



United States Department of the Interior



U.S. FISH AND WILDLIFE SERVICE
Midway Atoll National Wildlife Refuge
Battle of Midway National Memorial
P.O. Box 50167
Honolulu, HI 96850
808-792-9480, fax: 808-792-9583

In Reply Refer To:

October 2, 2015
Sent by Email

Anan Raymond
Region 1 Archaeologist
U.S. Fish and Wildlife Service
20555 Gerda Lane
Sherwood, OR 97140

Dear Anan:

Pursuant to Section 106 of the National Historic Preservation Act (NHPA), I'm requesting consultation with you and your assistance in consulting with the Advisory Council on Historic Preservation (Council), the Hawaii Historic Foundation (HHF) and the State Historic Preservation District (SHPO) if required regarding NHPA compliance related to the issuance of a Programmatic US Army Corps of Engineers (USACE) Clean Water Act permit for the future repair of a 5,700 linear foot section of the seawall near and contiguous with the Runway Safety Area of Henderson Field at Midway Atoll National Wildlife Refuge.

This request follows our previous consultation/compliance effort with NMFS (NOAA), USACE and USFWS Ecological Services resulting in the successful repair of a small portion of the same seawall in April 2014. The project description is attached. This previous repair falls within this proposed project area and the aim of the project is to provide for a programmatic approach to compliance and permitting of seawall repairs as the FWS and FAA are able to implement them. As before, the Refuge is conducting this project in cooperation with the Federal Aviation Administration (FAA) under the advisement of the USACE and NOAA and your office and the Refuge will be the lead for consultations, compliance with federal laws and any other interagency coordination. We have contacted the appropriate office at NOAA to begin the process for Essential Fish Habitat consultation and expect this process will result in the requirement to obtain a Clean Water Act permit from the U.S. Army Corps of Engineers before any future repair project can commence.

I appreciate the support and assistance your staff provides Midway Atoll and look forward to continued collaboration. Please contact me at (808) 954-4818 or Daniel_clark@fws.gov should you have any questions about the project.

Yours in service,

Dan Clark, Refuge Manager
Midway Atoll National Wildlife Refuge
Battle of Midway National Memorial



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Midway Atoll National Wildlife Refuge
Battle of Midway National Memorial
P.O. Box 50167
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In Reply Refer To:

October 29, 2015

Dr. Alan Downer
State Historic Preservation Division
Kakuhihewa Building, Suite 555
601 Kamokila Boulevard
Kapolei, HI 96707

RE: Request for Consultation for the proposed undertaking to repair the Henderson Field seawall, Sand Island, Midway Atoll National Wildlife Refuge (NWR)/Battle of Midway National Memorial, and Papahānaumokuākea Marine National Monument, Northwestern Hawaiian Islands, U.S. Minor Islands.

Dear Dr. Downer:

The U.S. Fish and Wildlife Service (USFWS), Region 1, and the Federal Aviation Administration (FAA), pursuant to 36 CFR 800, is requesting consultation with the State Historic Preservation Division (SHPD) regarding the proposed activity to repair the Henderson Airfield seawall, because of your keen interest in Midway Atoll. The project is located on Sand Island, Midway Atoll NWR/Battle of Midway National Memorial, and Papahānaumokuākea Marine National Monument, Northwestern Hawaiian Islands, U.S. Minor Islands.

The USFWS is partnering with the FAA to solve an on-going concern regarding the failing condition of the seawall that protects the eastern end of the Henderson Airfield runway and extension, on Sand Island. Henderson Airfield is a FAA-approved publicly-owned airport that provides a primary access point to the Refuge and National Monument. The runway also serves as a FAA-designated Extended-range Twin-engine Operation Performance Standards (ETOPS) landing area that is critical to trans-Pacific air traffic safety.

Current condition of the seawall is poor. Sheet piling is deteriorating and breaking along the upper edge which is causing the blacktop along the water edge to crack and buckle as the sand and coral is washed out from beneath the paving. If the seawall collapses and erosion is not abated, the runway may need to be closed (Figures 1-3).

