

INTRODUCTION

In association with the Fairview Loop Rehabilitation Project, R&M Consultants, Inc. (R&M), under contract with the State of Alaska Department of Transportation and Public Facilities (DOT&PF), contracted Stephen R. Braund & Associates (SRB&A) to conduct cultural resource surveys, including transect surveys, systematic subsurface testing, and the identification and evaluation of buildings and structures along Fairview Loop in Wasilla, Alaska. The intended purpose of this work is to inventory and assess all properties in the area of potential effects (APE) to determine whether they may be of historic, architectural, archaeological, engineering, or cultural significance, and to present the cultural resource results obtained from pedestrian survey of the road. As part of their work, SRB&A also conducted an Alaska Heritage Resource Survey (AHRS) and literature review of the Fairview Loop survey area. The defined survey area encompasses approximately 11 miles of Fairview Loop from its connection with the Parks Highway on the east to its connection with Knik-Goose Bay Road on the west (Map 1). SRB&A conducted pedestrian reconnaissance surveys both of the built environment and along the road from September 29 to October 1, 2010. SRB&A made subsequent trips on November 9, November 12, 2010, and February 8, 2011 to follow up on built environment resources that were identified as potentially historic.

PROJECT DESCRIPTION AND AREA OF POTENTIAL EFFECTS

Project Description

The State of Alaska is funding DOT&PF to conduct feasibility studies for the proposed Fairview Loop Rehabilitation Project that will rehabilitate Fairview Loop from its connection with Parks Highway on the east to its connection with Knik-Goose Bay Road on the west. The 11-mile project will result in a restored roadbed with possibly wider lanes, shoulders and minor realignment depending on motor vehicle crash history.

Area of Potential Effects

R&M, under contract with the Alaska DOT&PF, contracted SRB&A to conduct cultural resource surveys, including a literature and AHRS review, based upon an APE of 11 miles of roadway from the back of ditch or toe of slope plus 25-feet on each side (i.e., direct APE) for buried resources and “within” reasonable line of sight of the road for buildings and structures (i.e., visual APE).

The APE includes those areas where cultural resources will be directly or indirectly impacted by a proposed undertaking (e.g., the Fairview Loop construction). Examples of *direct* effects to cultural resources, specifically “historic properties” (i.e., cultural resources eligible for or listed on the NRHP), from a proposed undertaking could include:

- physical destruction of or damage to all or part of the property
- removal of the property from its historic location
- change of the character of the property’s use or of physical features within the property’s setting that contribute to its historic significance
- change in access to traditional use sites by traditional users
- loss of cultural identity with a property
- introduction of visual elements that diminish the integrity of a property

In addition, the APE could include cultural resources that could be *indirectly* impacted by a proposed undertaking. Examples of indirect effects to cultural resources include:

- introduction of vibration, audible, or atmospheric elements
- vulnerability to erosion
- neglect of a property that causes its deterioration; transfer, lease, or sale out of Federal ownership without proper restrictions
- increased residential, commercial, or industrial growth as a result of a project
- increased access to and proximity of project components to culturally sensitive areas

Increased access through any proposed corridor could result in a greater vulnerability of cultural resources to damage caused by project personnel and equipment during construction and operation of facilities and infrastructure. Increased access by the public would increase the vulnerability of cultural resources to damage from trampling, souvenir hunting, and potential site looting.

CONSULTATION

DOT&PF initiated consultation for the Fairview Loop Rehabilitation Project with the Alaska State Historic Preservation Office(r) (SHPO) and other potentially interested parties (Table 1). Initiation of consultation efforts included sending a letter to each organization detailing the plans and extent of the Fairview Loop Rehabilitation Project and asking for responses should a party wish to be involved in the consultation process. Consultation will continue for the course of the project.

