

**TRANSPORTATION RESEARCH BOARD
COMMITTEE ON HISTORIC AND ARCHAEOLOGICAL
PRESERVATION IN TRANSPORTATION (ADC50)
SUMMER MEETING, JULY 23-26, 2006
*PRELIMINARY PROGRAM*¹**

Sunday, July 23

2:00 – 5:00 PM **ADC50 Committee Business Meeting** (Tidewater B)

6:00 – 7:30 PM **Reception** (Sir Christopher Wren Building, Great Hall and Portico, registration required)

Monday, July 24 – Tuesday, July 25, 2006 (continuous)

8:00 AM – 5:00 PM **Interactive Poster Session/Public Involvement** (York)

Monday, July 24, 2006

8:00 AM – 12:00 PM **Plenary Session** (Chesapeake A)

The National Historic Preservation Act at 40: Will It Be Significant at 50?

Panel: John Fowler, Advisory Council on Historic Preservation; Lynne Sebastian, SRI Foundation; MaryAnn Naber, Federal Highway Administration; Kathleen Kilpatrick, Virginia State Historic Preservation Officer; Greg King, California Department of Transportation; Thomas F. King

12:00 PM – 1:00 PM **Lunch** (Sunken Gardens, registration required)

1:00 – 5:00 PM **Concurrent Sessions** (Chesapeake A and Tidewater B)

1:00 – 3:00 PM

Archaeology and Science (Chesapeake A)

Beverly Chiarulli, Indiana University of Pennsylvania; G. William Monaghan, Indiana University; Kathryn Egan-Bruhy, Commonwealth Cultural Resources Group; Elizabeth Hobbs, Minnesota Department of Transportation; Eric Voigt, Louis Berger Group; Joseph Schuldenrein

¹ All events are at the College of William and Mary's University Center unless otherwise noted. This Preliminary Program is current as of June 15, 2006. Modifications and/or clarifications will be posted as soon as they are confirmed.

Approaches to the Identification of Historic Properties for Transportation Projects: What Works, What Doesn't (Tidewater B)

Linda Stone, Dewberry; New Jersey Department of Transportation; Dave Mudge, New Jersey Department of Transportation

3:00 – 3:15 PM **Break**

3:15 – 5:00 PM

"Battlefields of the Past, Battlegrounds of the Present" (Chesapeake A)

Charles LeeDecker, Louis Berger Group; Kristen Stevens, American Battlefield Protection Program, National Park Service; Steven Smith, South Carolina Institute of Archaeology and Anthropology; Marc Holma, Virginia Department of Historic Resources; Garth Baldwin, Washington Department of Transportation; John Hutchinson, Shenandoah Valley Battlefields Foundation

"What Have We Done For You Lately?" ADC50 Research and Tools To Improve Historic Preservation and Transportation Project Delivery" (Tidewater B)

Mark R. Edwards, URS Corporation; Owen Lindauer, Federal Highway Administration; Margaret Slater, Gresham, Smith and Partners

6:30 – 8:00 PM **Banquet** (Trinkle Hall, registration required)

Speaker: Ed Chappell, Colonial Williamsburg Foundation

Tuesday, July 25, 2006

8:00 AM – 12:00 PM **Concurrent Sessions** (Chesapeake A and B)

Integrating the History and Archaeology of Historic Farmsteads (Chesapeake A)

Joseph Baker, Pennsylvania Department of Transportation (Moderator); Pennsylvania Historical and Museum Commission; Terry Klein, SRI Foundation; Joe Joseph, New South Associates; Anmarie Medin, California Department of Transportation; Elizabeth Abel, Minnesota Department of Transportation; Erica Martin Seibert, National Register of Historic Places; Dan Baily, AD Marble and Company; John Lawrence, A.D. Marble and Company

8:00 – 10:30 AM

Forty Years After the Act: Are Historic Contexts Effective Tools for Evaluation and Streamlining? (Chesapeake B)

Mary McCahon, Lichtenstein Consulting Engineers; Russell Keune; Brenda Barrett; Bruce Seeley, Michigan Technological University; Sandy Lawrence, Georgia Department of Transportation; Anne Bruder and Melissa Hess, Maryland State Highway Administration

10:30 – 10:45 AM **Break**

10:45 AM – 12:00 PM

Alligator Alley to Zakim Bridge: Results of the Nationwide Effort to Identify Exceptional Elements of the Interstate Highway System (Chesapeake B)

MaryAnn Naber, Federal Highway Administration; Bruce Seeley, Michigan Technological University

12:00 – 1:00 PM **Box Lunch** (registration required)

1:00 – 5:00 PM

Tours of Colonial Williamsburg or Jamestown (tickets required for organized group tours)

Wednesday, July 26, 2006

8:00 – 9:45 AM **Consecutive Sessions** (Chesapeake A)

The Cumulative Impacts of Transportation Projects on Cultural Resources: What Are They and How Can We Assess Them?

