, whereupon the parties shall consult to consider the amendment(s). Amendments will be executed in the same manner as the original Agreement. Concurring Parties may suggest proposed amendments to the Signatories and Invites Signatories, who shall consult to consider them.

### **XV. Termination:**

Any Signatory or Invited Signatory to this agreement may terminate it by providing thirty (30) days notice to the other parties explaining the reasons for the termination. The Signatory or Invited Signatory shall consult during this period to seek agreement on amendments or other actions that will avoid termination. In the event of termination, the STB will comply with 36 CFR 800.1 through 800.7 on remaining Undertaking components, activities, or outstanding issues.

**XVI. Failure to Carry Out Agreement:**

If the STB does not ensure that the terms of this Agreement are carried out, or if the ACHP determines that the terms of this Agreement are not carried out, the STB shall comply with 36 CFR Part 800.1 through 800.7 with regard to individual Undertakings covered by this Agreement.

**XVII. Duration:**

This Agreement shall become effective upon execution by the STB, the ACHP and SHPO, and shall remain in effect for a term of five years from its date of execution, at which point the Agreement may be renewed.

**XVIII. Execution and Implementation:**

Execution and implementation of this Agreement evidences that the STB has satisfied responsibilities under Section 106 of the National Historic Preservation Act pursuant to 36 CFR 800, and that SHPO has satisfied responsibilities under the Alaska Historic Preservation Act pursuant to AS 41.35.

**A. SIGNATORIES**

Surface Transportation Board

By: \_\_\_\_\_ Date: \_\_\_\_\_  
(Victoria Rutson, Chief, Section of Environmental Analysis)

Advisory Council on Historic Preservation

By: \_\_\_\_\_ Date: \_\_\_\_\_  
(Name, Title)

Alaska State Historic Preservation Officer

By: \_\_\_\_\_ Date: \_\_\_\_\_  
Judith E. Bittner,  
State Historic Preservation Officer

**B. INVITED SIGNATORIES**

Cooperating Agencies and Applicant

**Cooperating Federal Agencies**

U. S. Department of Interior - Bureau of Land Management, Alaska State Office

By: \_\_\_\_\_ Date: \_\_\_\_\_  
(Name, Title)

U. S. Army Corps of Engineers

By: \_\_\_\_\_ Date: \_\_\_\_\_  
(Name, Title)

U.S. Air Force 354th Fighter Wing, Eielson Air Force Base

By: \_\_\_\_\_ Date: \_\_\_\_\_  
(Name, Title)

U.S. Department of Defense, Alaska Command

By: \_\_\_\_\_ Date: \_\_\_\_\_  
(Name, Title)

Federal Railroad Administration

By: \_\_\_\_\_ Date: \_\_\_\_\_  
(Name, Title)

United States Coast Guard, Seventeenth Coast Guard District

By: \_\_\_\_\_ Date: \_\_\_\_\_  
(Name, Title)

**Applicant**

Alaska Railroad Corporation

By: \_\_\_\_\_ Date: \_\_\_\_\_  
(Name, Title)

**C. Concurring Parties**

**Agencies**

State of Alaska, Department of Natural Resources

By: \_\_\_\_\_  
Director, Division of Mining, Land, and Water

Date: \_\_\_\_\_

**Tribes**

Healy Lake Village

By: \_\_\_\_\_  
(Name, Title)

Date: \_\_\_\_\_

Village of Dot Lake

By: \_\_\_\_\_  
(Name, Title)

Date: \_\_\_\_\_

Northway Village

By: \_\_\_\_\_  
(Name, Title)

Date: \_\_\_\_\_

Native Village of Tetlin

By: \_\_\_\_\_  
(Name, Title)

Date: \_\_\_\_\_

Native Village of Tanacross

By: \_\_\_\_\_  
(Name, Title)

Date: \_\_\_\_\_

Native Village of Eagle

By: \_\_\_\_\_  
(Name, Title)

Date: \_\_\_\_\_

Nenana Native Association

By: \_\_\_\_\_  
(Name, Title)

Date: \_\_\_\_\_

Native Village of Minto

By: \_\_\_\_\_  
(Name, Title)

Date: \_\_\_\_\_

Tok Native Association

By: \_\_\_\_\_  
(Name, Title)

Date: \_\_\_\_\_

**Indian Organizations**

Tanana Chiefs Conference, Inc.

By: \_\_\_\_\_  
(Name, Title)

Date: \_\_\_\_\_

Doyon, Ltd.