Project Description/Undertaking (36CFR800.3)

The USFWS and FAA propose to make repairs over the next ten years (2016-2026), as

needed, along a 5,720 ft-long (1743m) seawall located on Sand Island. The proposed action is to repair any breaches/failing portions of the seawall by partially removing damaged sheet pile and replacing it with an armor rock revetment or “armor rock” method. The revetment would consist of large rocks placed over smaller rocks, forming an interlocking, continuous sloping surface that dissipates and breaks wave energy. The rock revetment repairs would extend seaward approximately 30 ft (9m) from the current face of the seawall (Figures 4-6). The current project is divided into Area A and Area B. Area A is defined as the area that protects Henderson Airfield and the Runway Safety Area (RSA) and would total approximately 2350 linear feet (716m). Area B is the eastern extent of the runway and over-run area needed in case of an emergency landing. Area B totals approximately 3370 linear feet (1027m).

The Henderson Field runway extension was constructed in 1957 when the military mission on Midway changed to meet Cold War-era operations and the need for a longer runway. The area constructed was built-up with dredged coral and sand, supported by a sheet pile seawall. The runway extension and seawall are more than 50 years old, the project is located on federal property, and will use federal funding, therefore the project has the potential to effect historic properties and is considered an undertaking.

The USFWS is the lead agency for consulting under Section 106 of the National Historic Preservation Act (NHPA).

Area of Potential Effects (APE)

The APE includes: the “in-water work area” where the riprap will be placed to prevent the land from washing out; the “upland work area” where equipment will move in order to access the in-water work area; a haul route, and a staging area for equipment and materials (Figure 7).

Identification of Historic Properties (36CFR800.4)

Based on the *Supplemental Cultural Resources Overview Survey: Sand and Eastern Island, Midway Atoll* (Yoklavich, et al. 1994), post-World War II activities on Midway were curtailed and the atoll was abandoned in 1950. However, the Korean War and Cold War conflicts provided a need for a landing strip in the middle of the Pacific Ocean.

In particular the Cold War required a defensive communication line, based on radar mounted on planes flying from Midway to Alaska on a continuous cycle 24/7. “The Pacific Barrier operations from Midway was the largest and longest running Cold War defensive mission at Midway (1958-1965). The barrier force included 30 officers and 550 enlisted men plus the support and base operations personnel” (Denfeld in Yoklavich 1994:Appendix B-7).

“To support the Pacific Barrier a huge construction program was required at Midway. This fast-track construction program was launched in 1957 and most facilities were completed by early 1958” (Denfeld in Yoklavich 1994:Appendix B-5) (Figure 8).

“The contractor for the base construction was Hawaiian Dredging and Construction Company (HD&C). HD&C prepared harbor dredging plans and for buildings worked from designs prepared by Pereira and Luckman of Los Angeles and Harland Bartholomew of Honolulu. The projects included: Harbor dredging and expansion; Runway expansion to 7,990-foot length; Hangar; Family housing, 204 units; Barracks for 750 enlisted; Bachelor

Officer Quarters for 140 officers; New School for 750 students; Base Chapel; Galley for 1,000 enlisted men; Water catchment and reservoirs; Recreational facilities; and Fuel tanks” (Denfeld in Yoklavich 1994:Appendix B-5-6).

“The first project was harbor dredging and expansion which also supplied coral for the rest of the building program...The harbor was expanded to accommodate the largest tankers in the Navy” (Denfeld in Yoklavich 1994:Appendix B-6).

“The World War II runway was improved and a large apron added. When completed in 1958 it was 7,990-feet long. The runway included a water catchment system to collect water runoff. This water went into a settling reservoir and then was pumped into above ground water tanks” (Denfeld in Yoklavich 1994:Appendix B-6).

Evaluation of Significance and National Register of Historic Places Eligibility

Although the Cold War-era buildings and structures were not 50 years old at the time of the 1994 study, the authors provided recommendations that were accepted by the Navy and which became part of their guidance during Base Closure, including the removal of many buildings such as the family housing, school, and chapel.