Thomas F. King; Lamar Smith, Federal Highway Administration

9:45 – 10:00 AM **Break**

10:00 – 12:00 PM

Turning a Sow's Ear into a Silk Purse: Integrating Section 106 with Regional Transportation Planning

Carol Legard, Advisory Council on Historic Preservation; Linda Schoch, Colorado Department of Transportation; Paul Graham, Ohio Department of Transportation; Mike Culp, Federal Highway Administration Office of Project Development and Environmental Review

12:00 PM **ADJOURN**

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SESSION ABSTRACTS**

Plenary Session: The National Historic Preservation Act at 40: Will It Be Significant at 50?

The plenary session will "celebrate" the 40th anniversary of the National Historic Preservation Act, as it relates to transportation projects and programs. The plenary session panel will review the original intent of the Act, examine what has transpired since the passing of the Act, and, most importantly, make recommendations on future directions. Panel members will have the opportunity to comment on each other's presentations and there will be time for questions from the audience.

Archaeology and Science

This session will review the current application of geophysical and geoarchaeological methods for archaeological investigations conducted for transportation projects across the country.

Approaches to the Identification of Historic Properties for Transportation Projects: What Works, What Doesn't

Identification of historic properties potentially affected by transportation projects is fundamental to making sound decisions about project effect. This session will examine approaches to the identification of historic properties which may have benefit in certain situations, but which may not be universally applicable for most transportation projects.

"Battlefields of the Past, Battlegrounds of the Present"

Battlefields are one of the most challenging historic property types in transportation planning, and they present a unique set of difficulties at many points during the Section 106 and NEPA processes. While the locations of historic battlefields are generally known, it is often necessary to use unique survey methods to identify key locations on the terrain where military events occurred. As a property type, battlefields are best treated as cultural landscapes, but it is often necessary to use a multidisciplinary team of archaeologists and historians to delineate appropriate boundaries for battlefields. Military conflicts

played an important role in our nation's history, and battlefields often have passionate advocates among the public for their preservation. The preservation and commemoration of battlefields has been an important theme in American historic preservation since the 18th century, and the preservation of important battlefields is explicitly recognized in Federal and state law. The individual presenters in this session will examine these issues from a diversity of perspectives, aiming toward the identification of best practices that are broadly applicable to other property types.

“What Have We Done for You Lately?” ADC50 Research and Tools to Improve Historic Preservation and Transportation Project Delivery

Mr. Edwards' presentation will explore the results of National Cooperative Highway Research Program Project 8-40, a two-phase study on improving current approaches to evaluating cultural resource significance (i.e. National Register eligibility) in the context of transportation projects and compliance with Section 106 of the National Historic Preservation Act. Mr. Edwards will review the 1997 “Environmental Needs in Transportation” recommendations that led to this study, which was conducted by URS Corporation from 2000-2005. The first phase of this project examined current methods used nationwide to manage and organize cultural resource inventory data and historic contexts. The phase one study also determined if information technology (IT) applications have been useful in developing inventories and contexts. Finally, the study provided recommendations regarding IT applications to improve the development and use of resource inventories and historic contexts as tools for determining National Register eligibility. The phase two study focused on the development of two prototype IT tools that would streamline and improve how resources are evaluated for National Register eligibility. A summary of both tools – the “Historic Property Screening Tool” (or HPST) and the “Electronic Cultural Resource Evaluation Library” (or ECREL) will be presented. Information on how to obtain a copy of NCHRP Report 542 will be provided.

Mr. Lindauer's discussion will focus on a recent NCHRP funded study, conducted by ICF Consulting, entitled Study of Geophysical Archaeology in Transportation Project Development. This study assessed remote sensing applications and their applicability for use by state Departments of Transportation. This study identified a series of research themes or issues, included the results of a survey of all state DOTs, presented several case studies, and offers conclusions and recommendations for next steps. The contents of a guidebook on the recommended use of this technology, as well as information on how to access the guidebook, will also be explored.

