

## **Appendix H: Cultural and Historic Resources**

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THE STATE  
of **ALASKA**  
GOVERNOR BILL WALKER

Department of Natural Resources  
DIVISION OF PARKS AND OUTDOOR RECREATION  
OFFICE OF HISTORY AND ARCHAEOLOGY

520 West 7th Avenue, Suite 1310  
Anchorage, AK 99501-3505  
Phone: 907-261-8721  
Fax: 907-261-8505

November 2, 2015

File No.: 3130-2R DOT&PF / 2015-01700  
3330-6N SIT-1012, SIT-1014, SIT-1016, SIT-1017

Subject: Katlian Bay Road State Project # Z-67672-0000

Michael Kell  
Department of Transportation & Public Facilities  
6860 Glacier Highway  
PO Box 112506  
Juneau, AK 99801-2506

Dear Mr. Kell,

The Office of History and Archaeology (OHA) received your letter (dated October 22, 2015) on October 26, 2015 that included the additional information we requested in our October 8, 2015 letter. Following our review of the submitted materials, our office concurs that the following sites are not eligible for listing on the National Register of Historic Places.

AHRS #	Site Name	DOT&PF Determination	SHPO Comment
SIT-1012	Gájaa Héen CMTs	Not eligible	Concur
SIT-1014	Katlian Bay CMTs	Not eligible	Concur
SIT-1016	Mary Dean Homestead	Not eligible	Concur
SIT-1017	Mary Moore Cabin	Not eligible	Concur

We also reviewed the submitted materials pursuant to Section 41.35.070 of the Alaska Historic Preservation Act. Following our review, we concur with your finding of **no historic properties affected** for the subject project.

As a reminder, State law requires all activities requiring licensing or permitting from the State of Alaska to comply with the Alaska Historic Preservation Act, which prohibits the removal or destruction of cultural resources (historic, prehistoric, and archaeological sites, locations, remains, or objects) on State land. This also includes reporting of historic and archaeological sites on lands covered under contract with or licensed by the State or governmental agency of the State. As such, should inadvertent discoveries of cultural resources occur during the duration of the project, our office shall be notified so that we may

evaluate whether the resources should be preserved in the public interest (as specified at Section 41.35.070[d]).

Thank you for submitting additional information on the Katlian Bay Road State Project. We look forward to continue consultation on developing a Memorandum of Understanding for archaeological monitoring during construction. Please contact Mark Rollins at 269-8722 or [mark.rollins@alaska.gov](mailto:mark.rollins@alaska.gov) if you have any questions or if we can be of further assistance.

Sincerely,

A handwritten signature in cursive script, reading "Judith E. Bittner". The signature is written in black ink and is positioned above the typed name.

Judith E. Bittner  
Chief, OHA

JEB:mwr



THE STATE  
of **ALASKA**

GOVERNOR BILL WALKER

Department of Transportation and  
Public Facilities

SOUTHCOAST REGION  
DESIGN & ENGINEERING SERVICES  
Preconstruction

6860 Glacier Highway  
PO Box 112506  
Juneau, Alaska 99801-2506  
Main: (907) 465-1799  
Toll free: (800) 575-4540  
Fax: (907) 465-2030  
TTY-TDD: (800) 770-8973  
dot.state.ak.us

In Reply To:  
SIT Katlian Bay Road State Project # Z-67672-0000  
Finding: No Historic Properties Affected  
OHA Additional Information  
October 22, 2015

Ms. Judith Bittner, Chief  
Alaska Office of History and Archaeology  
550 W. 7th Avenue, Suite 1310  
Anchorage, AK 99501-3565

Dear Ms. Bittner:

We received your October 8, 2015 response to our determinations of eligibility (DOE) on four properties for the Katlian Bay Road, State Project #67672, and finding of No Historic Properties Affected (September 3, 2015). Per your request for additional information on the historical context and eligibility for SIT-1012, SIT-1014, SIT-1016, and SIT 1017 is provided, as is an expanded discussion on the Area of Potential Effect (APE) to include indirect effects. In regard to comments regarding initiation and consultation under 36 CFR § 800.16 (d), additional clarification is included in this letter.

#### **DOE Discussion**

In response to your comments regarding our determinations of eligibility for SIT-1012, SIT-1014, SIT-1016, and SIT 1017, a review of these four sites is provided in Attachment A to this letter. Tables 1 through 4 in the Attachment present a more refined eligibility discussion for each site with their respective link to a historical context. We have also provided a revised Figure 4 in Attachment A (revised from the September 3, 2015 Finding of Effect letter) that shows the locations of the sites discussed.

#### **Area of Potential Effect, including Indirect Effects**

The APE for the project as described in our Finding of Effect letter includes the approximate 9-mile road corridor plus approximately 25 to 40 feet (~7.5 to 12.25 meters) on both sides from the centerline of the proposed road. The APE includes areas for pullouts, grubbing, staging, access areas, and bridge emplacements as well as the existing USFS road which would provide temporary access during construction.

An indirect effects APE was not originally defined for the project but would include those State of Alaska lands, United States Forest Service (USFS) lands, and Shee Atika lands that would now be more accessible as a result of the proposed road. Sightseeing by vehicle along the entire 9-mile road is expected to be a popular pastime but impacts from that activity would be confined to the roadway, constructed turnouts, and established viewpoints.