NATIONAL AND STATE HISTORIC PRESERVATION REGULATIONS

ALASKA STATE HISTORIC PRESERVATION ACT

If an undertaking is determined to occur on state or local government land, the Alaska Historic Preservation Act (AHPA) must be taken into consideration (Alaska Statute [AS] 41.35). First implemented in 1971, the AHPA deals with a multitude of potential scenarios including threats to cultural resources by state projects. It is the policy of the state to “preserve and protect the historic, prehistoric and archaeological resources of Alaska from loss, desecration, and destruction” as a result of public construction (AS 41.35.010 and AS 41.35.070). “Public construction” as described by the AHPA includes any projects that involve state land, state funding or state permits.

Specific requirements must be met as described in the AHPA in order to maintain the integrity of cultural resources that may be affected by public construction. First, the Department of Natural Resources shall “locate, identify, and preserve” all records regarding prehistoric and historic sites within the project APE (AS 41.35.070[a]). In addition, before construction may occur, an archaeological survey may take place to determine whether or not valuable cultural resources will be disturbed (AS 41.35.070[b]). Finally, if it has been determined that any prehistoric, historic, or archaeological sites are in jeopardy of being adversely affected by the proposed construction project, a necessary investigation including detailed documentation and recording and salvage of the site shall be performed (AS 41.35.070[c]).

Table 1: Organizations Contacted as Part of the Consultation Process

ORGANIZATION	CONTACT INFORMATION
Alaska State Historic Preservation Office	550 W. 7 th Ave, Suite 1260 Anchorage, AK 99501-3557 Phone: 907-269-8715 Fax: 907-269-8908
Chickaloon-Moose Creek Native Association, Inc.	P.O. Box 875046 Wasilla, AK 99687 Phone: 907-373-1145 Fax: 907-373-1004
Chickaloon Village Traditional Council	P.O. Box 1105 Chickaloon, AK 99674-1105 Phone: 907-745-0707 Fax: 907-745-0709
Cook Inlet Historical Society	121 W. 7th Avenue Anchorage, AK 99501-3611 Phone: 907-343-4326 Fax: 907-343-6149
Cook Inlet Region, Inc.	P.O. Box 93330 Anchorage, Alaska 99509-3330 Phone: 907-274-8638 Fax: 907-263-5183
Cook Inlet Tribal Council	3600 San Jeronimo Dr. Anchorage, AK 99508 Phone: 907-793-3600 Fax: 907-793-3602
Eklutna, Incorporated	16515 Centerfield Dr., Suite 201 Eagle River, AK 99577 Phone: 907-696-2828 Fax: 907-696-2845
Knik Tribal Council	PO Box 871565 Wasilla, Alaska 99687-1565 Phone: 907-373-7991 Fax: 907-373-2161
Knikatnu, Incorporated	P.O. Box 872130 Wasilla, Alaska 99687-2130 Phone: 907-376-2845 Fax: 907-376-2847
Matanuska Susitna Borough Historic Commission	Matanuska Susitna Borough 350 East Dahlia Avenue Palmer, Alaska 99645
Museum of Alaska Transportation and Industry	P.O. Box 870646 Wasilla, AK 99687 Phone: 907-376-1211
Native Village of Eklutna	26339 Eklutna Village Road Chugiak, Alaska 99567 Phone: 907-688-6020 Fax: 907-688-6021
Native Village of Tyonek	PO Box 82009 Tyonek, Alaska 99682-0009 Phone: 907-583-2201 Fax: 907-583-2442
Palmer Historical Society	P.O. Box 1935 Palmer, AK 99645-1935 Phone: 907-745-2327
Tyonek Native Corporation	1689 C St., Suite 219 Anchorage, AK 99501-5131 Phone: 907-272-0707 Fax: 907-274-7125
Wasilla-Knik Historical Society	300 N. Boundary Street, Suite B Wasilla, AK 99654 Phone: 907-376-2005 Fax: 907-373-9072
Willow Creek Historical Society	300 E. Herning Ave. Wasilla, AK 99654 Phone: 907-376-2005

Stephen R. Braund & Associates, 2011.