Ms. Slater's presentation will focus on two areas: historic preservation-related studies recently completed or underway for the NCHRP, and recent tools being developed by the AASHTO Center for Environmental Excellence (CEE). Three

NCHRP studies will be discussed in some detail: two under the guidance of the AASHTO Standing Committee on the Environment (*Historic Bridge Context Study* and *Historic Bridge Rehabilitation/ Replacement Decision Making*); and the third, *Managing Archaeological Investigations*, is part of NCHRP's Synthesis of Highway Practice series. Tools under development at the CEE, which will help those with and without historic preservation interests, include an on-line programmatic agreement library and a series of guides intended to assist and inform transportation project managers on technical issues. One of these guides, *Consulting Under Section 106 of the National Historic Preservation Act*, is slated for publication this summer.

Integrating the History and Archaeology of Historic Farmsteads

Abstract: The most common historic property encountered by many transportation projects is the rural historic farmstead. The architectural and archaeological components of these properties are traditionally treated separately, as if they constituted completely unrelated resources. This approach has sometimes generated redundant and unremarkable archaeological data, and contributed little or nothing to a complete and realistic assessment of the National Register eligibility of the farmstead as an integrated resource. This roundtable discussion, organized by PennDOT and the Pennsylvania Historical and Museum Commission's Bureau for Historic Preservation, will address the often difficult issue of co-evaluating the above and below ground components of these resources for National Register eligibility. Representatives from several state DOT's, the National Register, and consulting archaeologists will showcase both successful and failed approaches to a more integrated approach, and suggest some better models for future investigations.

Forty Years After the Act: Are Historic Contexts Effective Tools for Evaluation and Streamlining?

This session will explore the original concept and the reality over the past 40 years of using historic contexts to define significance under the National Register criteria and offer insights into effective practices. In a two-part session, which includes a summarizing roundtable discussion, experts involved in developing and working with the National Register criteria will discuss what historic contexts were meant to do, how that intent has or has not been implemented over the years, and DOT experience with using historic contexts as a tool to streamline the evaluation process. Are they relevant or irrelevant? Does scholarship have a place in decision making? Do historic contexts factor into streamlining?

Alligator Alley to Zakim Bridge: Results of the nationwide effort to identify exceptional elements of the Interstate Highway System.

With the approach of the 50th anniversary of the Interstate Highway System, historians and State Historic Preservation Offices began to recognize the historic significance of the world's largest infrastructure project. While its historic significance in the areas of engineering, transportation, commerce and social history is undeniable, placing the Interstate on the National Register of Historic Places was never an option. FHWA and the State DOTs had to come to grips with an approach that recognized the significance of the Interstate System while allowing the continued evolution of this vital network without the potential administrative avalanche that could have been triggered by its designation as a historic resource. The result was a pair of exemptions, one administrative and one legislative, that removed the Interstate from consideration as a historic property except for certain elements that would be recognized and celebrated as nationally significant. This presentation will highlight the results of the nationwide effort to identify those exceptional parts of the Interstate System that truly represent its achievements in engineering, transportation, and social history.

The Cumulative Impacts of Transportation Projects On Cultural Resources: What Are They and How Can We Assess Them?

The regulations implementing the National Environmental Policy Act (NEPA) and Section 106 of the National Historic Preservation Act both call for the consideration of the "cumulative impacts" of proposed federal undertakings, including federally assisted transportation projects. There is considerable confusion in both the world of NEPA practice and that of Section 106 about just what cumulative impacts are and how they should be considered. This paper attempts to define some basic approaches for discussion, using a transportation project in Northern Virginia as a case example.

It is argued that assessing cumulative impacts involves examining a proposed action in the contexts of regional and local planning and demonstrable trends in land use and development. Cumulative impact analysis must be broad and prospective, or it is pointless. However, it is much easier to conceptualize cumulative impacts in the relatively flexible context of NEPA analysis than in that of the precise effect determinations required by the Section 106 regulations. The relationship of Section 106 determinations and Section 4(f) analysis under FHWA rules is particularly problematical. Action by FHWA and/or the Advisory Council on Historic Preservation would be helpful in addressing these problems. Perspectives from the standpoints of a Section 106 practitioner and FHWA will be discussed.

Turning a Sow's Ear into a Silk Purse: Integrating Section 106 with Regional Transportation Planning

The Section 106 review process is a great forum for providing stakeholders a role in decision-making, and for resolving conflicts between transportation goals and historic places located in the path of a proposed project. However, if not initiated early in planning, the results of Section 106 review can be less than satisfying. Too often, the effects to historic properties and the public interest in protecting an important historic place come to light only after a substantial investment has been made in planning. This session looks at what three states have done to better integrate historic preservation and Section 106 review into transportation planning, and at FHWA's current guidance on the issue.