Denfeld determined that “The headquarters and the control center for the Pacific Barrier was at NAS Barbers Point, Hawaii. At Midway the 7,990-foot long runway, the larger hangar, control tower, shops, and fire/crash stations tell part of the story. However, the main technological elements were the aircraft, radars, and communications equipment to relay around the clock target data to NAS Barbers Point and on to the North American Air Defense Command. Since the primary association (the technological elements) is missing, the Midway properties do not exhibit the exceptional importance of the Pacific Barrier Command” (Denfeld in Yoklavich 1994:Appendix B-22).

“Considering the events category of the National Register of Historic Places (Criterion A), the Cold War resources at Midway lack association between events and facilities. Sand Island played an important role in the Cold War, especially the Pacific Barrier operations, 1957-1965. However, the properties found at Sand Island from that radar shield do little to represent how it worked. The facilities at Midway from the Cold War do not exhibit the exceptional significance needed to be eligible for the National Register of Historic Places” (Denfeld in Yoklavich 1994:Appendix B-23).

The USFWS agrees with Denfeld’s assessment that the runway does not convey a strong association with the Pacific Barrier program and thus, the runway is ineligible to the National Register of Historic Places.

The landform included within the project APE was built in 1957-1958 from dredged coral and sand when the harbor was deepened (Figure 8), therefore, there is no potential for Native Hawaiian archaeological remains. The potential for buried remains from the Navy’s occupation of Sand Island from 1958-1996 is also very limited, because this area was always excluded from common use or residential, recreational, or official use because of the safety issues surrounding the potential for emergency landings.

Summary/Request for Consultation and Concurrence

To summarize the above discussion: the USFWS has determined that an undertaking is

occurring within a limited footprint that includes the edge of the seawall, haul roads, and staging areas. The Henderson Airfield was expanded in 1957-58 to accommodate the Pacific Barrier mission and other Cold War-era operations. The runway and many other Cold War-era buildings and structures were determined to be ineligible to the NRHP in 1994 by the Navy prior to Base Closure, during which many of the Cold War-era facilities were removed. The USFWS agrees with the Navy's 1994 assessment, that the runway is ineligible. The seawall protects the runway expansion land form, built from coral and sand dredged from the harbor. There is a very low potential for any archaeological resources to be included in the man-made landform. The sheet piling is deteriorating, but will be left in place as much as possible, with the proposed revetment repair to fill gaps and cap the old seawall. Thus, the USFWS considers this to be a No Historic Properties Effected outcome.

The USFWS is requesting the SHPD agree with the designation of the APEs, and concur that the identification effort was sufficient, and that the proposed repairs to the seawall as described will be a No Historic Properties Effected outcome. Feel free to provide any comments or concerns regarding the proposed seawall repairs to Lou Ann Speulda-Drews by December 15, 2015, so that any issues can be addressed during project planning.

Thank you for your attention to this matter, please contact Lou Ann Speulda-Drews at (775) 861-6335 or at louann_speulda-drews@fws.gov, if you have any questions or comments.

Sincerely,

Daniel W. Clark,
Refuge Manager

Attachments: APE maps and photographs.