By: \_\_\_\_\_  
(Name, Title)

Date: \_\_\_\_\_

Upper Tanana Inter-Tribal Coalition

By: \_\_\_\_\_  
(Name, Title)

Date: \_\_\_\_\_

## Glossary of Terms/Acronyms

**Adverse Effect:** When an undertaking may alter, directly or indirectly, the characteristics of a historic property that qualify the property for inclusion in the National Register in a manner that would diminish the integrity of the property's location, design, setting, materials, workmanship, feeling, or association. Adverse effects may include reasonably foreseeable effects caused by the undertaking that may occur later in time, be farther removed in distance or be cumulative.

**Area of Potential Effect:** The Area of Potential Effect (APE) is the geographic area within which the project may cause physical, visual or audible effects to the character or use of historic properties. It includes all areas of construction, such as rights-of-way (ROW), staging areas, extra work spaces, yards, access roads, borrow areas, and other ancillary facilities. The APE is influenced by the scale and nature of an undertaking and may be different for different kinds of effects caused by the undertaking. Determination of the APE may take into account the professional standards, guidance, and research of both the cultural resources and railroad design professions.

**Borrow Area(s):** An excavated area where material has been or will be dug for use as fill at another location.

**Consulting Parties:** Consulting parties include SHPO, Indian tribes, representatives of local governments, applicants for Federal assistance, permits, licenses and other approvals, and certain individuals and organizations with a demonstrated interest in the undertaking.

**Cultural Resource:** A cultural resource is any prehistoric or historic district, site, building, structure or object in American history, architecture, engineering, archeology, or culture. This term includes artifacts, records, and remains that are related to and located within such properties. The term also includes properties of traditional religious and cultural importance to an Indian Tribe that may meet the National Register criteria.

**Curation:** The preservation of material remains that are excavated or removed during a survey, excavation, or other study of a prehistoric or historic resource, and associated records that are prepared or assembled in connection with the survey, excavation or other study.

**Days:** Calendar days.

**Eligible for the National Register of Historic Places:** The term eligible for the National Register includes both properties formally determined as such in accordance with the regulations of the Secretary of the Interior and all other properties that meet the National Register criteria.

**Federal Agency(s):** Any Federal entity with a statutory obligation to fulfill the requirements of Section 106 who has jurisdiction over an undertaking and takes legal and financial responsibility for Section 106 compliance in accordance with Subpart B 36 CFR 800. The Federal Agency(s) has approval authority for the undertaking and can commit the Federal agency to take appropriate action for a specific undertaking as a result of Section 106 compliance.

**Historic Property:** Any prehistoric or historic district, site, building structure, or object included in or eligible for inclusion in, the National Register of Historic Places maintained by the Secretary of the Interior. This term includes artifacts, records, and remains that are related to and located within such properties. The term includes properties of traditional religious and cultural importance to an Indian Tribe that meet the National Register criteria.

**Human Remains:** The physical remains of a human body.

**ID Plan:** Identification Plan.

**Indian Tribe:** An Indian Tribe, band, nation, or other organized group or community, including a Federally-recognized Native Village, Regional Corporation or Village Corporation, as those terms are defined in Section 3 of the Alaska Native Claims Settlement Act (43 U.S.C. 1602) which is recognized eligible for the special programs and services provided by the United States to Indians because of their status as Indians.

**Keeper of the National Register:** The Keeper is the individual who has been delegated the authority by the National Park Service (NPS) to list properties and determine their eligibility for the National Register. The Keeper may further delegate this authority as he or she deems appropriate.

**NAGPRA:** Native American Graves Protection and Repatriation Act (25 U.S.C. 3001 et. seq.).

**National Register:** The National Register lists properties formally determined eligible for the National Register of Historic Places.

**National Register Criteria:** National Register criteria are criteria established by the Secretary of the Interior for use in evaluating the eligibility of properties for the National Register (36 CFR 60). The National Register of Historic Places criteria are listed below:

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

- a. that are associated with the events that have made a significant contribution to the broad patterns of our history; or
- b. that are associated with the lives of persons significant in our past; or
- c. that embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic value, or that represent a significant and distinguishable entity whose components may lack individual distinction; or
- d. that yielded, or may be likely to yield, information on prehistory or history.

Criteria considerations: ordinarily cemeteries, birthplaces, or graves of historical figures; properties owned by religious institutions or used for religious purposes; structures that have been moved from their original locations, commemorative in nature; and properties that have

achieved their significance within the past 50 years shall not be considered eligible for the National Register of Historic Places (36 CFR 60.4).

**NRHP:** National Register of Historic Places.

**PA:** Programmatic Agreement.

**SHPO:** State Historic Preservation Officer.

**Site:** Site definition is different for each state but is generally defined by Willey and Phillips (1958:18), as any reasonably definable spatial unit that contains features or is fairly continuously covered with artifacts that are indicative of an occupation 50 years or older. A site may be defined as "a spatial cluster of cultural features, or items, or both" (Binford 1972:46). These definitions apply to both prehistoric and historic sites. Archaeological context may be defined by the inclusion of any of the following: soil staining, associated fire-cracked rock, ceramics, features, or a concentration of materials within a reasonably defined spatial boundary.