The State lands near the Beginning of Project (BOP) at the north end of Halibut Point Road are already frequented by Sitka residents for hunting, hiking, picnicking, and camping. A USFS campground at the terminus of Halibut Point Road is a popular destination and has provided a staging area for hikers and hunters to Mosquito Cove and Katlian Bay for many years. Indirect effects from the proposed road along this portion would be limited to a slight increase in users continuing to participate in hunting, hiking, and berry picking activities.

The approximately 2 mile-long corridor of USFS lands that the proposed alignment crosses is relatively steep and rugged terrain that has demonstrated a lower potential for cultural resources. The indirect effect from additional users as a result of the proposed road would likely be limited to an increase in hunting pressure rather than future commercial or residential development. Furthermore, State regulations prohibit hunting within ¼ mile of a State highway so any additional hunting pressure would be widely dispersed along this corridor.

The Shee Atika Urban Corporation lands are private lands that would see an increase in use from hiking, fishing, hunting, and berry-picking as well as commercial rock quarry development. Although there are no near-term plans for other types of commercial or residential development on the Shee Atika lands, future commercial or residential development is likely in the long term as a result of the proposed road. The majority of potentially affected lands have already been disturbed by extensive logging activities. Numerous logging roads crisscross the Shee Atika lands that have received continuous use since logging activities ceased several years ago. A USFS Log Transfer Facility (LTF) at the head of Katlian Bay has provided a water access point for hunters and fisherman using Off-Highway Vehicles (OHV) on the existing logging roads throughout the Katlian River basin. As these are Native Corporation lands, DOT&PF would presume impacts from increased outdoor activities as well as commercial or residential development would be conscientiously addressed during planning and construction by both the Shee Atika Urban Corporation and the Sitka Tribe of Alaska (STA).

Indirect effects to cultural resources as a result of the proposed Katlian Bay road on USFS lands beyond the end of the project have been addressed in the Sitka Access and Travel Management Revised Environmental Assessment (EA) completed by the USFS in 2007. The purpose of the EA was to evaluate environmental impacts associated with the direct, indirect, and cumulative effects of allowing existing USFS roads in the Sitka Ranger District, including the existing Katlian River roads, to remain open for vehicle use, permanently closing, or storing those roads for future use. During the EA process, the US Forest Service conducted Heritage Resource Surveys of the area and, under Section 106 of the National Historic Preservation Act, found no historic properties would be affected by their actions.

#### **Applicability under 36 CFR § 800.16 (d)**

The State of Alaska was given transportation and utility easements within the Tongass National Forest by Congress under PL 109-59 ("section 4407"), which provides as follows: "Notwithstanding any other provision of law, the reciprocal rights-of-way and easements identified on the map 92337 and dated June 15, 2005 are hereby enacted into law". A copy of map 92337 is enclosed as Attachment B.

The Katlian Bay road project is approximately 9 miles long and the alignment passes through approximately 2 miles of one of these congressional easements. These easements are akin to the Omnibus Act Easements the State received from Congress at Statehood for various transportation corridors throughout the State. Since the State holds property rights for this portion of the alignment across federal lands, there is no USFS action to trigger Section 106 of the National Historic Preservation Act.

#### **Initiation and Consultation Discussion**

The Katlian Bay Road Project design and development has complied with all applicable Federal and State laws and regulations as well as existing DOT&PF policies pertaining to public involvement and tribal consultation. Scoping letters were sent to State, Federal, and City and Borough agencies on March 4, 2015.

Comments on the proposed project were requested from the following agencies:

Perry Edwards, USFS, Sitka	Melissa Dinsmore, USFS, Sitka
Matthew LaCroix, USEPA Region 10, Anchorage	Becky Fauver, USEPA Region 10, Seattle
Steve Brockmann, USFWS, Juneau	James Helfinstine, USCG, Juneau
Linda Speerstra, USACE, Sitka	William Ashton, ADEC, Anchorage
Jon Kurland, NOAA Fisheries, Juneau	HCD-Juneau, NOAA Fisheries, Juneau
Jackie Timothy, ADF&G, Juneau	David Gann, ADNR, Juneau
The Honorable Mim McConnell, Mayor, City of Sitka	Maegan Bosak, Planning, City and Borough of Sitka
Marlene Campbell, Sitka Government Relations	

In addition, a Public Notice requesting comments was published in the Sitka Sentinel and on the State of Alaska website on March 4, 2015 and March 14, 2015. A Public Meeting was conducted in Sitka on March 18, 2015.

Under the policy established by Alaska Administrative Order 186, regarding State and Tribal relationships, Initiation of Consultation letters were sent to the following entities on March 4, 2015:

- Sitka Tribe of Alaska
- Central Council Tlingit & Haida Indian Tribes of Alaska
- Shee Atika Incorporated
- Sealaska Corporation
- Sealaska Heritage Institute

DOT&PF also followed established Policy and Procedures outlined in DOT&PF P&P 1.03.010 for Government-To-Government Relations with the Federally-Recognized Tribes of Alaska by conducting direct Government-to-Government Consultation between the State of Alaska and the Sitka Tribe of Alaska on March 19, 2015.

Under the Alaska Historic Preservation Act, on March 4, 2015, Initiation of Consultation letters were submitted to your office and to the Sitka Historic Preservation Commission.