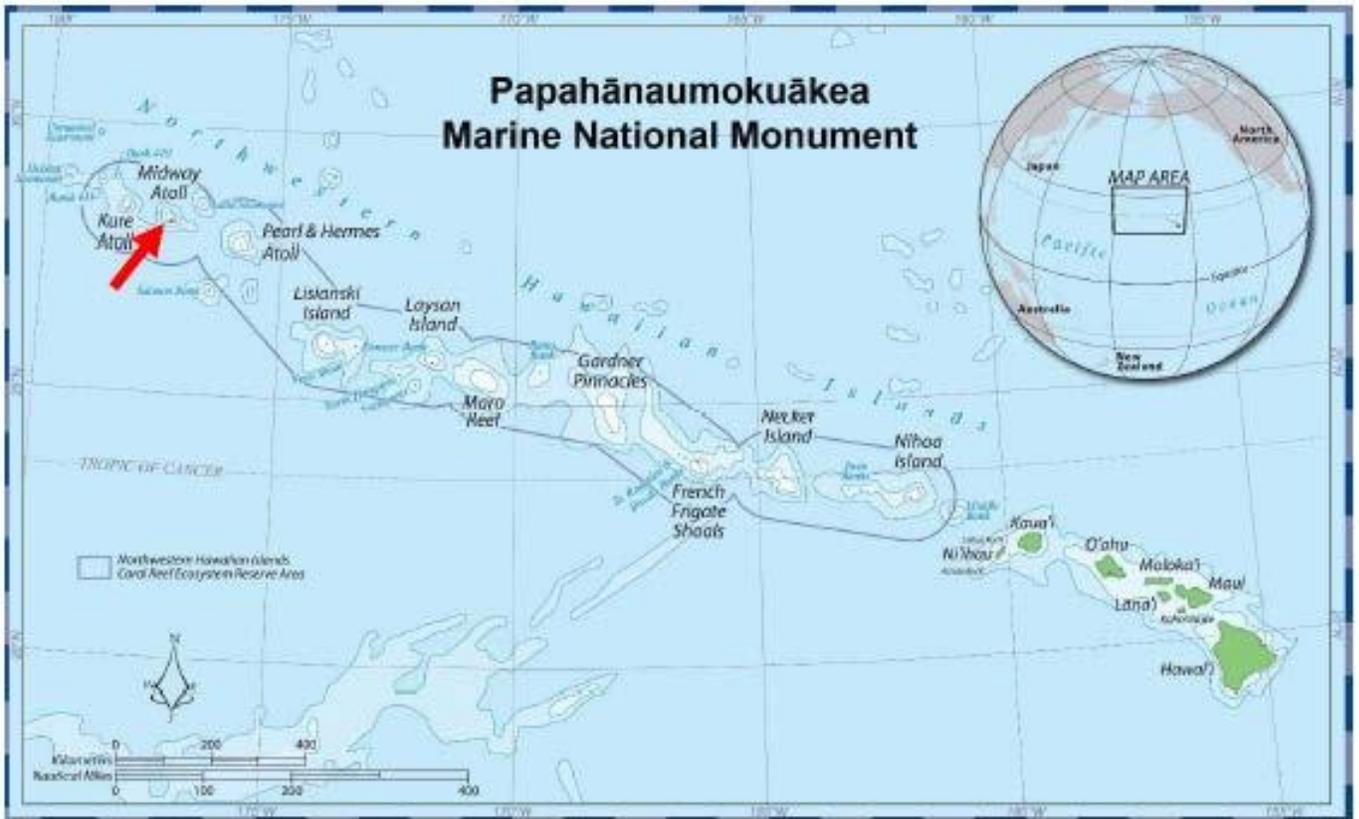


Figure 1. Location of Midway Atoll within the Hawaiian Island Chain.



Figure 2. Sand Island with 1935 shoreline and 1958 constructed shoreline and fill area associated with runway extension.



Figure 3. Existing conditions near the seawall.



Figure 4. Aerial photograph with APE, Area A and B highlighted.