NATIONAL REGISTER OF HISTORIC PLACES CRITERIA

Section 101 of the National Historic Preservation Act (NHPA) (16 USC 470a[a]) established the National Register of Historic Places (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 (16 USC 470w, Sec. 301.5). A Determination of Eligibility (DOE) for the NRHP is based on a description and evaluation of a property; a statement of significance; a selected list of sources; and maps, photographs, or other illustrations. Consideration is given to both the criteria of significance and integrity of the site condition. The evaluation should consider the historic context of the property, including its relation to other known historic properties (Alaska Department of Natural Resources [ADNR], Office of History and Archaeology [OHA] 2003). The NRHP (36 CFR 60.4) outlines the criteria (A-D) for determining the eligibility for a historic property as follows:

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

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

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

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

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

Certain classes of cultural resources that are not ordinarily eligible for the NRHP, but may be determined eligible under certain circumstances include cemeteries, birthplaces or graves of important people, religious properties, moved structures, reconstructed buildings, commemorative properties or properties achieving significance within the last fifty years (36 CFR 60.4). For expanded discussions on the methods used in evaluating and categorizing properties contained in this report, see the methodology section under “Built Environment Survey.”

EVALUATING INTEGRITY

In order to be listed in the NRHP, a property must not only be shown to possess significance under the National Register criteria, but it must retain integrity. The integrity of a property is its ability to convey its significance. The National Register criteria distinguish seven facets or qualities that, in various combinations, define integrity. A property will always possess several, if not all, of the facets in order to retain its historic integrity. Determining which of the aspects are most important requires knowing why, where, and when the property is significant. The seven aspects of integrity include location, design, setting, materials, workmanship, feeling, and association. Table 2 shows the seven aspects of integrity, and explains how they combine to produce integrity. Table 3 discusses the seven aspects of integrity in relation to the NRHP criteria (A-D).

Table 2: Seven Aspects of Integrity in Evaluating Properties for the NRHP.

<p>Location</p>	<p>Location is the place where the historic property was constructed or the place where the historic event occurred. The relationship between the property and its location is often important to understanding why the property was created or why something happened. The actual location of a historic property, complemented by its setting, is particularly important in recapturing the sense of historic events and persons. Except in rare cases, the relationship between a property and its historic associations is destroyed if the property is moved.</p>
<p>Design</p>	<p>Design is the combination of elements that create the form, plan, space, structure, and style of a property. It results from conscious decisions made during the original conception and planning of a property (or its significant alteration) and applies to activities as diverse as community planning, engineering, architecture, and landscape architecture. Design includes such elements as organization of space, proportion, scale, technology, ornamentation, and materials.</p> <p>A property's design reflects historic functions and technologies as well as aesthetics. It includes such considerations as the structural system; massing; arrangement of spaces; pattern of fenestration; textures and colors of surface materials; type, amount, and style of ornamental detailing; and arrangement and type of plantings in a designed landscape.</p>
<p>Setting</p>	<p>Setting is the physical environment of a historic property. Whereas location refers to the specific place where a property was built or an event occurred, setting refers to the <i>character</i> of the place in which the property played its historical role. It involves <i>how</i>, not just <i>where</i>, the property is situated and its relationship to surrounding features and open space.</p> <p>Setting often reflects the basic physical conditions under which a property was built and the functions it was intended to serve. In addition, the way in which a property is positioned in its environment can reflect the designer's concept of nature and aesthetic preferences.</p> <p>The physical features that constitute the setting of a historic property can be either natural or manmade, including such elements as:</p> <ul style="list-style-type: none"> • Topographic features (a gorge or the crest of a hill); • Vegetation; • Simple manmade features (paths or fences); and • Relationships between buildings and other features or open space. <p>These features and their relationships should be examined not only within the exact boundaries of the property, but also between the property and its <i>surroundings</i>. This is particularly important for districts.</p>
<p>Materials</p>	<p>Materials are the physical elements that were combined or deposited during a particular period of time and in a particular pattern or configuration to form a historic property. The choice and combination of materials reveal the preferences of those who created the property and indicate the availability of particular types of materials and technologies. Indigenous materials are often the focus of regional building traditions and thereby help define an area's sense of time and place.</p> <p>A property must retain the key exterior materials dating from the period of its historic significance. If the property has been rehabilitated, the historic materials and significant features must have been preserved. The property must also be an actual historic resource, not a recreation; a recent structure fabricated to look historic is not eligible. Likewise, a property whose historic features and materials have been lost and then reconstructed is usually not eligible.</p>
<p>Workmanship</p>	<p>Workmanship is the physical evidence of the crafts of a particular culture or people during any given period in history or prehistory. It is the evidence of artisans' labor and skill in constructing or altering a building, structure, object, or site. Workmanship can apply to the property as a whole or to its individual components. It can be expressed in vernacular methods of construction and plain finishes or in highly sophisticated configurations and ornamental detailing. It can be based on common traditions or innovative period techniques.</p> <p>Workmanship is important because it can furnish evidence of the technology of a craft, illustrate</p>