DOT&PF has also consulted with the USFS for all aspects, including cultural and historic resources, of the proposed Katlian Bay Road since project inception. On September 9, 2015, DOT&PF provided the USFS with a copy of the Cultural Resources Survey as well as our Findings of Effect letter.

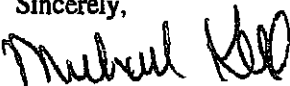
### **Memorandum of Understanding**

Pursuant to our telephone conversation with you on October 12, 2015, DOT&PF agrees to enter into a Memorandum of Understanding (MOU) with your office for archeological monitoring during construction with the Sitka Tribe of Alaska as a concurring party. A draft MOU will be developed by DOT&PF for review by your office with the understanding that the final signed MOU must be completed prior to start of construction.

### **Finding of Effect**

DOT&PF continues to find no historic properties affected by the proposed project.

Please direct your concurrence or comments to me at the address above, by telephone at 907-465-4715, or by e-mail at michael.kell@alaska.gov.

Sincerely,  
  
Michael Kell  
Cultural Resources Specialist  
DOT&PF Southcoast Region

**Enclosures:**

*Attachment A – Eligibility Review of Katlian Bay Road DOE's*  
*Attachment B – Congressional Easements Map No. 92337*

**cc w/ enclosures:**

Ken Cameron, Shee Atika Incorporated  
Richard Peterson, Central Council Tlingit & Haida Indian Tribes of Alaska  
Michelle Metz, Sealaska Corporation  
Michael Baines, Sitka Tribe of Alaska  
Jeff Feldpausch, Sitka Tribe of Alaska

**cc w/o enclosures:**

Laurie Mulcahy, DOT&PF, Cultural Resources Manager  
Keith Karpstein, P.E., Katlian Bay Road Project Manager, DOT&PF Southcoast Region  
Jane Gendron, Regional Environmental Manager, DOT&PF Southcoast Region  
Pam Gunther, Life Sciences Lead, Amec Foster Wheeler



## ATTACHMENT A

**Table 1. Gájaa Héén CMTs (SIT-1012) Eligibility Review<sup>1</sup>**

Criterion	Revised Description Showing Potential Link to Historical Context
<p><b>Criterion A</b> - The resource is associated with events that have made a significant contribution to the broad patterns of our history</p>	<p>The Kiksadi March of 1804 (SIT-778) occurred at a similar date as the date of this CMT area. Potentially, that march (1804 trail from Indian River Valley to Peril Strait) may have occurred in the same area as SIT 1012, but there is no confirmation of the exact location of the march. Thus, there is no documentation or verification that CMT 1012 is associated with the Kiksadi March. Note that there are no distinctive markings or attributes of the CMT's that would allow an association with the Kiksadi march event.</p> <p>Similarly, the Starrigavan Midden and Garden Site (SIT-00229) which is also in the vicinity, has no documentation or proof that the historical SIT 1012 is associated with SIT 00229.</p>
<p><b>Criterion B</b> - The resource is associated with the lives of persons significant in our past</p>	<p>The Kiksadi March is the only known historical event that might have occurred about 200 years ago in the area of the SIT 1012. There are no names of Kiksadi chiefs associated with this march or the Starrigavan Midden and Garden Site (SIT-00229) or the Mosquito Cove Shell Midden (SIT-237). There are no distinctive characteristics of the CMTs to provide an association with the participants of the march or other event. There are no CMT unique characteristics or tree markings that would allow association with specific individuals or historic events.</p>
<p><b>Criterion C</b> - The resource embodies 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</p>	<p>The CMTs (figures shown in the cultural resources inventory report) are typical of CMTs in Southeast Alaska and are not unique in appearance or design. Note that this criterion is used for architectural properties and is not directly relevant to CMTs. As stated previously, however, the CMT site does not demonstrate unique characteristics that warrant special management practices.</p>
<p><b>Criterion D</b> - The resource has yielded or may be likely to yield information important in prehistory or history</p>	<p>The CMTs are not associated with prehistory (200 years of age), are a frequent occurrence in Southeast Alaska, and their design does not provide important information from a historical perspective. The historic value of the CMTs is associated with typical First Nation practices for acquiring cedar bark. There are no unique characteristics of the CMTs that would add to our current understanding of the use of this resource.</p>

<sup>1</sup> Site Description - Gájaa Héén CMTs represent three Sitka spruce trees with deep blaze scars dating to 200+ years ago.

**Table 2. Katlian Bay CMTs (SIT 1014) Eligibility Review<sup>1</sup>**

<b>Criterion</b>	<b>Revised Description Showing Potential Link to Historical Context</b>
<b>Criterion A</b> - The resource is associated with events that have made a significant contribution to the broad patterns of our history	These trees are approximately 984 feet (300 meters) above and behind SIT-237, the Mosquito Cove Shell Midden. However, it is unknown if the two sites are linked and the CMTs by themselves do not demonstrate a significant contribution to our history
<b>Criterion B</b> - The resource is associated with the lives of persons significant in our past	There is no significant person associated with these CMTs or the nearest known site (Mosquito Cove Shell Midden). There are no CMT unique characteristics or tree markings that would allow association with specific individuals or historic events.
<b>Criterion C</b> - The resource embodies the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction	The CMTs (figures shown in the cultural resources inventory report) are typical of CMTs in Southeast Alaska and are not unique in appearance or design.
<b>Criterion D</b> - The resource has yielded or may be likely to yield information important in prehistory or history	Altogether, CMTs yield information that cedar bark was stripped from trees by Native Americans for a variety of uses and throughout prehistory and history; however, these CMTs do not yield additional unique information on this Native American use.