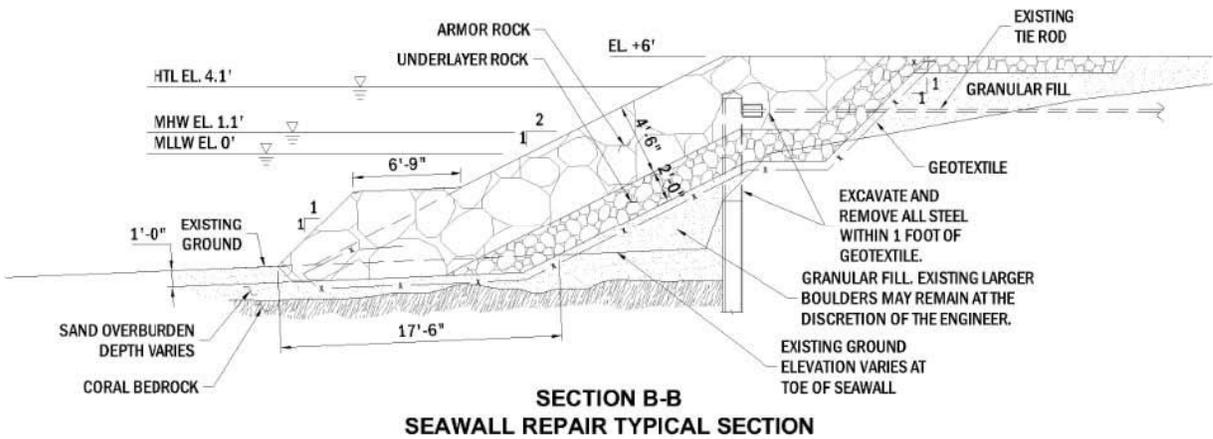


Figure 5. Cross-section of typical repair, note that original seawall will remain in place.

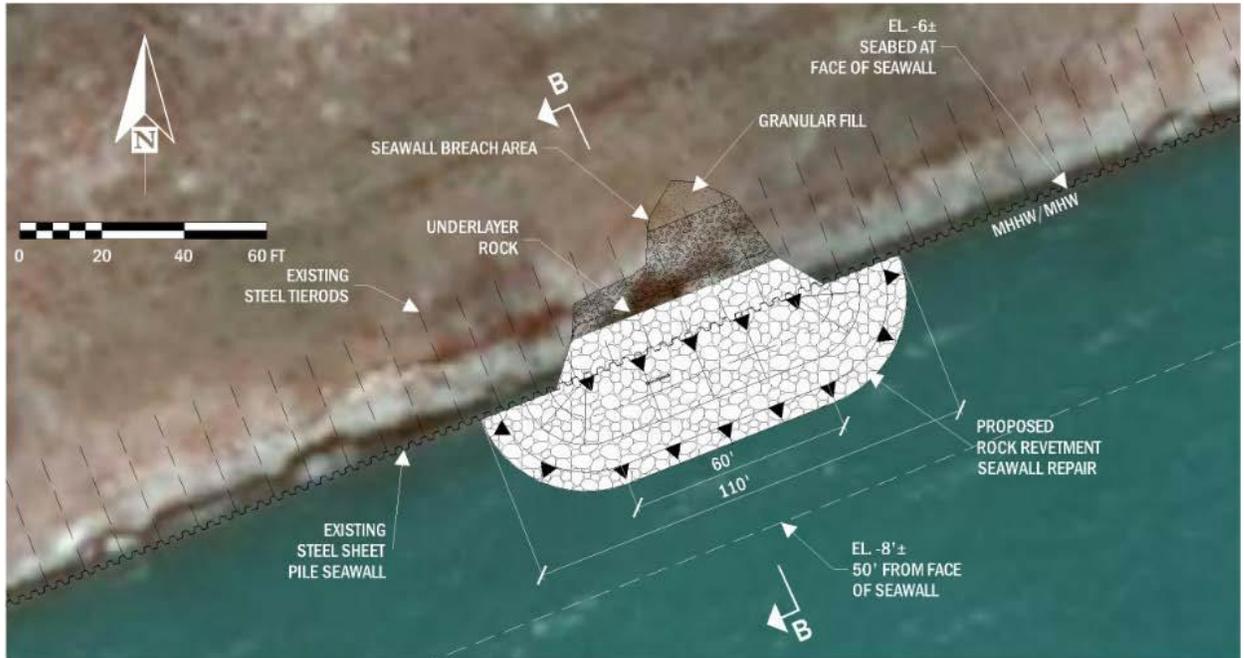


Figure 6. Proposed plan view of riprap installation.



Figure 7. Project APE, work area, haul routes, and staging areas.