**STB:** Surface Transportation Board.

**Traditional Cultural Properties:** A Traditional Cultural Property can be defined generally as an object, site, landscape feature, or other form of feature that is eligible for inclusion in the National Register because of its association with cultural practices or beliefs of a living community that (a) are rooted in that communities' history, and (b) are important in maintaining the continuing cultural identity of the community. For additional information, reference Parker and King 1995.

**Treatment Plan:** A proposal for the mitigation of effects upon any historic property that a project would affect. It can include data recovery, documentation, restoration or other measures.

**Undertaking:** An undertaking is a project, activity, or program funded in whole or in part under the direct or indirect jurisdiction of a Federal agency, including those carried out by or on behalf of a Federal agency; those carried out with Federal financial assistance; those requiring a Federal permit; license or approval; and those subject to state or local regulation pursuant to a delegation or approval by a Federal agency.

## Appendix A.

### Plan of Action for the Treatment of Unanticipated Discovery of Human Remains, Graves and Historic Properties

#### A.1. Human Remains and Graves

As set forth in Native American Graves Protection and Repatriation Act (NAGPRA) regulations (43 CFR 10), a specific plan of action is required in the event that human remains are uncovered during survey or construction of the Alaska Railroad Corporation (ARRC) proposed Northern Rail Extension (i.e., Undertaking). The following steps must be taken if human remains, or suspected human remains, are discovered:

- (1) Stop all work in the immediate vicinity of the remains.
- (2) Mark the area in which the remains are located, as well as a minimum buffer area with a radius of 20 meters surrounding the remains. This buffer area may be larger if there is the possibility of more remains in the area or in the case of slopes or cut banks where work located nearby may impact the site of the remains. Make sure that the remains are protected from possible impacts while contacting the appropriate parties<sup>2</sup>.
- (3) If remains are found that are not clearly human, but are suspected to be so, a specialist must be called in for identification.<sup>3</sup>
- (4) The ARRC Project Manager should contact the following people or agencies within 24 hours of uncovering the remains.
  - (a) The State Historic Preservation Officer (SHPO):  
Judith Bittner  
Alaska Department of Natural Resources  
Office of History and Archaeology  
550 West 7<sup>th</sup> Avenue  
Anchorage, AK 99501-3561  
Phone: (907) 269-8715  
Fax: (907) 269-8908
  - (b) Federal agency official in charge:

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<sup>2</sup> Ways of protecting the remains include: covering with a tarp or other protection from the elements; shoring up cut banks or trench walls so that no further exposure occurs; making sure that no water will collect on or around the remains.

<sup>3</sup> The specialist must meet the professional qualifications for the NHPA as set forth in 36 CFR 61, section 112 (a)(1).

Victoria Rutson  
Chief, Section of Environmental Analysis  
Surface Transportation Board  
395 E Street SW  
Washington, DC 20423  
Phone: (202) 245-0295  
Fax: (202) 245-0454

- (c) The appropriate land managing agency contact for the relevant parcel.

- (d) The responsible Native representative for the area of discovery.

Gary Lee  
Doyon Ltd.  
1 Doyon Place, Suite 300  
Fairbanks, AK 99701  
Phone: (907) 459-2037  
Fax: (907) 459-2062

and

Robert Sattler  
Tanana Chiefs Conference, Inc.  
122 1<sup>st</sup> Avenue, Suite 600  
Fairbanks, AK 99701  
Phone: (907) 452-8251, ext. 3343  
Fax: (907) 459-3936

and

- (d) The Alaska State Troopers  
Alaska State Troopers  
Communications Center Manager  
Phone: (907) 451-5100  
Fax: (907) 451-5165

Notification should include available information regarding the nature and extent of the remains and an accurate and precise location including GPS coordinates.

NAGPRA dictates that work in the immediate vicinity of the remains cannot proceed until 30 days after the reply from the Federal agency in charge or appropriate Native group that the documents regarding the finding were received, unless a written and binding agreement is issued from the Federal agency in charge and the affiliated Native American group(s) (NAGPRA 25 U.S.C. 3002 Sec 3(d)).

The remains will then be assessed and treated based on the guidance of the Federal agency in charge and the appropriate Native group as defined by NAGPRA.