<sup>1</sup> **Site Description** – The Katlian Bay CMT (SIT-1014) cluster consists of seven cedar triangle bark striped culturally modified trees.

**Table 3. Mary Moore Cabin (SIT 1017) Eligibility Review<sup>1</sup>**

<b>Criterion</b>	<b>Revised Description Showing Potential Link to Historical Context</b>
<b>Criterion A</b> - The resource is associated with events that have made a significant contribution to the broad patterns of our history	This cabin was the result of a personal request for a special use permit but is not associated with an event that has a significant historical contribution. After World War II, homesteading and the request for recreational cabins increased in Alaska after veterans returned from the war, and this request was consistent with this Alaska trends after World War II and is not unique.
<b>Criterion B</b> - The resource is associated with the lives of persons significant in our past	Mary Moore (whose name is associated with the cabin on the USFS special use permit) is not a person significant to our past history. There is no information available for this person.
<b>Criterion C</b> - The resource embodies the distinctive characteristics of a type, period, or	From field investigations, the 1948 cabin has collapsed, its contents scattered, and the area is overgrown. A worn pathway from the head of the bay to the bay still exists with corduroy logs in places. Two log bridges

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	were also noted. It is believed that, likely before its collapse, the cabin was altered with modern materials such as metal roofing. Two sides of the log cabin were noted and the chimney still stands. The cabin was not constructed of high artistic value and does not have unique construction characteristic of a master. The architectural characteristics appear to have lost integrity.
<b>Criterion D</b> - The resource has yielded or may be likely to yield information important in prehistory or history	The cabin was permitted in 1948 as a recreational cabin and does not yield important historical information. The cabin was used as a recreational property and, as such, does not represent important aspects of historic life ways or behavior. The cabin's deterioration also results in it not yielding important historical information. Finally, the archival record of the individuals and use of the property does not provide enough information to provide a useful historic context in which to analyze the artifacts for new interpretations of history

<sup>1</sup> Site Description -- The Mary Moore Cabin coincides with a 1948 Forest Service Special Use Permit for a recreational cabin.

**Table 4. Mary Dean Homestead (SIT-1016) Eligibility Review<sup>1</sup>**

<b>Criterion</b>	<b>Revised Description Showing Potential Link to Historical Context</b>
<b>Criterion A</b> - The resource is associated with events that have made a significant contribution to the broad patterns of our history	The homestead is an attempt in the 1930s to start a dairy farm, as well as graze cattle and horses and raise foxes in the Katlian Bay area. This attempt at farming is not a unique significant contribution to history for Southeast Alaska. Homesteading in Alaska is described by BLM ( <a href="http://www.blm.gov/ak/st/en/prog/cultural/ak_history/homesteading/history_of_homesteading.html">http://www.blm.gov/ak/st/en/prog/cultural/ak_history/homesteading/history_of_homesteading.html</a> ) and this homestead is a typical representation of the 3,277 homesteads throughout Alaska.
<b>Criterion B</b> - The resource is associated with the lives of persons significant in our past	Mary Dean, Tom Wood, and Gordon Barrett (all associated with this homestead) are not considered a significant people in our history and are not known outside the farming activity in Katlian Bay. Mary Dean was a single person who started farming in the Katlian Bay area in the late 1920s. She farmed the area until the late 1930s when she returned to Los Angeles (due to poor health) and passed away. The homestead cabin was likely constructed during the time Mary Moore farmed the area. Tom Wood and Gordon Barrett (people who supported Mary Dean in farming) are also not known for their contributions to history.
<b>Criterion C</b> - The resource embodies 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	The homestead consists of two rows of animal cages, a depressed foundation, and a large clearing believed to be the former pasture. These remains are not considered of high artistic value or represent the work of a master.

<p>that represent a significant and distinguishable entity whose components may lack individual distinction</p>	<p>There is no remaining architectural value as the structure has lost integrity.</p>
<p><b>Criterion D</b> - The resource has yielded or may be likely to yield information important in prehistory or history</p>	<p>The homestead (constructed in the 1930s) does not demonstrate unique or important information to the history of the area. Activities associated with the homestead (farming) are commonplace activities throughout Baranof Island during this time period. The site does not appear to have the potential to contribute to specific research themes. Finally, the archival record of the individuals and use of the property does not provide enough information to provide a useful historic context in which to analyze the artifacts for new interpretations of history.</p>

<sup>1</sup>Site Description – the Mary Dean Homestead is a 1934 homestead identified through the Bureau of Land Management's General Land Office.