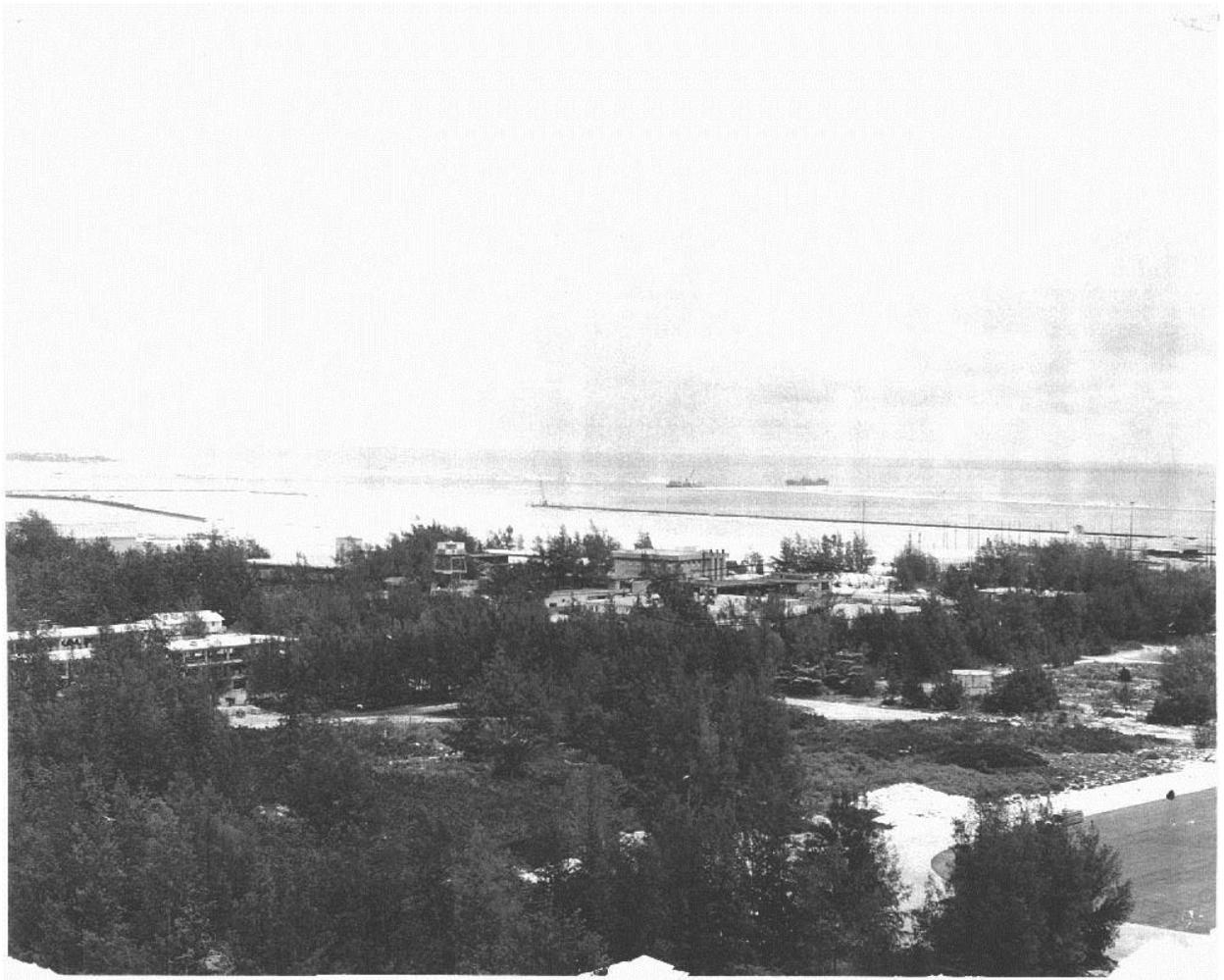


Figure 8. 1957 Overview, showing installing sheet piling being constructed.