## **A.2 Plan for Unanticipated Discoveries**

Cultural resources may be encountered above ground and below ground during work on the Undertaking, and might include historic and prehistoric materials as well as Traditional Cultural Properties. In the event that cultural materials are discovered, this plan shall be followed, and implemented in compliance with both NAGPRA and the National Historic Preservation Act (NHPA) of 1966, as amended (16 U.S.C. § 470) as well as implementing regulations (36 CFR 800).

If archaeological or historic materials are encountered the following series of steps must be followed:

- (1) Stop all work in the immediate vicinity of any cultural resources or suspected cultural resources.
- (2) Mark the area in which the resources are located, as well as a minimum buffer area with a radius of 20 meters surrounding them. This buffer area may be larger if there is the possibility of more resources in the area or in the case of slopes or cut banks where ongoing work may impact the site. Make sure that all cultural materials are protected from possible impacts while contacting the appropriate parties<sup>4</sup>.
- (3) ARRC's Project Manager should contact the following people or agencies within 24 hours of discovering the resources.
  - (a) See previous list at A.1(4).

Notification of unanticipated discoveries should include available information regarding the nature and extent of the cultural resources and an accurate and precise location including GPS coordinates.

The discovery shall be investigated by a professional meeting the appropriate qualification standards, such as a consulting archaeologist, no longer than seventy-two (72) hours from discovery. The STB, SHPO, ARRC and land managing agency (as appropriate) shall consult, by telephone or other means, on the nature of the discovery and whether any additional investigation is warranted. The STB shall contact the appropriate Tribal representative if necessary. A decision shall be provided to ARRC within five (5) working days. If the parties agree that the discovery is not significant, verbal

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<sup>4</sup> Options for protecting the cultural resources include: covering with a tarp or other protection from the elements; shoring up cut banks or trench walls so that no further exposure occurs; making sure that no water will collect on or around the site.

authorization to proceed may be given by the SHPO, and SHPO shall provide written confirmation to the parties within five (5) working days. A report of the investigation shall be provided by the investigator, following the guidelines for Monitoring described in Stipulation VII. If additional investigation is agreed to, the guidelines for Additional Investigations described in Stipulations IV(B) shall be followed, unless modified evaluation and reporting are agreed to.

**A.3 List of contacts for Native Alaskan representatives**

Common Name: Dot Lake  
President, William Miller  
Village of Dot Lake  
P.O. Box 2279  
Dot Lake, Alaska 99737  
Voice: (907)-882-2695 Fax: (907)-882-5558

Common Name: Healy Lake  
President, Fred Kirsteatter  
Healy Lake Village  
P.O. Box 60300  
Fairbanks, Alaska 99706  
Voice: (907)-876-5018 Fax: (907)-876-5013

Common Name: Minto  
Chief, Roy Charles  
Native Village of Minto  
P.O. Box 26  
Minto, Alaska 99758  
Voice: (907)-789-7112 Fax: (907)-798-7627

Common Name: Nenana  
Chief, Mitch Demientieff  
Nenana Native Association  
P.O. Box 356  
Nenana, Alaska 99760  
Voice: (907)-832-5461 Fax: (907)-832-1077

Common Name: Northway  
President, Gerald Albert  
Northway Village  
P.O. Box 516  
Northway, Alaska 99764  
Voice: (907)-778-2311 Fax: (907)-778-2220

Common Name: Tanacross  
Executive Director, Jerry Isaac

Native Village of Tanacross  
P.O. Box 76009  
Tanacross, Alaska 99776  
Voice: (907)-883-4496 Fax: (907)-883-4497

Common Name: Tetlin  
President, Bently Mark, Sr.  
Native Village of Tetlin  
P.O. Box TTI  
Tetlin, Alaska 99780  
Voice: (907)-324-2130 Fax: (907)-324-2131

Common Name: Eagle Village  
President, David Howard  
Native Village of Eagle  
P.O. Box 19  
Eagle, Alaska 99738  
907-547-2271

The Upper Tanana Inter-Tribal Coalition consists of six Federally recognized tribes:

Tribe: Village of Dot Lake  
ANSCA Corporation: Dot Lake Native Corporation  
Phone: 907-882-2695

Tribe: Native Village of Eagle  
ANSCA Corporation: Hungwitchin Corporation  
Phone: 907-547-2271

Tribe: Healy Lake Village  
ANSCA Corporation: Mandas Chaag Native Corporation  
Phone: 907-876-5055, 907-876-5018

Tribe: Northway Village  
ANSCA Corporation: Northway Natives Incorporated  
Phone: 907-778-2311

Tribe: Native Village of Tanacross  
ANSCA Corporation: Tanacross Incorporated  
Phone: 907-883-5024

Tribe: Native Village of Tetlin  
ANSCA Corporation: Tetlin Native Corporation  
Phone: 907-324-2130