THE STATE  
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GOVERNOR BILL WALKER

**Department of Natural Resources**  
DIVISION OF PARKS AND OUTDOOR RECREATION  
OFFICE OF HISTORY AND ARCHAEOLOGY

550 West 7<sup>th</sup> Avenue, Suite 1310  
Anchorage, AK 99501-3565  
Main: 907.269.8721  
Fax: 907.269.8908

October 8, 2015

File No.: 3130-2R DOT&PF / 2015-01479

Subject: SIT Katlian Bay Road State Project # Z676720000

Michael Kell  
Department of Transportation & Public Facilities  
6860 Glacier Highway  
PO Box 112506  
Juneau, AK 99801-2506

Dear Mr. Kell,

The Office of History and Archaeology (OHA) received your letter (dated September 3, 2015) on September 8, 2015 as well as the reports titled *Katlian Bay Road Construction Cultural Resources Inventory*, *NRHP Evaluations of Historic Properties* and *Katlian Bay Road Construction Supplemental Field Survey, July, 2015*. Following our review of the submitted materials, we are unable to concur with your determinations of eligibility for SIT-1012, SIT-1014, SIT-1016, and SIT-1017. Although the initial survey report provided a detailed historic context for the area, it did not adequately link the historic context to the four sites in the section titled *9 Eligibility Recommendations*. Further discussion as to why the sites are not eligible under Criterion A, B, C, and D is necessary to justify your determinations.

AHRS #	Site Name	DOT&PF Determination	SHPO Comment
SIT-1012	Gájaa Héen CMTs	Not eligible	Further discussion under Criteria is necessary
SIT-1014	The Katlian Bay CMT	Not eligible	Further discussion under Criteria is necessary
SIT-1016	Mary Dean Homestead	Not eligible	Further discussion under Criteria is necessary
SIT-1017	The Mary Moore Cabin	Not eligible	Further discussion under Criteria is necessary

We also reviewed the submitted materials pursuant to Section 41.35.070 of the Alaska Historic Preservation Act (AHPA) and are unable to concur with your finding of no historic properties affected at this time. Following our review, we believe the project

should be initiated for consultation and review under Section 106 (*36 CFR § 800*) of the National Historic Preservation Act (NHPA), because a segment of the project is located on Federal lands (U.S. Forest Service). Please note that the area of potential effects (APE), as defined at *36 CFR § 800.16 (d)*, should encompass the geographic area within which an undertaking may directly or indirectly affect historic properties. The initial report described the purpose of the project as to provide increased recreational and subsistence opportunities on Baranof Island within U.S. Forest Service managed lands. As such, we believe that the APE needs to also consider indirect effects caused by increased access to the area from the proposed road.

The submitted materials consisted of a draft Memorandum of Understanding for the subject project. The agreement document references AHPA (A.S.41.35.070), but does not include the Alaska Department of Natural Resources (DNR) as a signatory. Please keep in mind that DNR is the authority for implementing AHPA and must be included throughout consultation and as a signatory if AHPA is applicable.

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.

Thank you for the opportunity to review and comment on the subject project. We look forward to continued consultation on the project pursuant to Section 106 of NHPA. Please contact Mark Rollins at 269-8722 or [mark.rollins@alaska.gov](mailto:mark.rollins@alaska.gov) if you have any questions or if we can be of further assistance.

Sincerely,



Judith E. Bittner  
Chief, OHA

JEB:mwr



THE STATE  
of **ALASKA**  
GOVERNOR BILL WALKER

## Department of Transportation and Public Facilities

SOUTHCOST REGION  
DESIGN & ENGINEERING SERVICES  
Preconstruction

6860 Glacier Highway  
PO Box 112506  
Juneau, Alaska 99801-2506  
Main: (907) 465-1799  
Toll free: (800) 575-4540  
Fax: (907) 465-2030  
TTY-TDD: (800) 770-8973  
dot.state.ak.us

In Reply Refer To:  
SIT Katlian Bay Road State Project # **Z676720000**  
Finding: No Historic Properties Affected  
September 3, 2015

Ms. Judith Bittner, Chief  
Alaska Office of History and Archaeology  
550 W. 7th Avenue, Suite 1310  
Anchorage, AK 99501-3565

Dear Ms. Bittner:

The Alaska Department of Transportation and Public Facilities (DOT&PF) is proposing to construct a new road on Baranof Island in the vicinity of Katlian Bay, in the City and Borough of Sitka, Alaska. The project is within sections 2, 3, 34, 35, 25, and 25 of Sitka A-5 and sections 25, 30, 29, 20, 21, and 22 of Sitka A-4 in Township 54S, Range 64E, Township 54S, Range 65E, and Township 55S, Range 64E of the Copper River Meridian (Figure 1).

Pursuant to AS 41.35.070, Preservation of Historic, Prehistoric, and Archaeological Resources Threatened by Public Construction, DOT&PF finds that no historic properties would be affected by the proposed project.

### **Project Description**

The Katlian Bay Road project would construct approximately 9 miles of new single-lane, unpaved road with bridge crossings. The project would begin at the northern end of Halibut Point Road, extend east along the south shoreline of Katlian Bay, cross the Katlian River, and end 4 miles east of the Katlian Bay estuary at the boundary between Shee Atika and U.S. Forest Service lands. The project is located on U.S. Forest Service (USFS), Shee Atika Corporation, State of Alaska lands, and adjacent to private land (Figure 2).

### **Area of Potential Effect**

The area of potential effect (APE) for the project includes the approximate 9-mile road corridor plus approximately 25 to 40 feet (~7.5 to 12.25 meters) on both sides from the centerline of the proposed road (Figure 3). The APE includes areas for pullouts, grubbing, staging, access areas, and bridge emplacements as well as the existing USFS road which would provide temporary access during construction.

### **Identification Efforts**

In September 2014, DOT&PF consulted the Alaska Heritage Resources Survey (AHRs) for cultural resource sites in the Katlian Bay area. The area was field surveyed in September, 2014 and again in March, 2015. The survey included areas of traditional land use and an investigation into the oral history.