	the aesthetic principles of a historic or prehistoric period, and reveal individual, local, regional, or national applications of both technological practices and aesthetic principles. Examples of workmanship in historic buildings include tooling, carving, painting, graining, turning, and joinery. Examples of workmanship in prehistoric contexts include Paleo-Indian clovis projectile points; Archaic period beveled adzes; Hopewellian birdstone pipes; copper earspools and worked bone pendants; and Iroquoian effigy pipes.
Feeling	Feeling is a property's expression of the aesthetic or historic sense of a particular period of time. It results from the presence of physical features that, taken together, convey the property's historic character. For example, a rural historic district retaining original design, materials, workmanship, and setting will relate the feeling of agricultural life in the 19th century. A grouping of prehistoric petroglyphs, unmarred by graffiti and intrusions and located on its original isolated bluff, can evoke a sense of tribal spiritual life.
Association	Association is the direct link between an important historic event or person and a historic property. A property retains association if it is the place where the event or activity occurred and is sufficiently intact to convey that relationship to an observer. Like feeling, association requires the presence of physical features that convey a property's historic character. For example, a Revolutionary War battlefield whose natural and manmade elements have remained intact since the 18th century will retain its quality of association with the battle.
Source: USDO, NPS 1997 (revised): 44-45.	

Table 3: Assessing Integrity of Historic Properties.

Criteria	Integrity Retained If:	Integrity Lost If:
A and B	<p>The property is still on its original site (Location), and</p> <p>The essential features of its setting are intact (Setting), and</p> <p>It retains most of its historic materials (Materials), and</p> <p>It has the essential features expressive of its design and function, such as configuration, proportions, and patterns (Design), and these features are visible enough to convey their significance.</p>	<p>The property has been moved during or after its Period of Significance (Location, Setting, Feeling, and Association), except for portable structures, or</p> <p>Substantial amounts of new materials have been incorporated (Materials, Feeling, and Workmanship), or</p> <p>It no longer retains basic design features that convey its historic appearance or function (Design, Workmanship, and Feeling).</p>
C	<p>The essential features of the property's design are intact, such as walls, roofs, windows, and doors, and the features are visible enough to convey their significance (Design, Workmanship, and Feeling), and</p> <p>Most of the historic materials are present (Materials, Workmanship, and Feeling), and</p> <p>Evidence of the craft of construction remains, such as the structural system, and original details (Workmanship), and</p> <p>The property is still sited on its original lot (except in the case of portable structures) (Setting, Location, Feeling, and Association).</p>	<p>The essential features of the structure's design such as walls, roofs, windows, and doors are substantially altered (Design, Workmanship, and Feeling), or</p> <p>Considerable amounts of new materials are incorporated (Materials, Workmanship, and Feeling), or</p> <p>It is no longer in a place that conveys its original function and purpose (Setting, Location, Feeling, and Association).</p>
D	<p>The property must have, or have had, information that contributes, or can contribute, to our understanding of human history or prehistory, and</p> <p>The information must be considered important.</p>	<p>Generally not applicable to historic period structures, buildings, or objects.</p> <p>Most commonly applies to historic or prehistoric archaeological sites.</p>
Source: USDO, NPS 1997 (revised).		