In June 2015, a cultural resource report<sup>1</sup> was completed for the proposed project (enclosed). This report determined the eligibility for the National Register of Historic Places (NRHP) for the four AHRS sites (listed below) in the project area. In July 2015, a supplemental survey and report<sup>2</sup> was completed (enclosed), addressing a portion of the temporary access road.

Four sites were documented and given AHRS numbers by the Office of History and Archeology (OHA). Two separate clusters of culturally modified trees (CMTs) were identified within the APE (SIT-1012, SIT-1014), and a homestead (SIT-1016), and a USFS Special Use Permit Cabin (SIT-1017) were found adjacent to the project area.

**Gájaa Héen CMTs (SIT-1012)** are all Sitka spruce trees with deep blaze scars dating to 200+ years. Oral history reports the Kiks.ádi Survival March route in this immediate area. No physical or archival evidence show that these trees are directly associated, so this evidence would be very difficult to obtain.

**The Katlian Bay CMT (SIT-1014)** cluster consists of seven cedar triangle bark striped culturally modified trees. These trees are approximately 984 feet (300 meters) above and behind SIT-237, the Mosquito Cove Shell Midden, previously identified by Archaeologist Madonna Moss. No direct evidence was noted relating these two sites.

**Mary Dean Homestead (SIT-1016)** a 1934 homestead was identified through the Bureau of Land Management's General Land Office records. Although fur pens are recognizable by their materials and a palisade-style foundation was noted among miscellaneous rubble, the house no longer exists and was likely washed out of the valley by a flooding episode.

**The Mary Moore Cabin (SIT-1017)** is the site of a 1948 USFS Special Use Permit recreational cabin. A boardwalk pathway with several log bridges leads from the bay to the remains of the cabin.. The concrete chimney is still erect amongst the overgrown Devil's Club and other vegetation. This cabin was altered with modern material and is in a collapsed state.

#### **Finding of Effect**

Sealevel Consulting recommends and DOT&PF agrees that the following sites are not eligible for listing in the NRHP:

- Gájaa Héen CMTs (SIT-1012),
- The Katlian Bay CMT (SIT-1014),
- Mary Dean Homestead (SIT-1016), and
- The Mary Moore Cabin (SIT-1017).

Due to the fact that the four listed sites within and adjacent to the APE were not found eligible and that DOT&PF's supplemental field investigation did not encounter any cultural resources within the APE; DOT&PF finds that there would be no historic properties affected by the proposed project.

Although cultural resource investigations did not uncover physical remains of significant historic resources in the project APE, oral history accounts of resource extraction, of a Shaman burial, an association with the Kiks.ádi Survival March (SIT-778), and an isolated stone tool find (SIT-920) in the Coxe River of the Katlian Basin. DOT&PF proposes that an archaeological monitor be present (as will be set forth in an MOU with the Sitka Tribe of Alaska discussed in more detail in the Consulting Efforts section of this letter).

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<sup>1</sup> *Katlian Bay Road Construction, Cultural Resources Inventory, NRHP Evaluations of Historic Properties, Sealevel Consulting for Amec-Foster-Wheeler & LEI Engineering. June 2015.*

<sup>2</sup> *Katlian Bay Road Construction Supplemental Field Survey, July 2015.*



Monitoring is proposed for any earth disturbing activities in Katlian Bay area at the beginning of the project to the mouth of Katlian Bay (Station 6+00 to Station 71+00) and along the south shore of Katlian Bay to the end of the project (Station 232+00 to Station 492+00), as well as in the vicinity of the Coxe River.

Archeological monitoring is not proposed for the project area between station 71+00 and 232+00, where there is low probability for cultural resources due to the steep nature of the terrain and the high altitude of the central portion of for this area. ( See Figure 4).

Additionally, archeological monitoring is proposed for all wetland mitigation sites involving earth disturbing activities. These areas (not shown on the enclosed drawing) are adjacent to the proposed project and are proposed for new rearing ponds and connecting channels constructed as mitigation for unavoidable impacts to wetlands and other waters of the U.S.

### Consultation Efforts

All of the following parties have been consulted in a March 4, 2015 Consultation-Initiation and are being notified of this finding

- Alaska Office of History and Archaeology (OHA)
- Sitka Tribe of Alaska
- Central Council Tlingit & Haida Indian Tribes of Alaska
- Shee Atika Incorporated
- Sealaska Corporation
- Sealaska Heritage Institute
- Sitka Historic Preservation Commission

Correspondence received from OHA indicated no objections to the proposed APE or proposed level of study effort. Faleene Worrell, a board member and shareholder of Shee Atika responded in support of the project because of the expanding tourist, rock source, and road opportunities.

Shee Atika Incorporated responded that the road would not impact places of traditional, religious, and cultural importance to Shee Atika.

On March 19, 2015, the Sitka Tribe of Alaska (STA) requested Government-to-Government Consultation between the State of Alaska and the Sitka Tribe of Alaska to discuss the proposed project's potential impacts to their culture and traditional subsistence usage of the forest and streams in the project area. DOT&PF staff traveled to Sitka and met with Tribal Council members as well as STA resource protection staff on April 8, 2015. Based on that meeting DOT&PF agreed to conduct archeological monitoring and to enter into a Memorandum of Understanding (MOU) with the STA to address monitoring during construction in previously undisturbed ground in areas that may contain artifacts or sites of traditional religious and cultural importance. DOT&PF has had additional conversations with the STA to further refine various stipulations, including treatment of human remains and how inadvertent discoveries would be addressed, should they be made, during construction.

Please direct your concurrence or comments to me at the address above, by telephone at 907-465-4715, or by e-mail at michael.kell@alaska.gov.

Sincerely,



Michael Kell  
Cultural Resources Specialist  
DOT&PF Southcoast Region

Enclosures:

Figure 1 Katlian Bay Project Location Map

Figure 2 Katlian Bay Road Project Alternative Evaluations for Engineering and Environmental Constraints

Figure 3 Area of Potential Effect (APE)

Figure 4 Katlian Bay Road Project Recommended Monitoring

*Katlian Bay Road Construction Cultural Resources Inventory, NRHP Evaluations of Historic Properties, June 2015 and cover sheet*

*Katlian Bay Road Construction Supplemental Field Survey, July, 2015 and coversheet*

*DRAFT Memorandum of Understanding Between the Alaska Department of Transportation and Public Facilities, Southcoast Region and the Sitka Tribe of Alaska for Archaeological Monitoring on the Katlian Bay Road, Project #67672 Recommended Archeological Monitoring Locations Drawing*

cc w/ enclosures:

Ken Cameron, Shee Atika Incorporated

Richard Peterson, Central Council Tlingit & Haida Indian Tribes of Alaska

Michelle Metz, Sealaska Corporation

Michael Baines, Sitka Tribe of Alaska

Jeff Feldpausch, Sitka Tribe of Alaska

cc w/o enclosures:

Laurie Mulcahy, DOT&PF, Cultural Resources Manage

Keith Karpstein, P.E., Katlian Bay Road Project Manager, DOT&PF Southcoast Region

Jane Gendron, Regional Environmental Manager, DOT&PF Southcoast Region

Pam Gunther, Life Sciences Lead, Amec Foster Wheeler



THE STATE  
of **ALASKA**  
GOVERNOR BILL WALKER

## Department of Transportation and Public Facilities

SOUTHCOAST REGION  
DESIGN & ENGINEERING SERVICES  
Preconstruction

6860 Glacier Highway  
PO Box 112506  
Juneau, Alaska 99801-2506  
Main: (907) 465-1799  
Toll free: (800) 575-4540  
Fax: (907) 465-2030  
TTY-TDD: (800) 770-8973  
dot.state.ak.us

March 4, 2015

Re: State Project 67672, Katlian Bay Road, Sitka, Alaska  
Subject: Initiation of Consultation and Request for Comments

Ms. Judith Bittner  
Chief, Office of History and Archaeology  
550 W. 7<sup>th</sup> Avenue, Suite 1310  
Anchorage, Alaska 99501-3565

Dear Ms. Bittner,

The Alaska Department of Transportation and Public Facilities (DOT&PF) proposes to conduct a state-funded project for construction of a new road on Baranof Island in the vicinity of Katlian Bay, in the City and Borough of Sitka, Alaska (Figure 1). The Katlian Bay Road project would construct approximately nine miles of new single lane, unpaved road with bridge crossings, beginning at the northern terminus of Halibut Point Road, extending east along the south shoreline of Katlian Bay to cross the Katlian River, and terminating four miles east of the Katlian Bay estuary at the boundary between Shee Atika and U.S. Forest Service Lands.

The project is located in Township 55 South, Range 63 East, Section 2 and 3; Township 54 South, Range 63 East, Sections 25, 26, 34, and 35; and Township 54 South, Range 64 East, Sections 21, 22, 28, 29, and 30. Three alternatives were evaluated for the road location (Figure 2) with a focus on avoiding steep slopes, marine areas, wetlands, and expansive river crossings.

For purposes of the Alaska Historic Preservation Act, we are initiating this consultation with you to assist us in identifying historic properties that may be affected by the proposed project.

### **Purpose and Need**

Sitka currently has a finite road system that provides limited passenger vehicle access for recreation and subsistence activities. Furthermore, Sitka has a shortage of developable material sources for future projects on the existing road system. The purpose of the proposed Katlian Bay Road project is to provide increased recreational and subsistence opportunities on Baranof Island within U.S. Forest Service (USFS) Sitka Ranger District managed lands, provide access to Native Corporation (Shee Atika) lands, and provide access to

*"Keep Alaska Moving through service and infrastructure."*

potential new material sources on State, Federal and Native Corporation lands for possible future development.

### **Project Description**

The project would:

- Construct 9 miles of new unpaved single-lane road starting from the end of Halibut Pt. Road
- Add bridges across Katlian River and other smaller streams
- Rehabilitate portions of an existing USFS road located on Shee Atika lands
- Add intervisible road turnouts
- Add pullouts and lookouts to Katlian Bay
- Add a parking and picnic area at the trailhead to USFS lands
- Be constructed and maintained for year-round use
- Cross Alaska State lands, USFS-managed lands & Shee Atika lands

The proposed road would have a speed limit of 25 miles per hour and would include approximately 100 intervisible road turnouts and 2-foot shoulders. The new road would terminate with a trail connection to USFS Road No. 75797 where a turnaround, trailhead parking, a picnic area with a fire ring, and restroom would be constructed.

The proposed road alignment was identified from data collected during engineering and environmental field surveys performed during 2014. The project would traverse approximately 96 acres of primarily forested habitat. From initial field studies, the following would be needed

- 55 culverts ranging in diameter from 18 inches to 96 inches.
- Six arch culverts for stream crossings ranging from 96 inches to 22 feet.
- Five bridges consisting of pre-engineered structures with spans of approximately 40 feet, 45 feet, 80 feet, 104 feet, and 150 feet, respectively.

The project is planned for construction in late 2016.

### **Baseline Studies**

The following information was collected during initial field studies conducted in 2014. Further field studies are planned in 2015.

**Fish Streams.** Based on the Alaska Department of Fish and Game (ADF&G) Catalog of Anadromous Waters, the project would cross seven anadromous fish streams, although four of these crossings are upstream of anadromous reaches. The 2014 field surveys also revealed three additional unnamed and uncatalogued streams where juvenile fish (either resident or anadromous) were observed. Additionally, 24 other streams, wetlands, or floodplain features were identified that appeared to contain fish habitat and are recommended for further investigation (trapping) in 2015 to determine fish use. Based on limited field surveys, the Alaska Department of Fish and Game (ADF&G) has indicated the presence of pink salmon, chum salmon, Coho salmon, and Dolly Varden in these streams.

**Wildlife.** There are two eagle nests within 330 feet of the proposed road. Bald eagles were also commonly observed foraging in the Katlian Bay estuary. Numerous deer and bear are in the Katlian Bay area, as well as smaller mammals. DOT&PF does not expect any terrestrial Threatened and Endangered (T&E) species in the vicinity of the proposed road alignment.

**Marine Mammals.** The proposed Katlian Bay Road does not have a marine component and is not expected to impact any T&E marine mammals or any marine mammal also protected under the Marine Mammal Protection Act.

**Wetlands.** The project would cross up to 12 acres of wetlands. Field investigations would continue in 2015 to further avoid wetland impacts through road right-of-way (ROW) design. Wetland habitats that would be crossed by the proposed road primarily consist of palustrine forested and scrub-shrub wetlands. The area also contains mosaics of forested, shrub, and emergent wetland habitats.

**Cultural Resources.** Historic and cultural resource sites recorded in the Alaska Resources Heritage Survey database in the Katlian Bay area were reviewed and field surveyed in 2014, as well as areas of noted traditional land use and oral history. Although numerous and varied culturally modified trees were documented, no other cultural resources were observed along the proposed road route. A 1932 homestead was identified through the Bureau of Land Management's General Land Office records; however, the only identified structures were located outside the proposed Katlian Bay Road project boundaries.

**Construction Effects.** In addition to impacts that would occur to the natural resources present in the project vicinity, construction would nominally affect air quality, noise, and traffic at the beginning of the project. As the project begins adjacent to the Starrigavan Recreation Area, tourists and residents would be impacted by

- construction noise and traffic,
- increased use of lodging, goods, and services in the Sitka vicinity during construction, and
- increased boat traffic for transportation of equipment needed for road and bridge construction.

For project construction, the existing USFS road No. 7579 that begins at a historic log transfer facility in Katlian Bay, as well as the western portion of USFS Road No. 75797, would be used to transport bridge and road materials. These existing east/west roads would likely require some rehabilitation and temporary stream and river crossing structures to ensure construction access for the proposed Katlian Bay Road.

**Avoidance, Minimization, Mitigation.** The proposed route was selected to avoid impacts to natural resources, particularly the shoreline and estuary areas of Katlian Bay, where the initial conceived route was originally proposed. This estuary was observed to support congregations of fish, bird, and other wildlife species. By moving the road away and inland from this area, wildlife and fish species could continue to use the area and avoid periodic disturbances from road use. Additional wetland minimization is planned for 2015 as more detailed road design progresses. For unavoidable impacts to essential fish habitat, wetlands, and other waters of the U.S., DOT&PF proposes to conduct permittee-responsible mitigation efforts within the Katlian River watershed.

### **Environmental Documentation**

The DOT&PF Southcoast Region is preparing a State Projects Environmental Checklist as well as a State-Lead Environmental Assessment to address additional impacts and issues associated with Federal permitting actions.

### **Request for Comments**

We request your input on our proposal so that we can incorporate your concerns into project development. Your timely response will greatly assist our compliance efforts and the preparation of the environmental

documentation. For that purpose, we respectfully request that you respond within thirty days of your receipt of this correspondence.

If you have questions or comments related to this proposed project, I can be reached at the address above, by telephone at (907) 465-4504 or by e-mail at [john.barnett@alaska.gov](mailto:john.barnett@alaska.gov)

Sincerely,

A handwritten signature in black ink, appearing to read 'JCB', with a long horizontal line extending to the right.

John C. Barnett

Katlian Bay Road Project Environmental Coordinator

**Enclosures:**

Project Location (Figure 1)

Project Alternatives (Figure 2)

**cc:**

Mark Rollins, Archaeologist, ADNR - OHA, Anchorage

Pat Carroll, P.E., DOT&PF, Southcoast Region Preconstruction Engineer

Keith Karpstein, P.E. DOT&PF Southcoast Region Design Group Chief

Jane Gendron, DOT&PF Southcoast Region Environmental Manager

Dan Garner, DOT&PF Southcoast Region Technical Engineer

Pam Gunther, Life Sciences Lead, Amec Foster Wheeler