DAVID Y. IGE
GOVERNOR OF HAWAII



SUZANNE D. CASE
CHAIRPERSON
BOARD OF LAND AND NATURAL RESOURCES
COMMISSION ON WATER RESOURCE MANAGEMENT

KEKOA KALUHIWA
FIRST DEPUTY

JEFFREY T. PEARSON
DEPUTY DIRECTOR - WATER

AQUATIC RESOURCES
BOATING AND OCEAN RECREATION
BUREAU OF CONVEYANCES
COMMISSION ON WATER RESOURCE MANAGEMENT
CONSERVATION AND COASTAL LANDS
CONSERVATION AND RESOURCES ENFORCEMENT
ENGINEERING
FORESTRY AND WILDLIFE
HISTORIC PRESERVATION
KAHOOLAWE ISLAND RESERVE COMMISSION
LAND
STATE PARKS

STATE OF HAWAII
DEPARTMENT OF LAND AND NATURAL RESOURCES

STATE HISTORIC PRESERVATION DIVISION
KAKUHIHEWA BUILDING
601 KAMOKILA BLVD, STE 555
KAPOLEI, HAWAII 96707

December 11, 2015

IN REPLY REFER TO:

LOG: 2015.03949

DOC: 1512JLP09

"no adverse effect"

Daniel Clark
Refuge Manager
United States Department of the Interior
US Fish and Wildlife Service
Midway Atoll National Wildlife Refuge
Battle of Midway National Memorial
PO Box 50167
Honolulu, HI 96850

RE: Section: Section 106 Cultural Resources Management
Agency: United States Fish and Wildlife Service (USFWS)
Project Name: ~~Repair the Henderson Field seawall~~
Location: Sand Island, Midway Atoll National Wildlife Refuge/Battle of Midway National Memorial/Papahanaumokuakea Marine National Memorial/Papahanaumoluakea Marine National Monument, Northeastern Hawaiian Islands, U.S

Dear Mr. Clark:

On November 4, 2015, the State Historic Preservation Division (SHPD) received a submittal from USFWS for repairs to Henderson Airfield at Sand Island, Midway Atoll, Northeastern Hawaiian Islands, U.S.

Per Section 106 of the National Historic Preservation Act of 1966, as amended, SHPD has reviewed the undertaking and the State Historic Preservation Officer (SHPO) **does not** concur with your determination that no historic properties will be affected within the area of potential effects of this undertaking. Henderson Airfield is eligible for listing in the National Register of Historic Places as a contributing resource to the Midway Atoll Historic District and is included within the Battle of Midway National Monument. The SHPO has determined that the effects of the proposed undertaking do not meet the criteria of adverse effect. Therefore, the project will have **no adverse effect** on historic properties within the area of potential effects for the repair of Henderson Field seawall project.

USFWS is the office of record for this undertaking. Please maintain a copy of this letter with your environmental review record for this undertaking. If you have any questions about this undertaking or if there is a change to the scope of work, please contact Jessica Puff, Architectural Historian, at (808) 692-8023 or by email at jessica.l.puff@hawaii.gov.

Mahalo,

A handwritten signature in black ink, appearing to read "Alan Downer", written over a horizontal line.

Dr. Alan Downer
Deputy State Historic Preservation Officer

In the event that historic resources, including human skeletal remains, cultural layers, cultural deposits, features, artifacts, or sinkholes, lava tubes or lava blisters/bubbles are identified during construction activities, all work should cease in the immediate vicinity of the find, the find should be protected from additional disturbance, and the State Historic Preservation Division should be contacted immediately at (808) 692-8015.



United States Department of the Interior



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Midway Atoll National Wildlife Refuge
Battle of Midway National Memorial
P.O. Box 50167
Honolulu, HI 96850
808-792-9480, fax: 808-792-9583

In Reply Refer To:

October 29, 2015

Ms. Kiersten Faulkner
Historic Hawaii Foundation
680 Iwilei Road, Suite 690
Honolulu, HI 96817

RE: Request for consultation as per Section 106 for the proposed undertaking to repair the Henderson Field seawall, Sand Island, Midway Atoll National Wildlife Refuge (NWR)/Battle of Midway National Memorial, and Papahānaumokuākea Marine National Monument, Northwestern Hawaiian Islands, U.S. Minor Islands.

Dear Ms. Faulkner:

The U.S. Fish and Wildlife Service (USFWS), Region 1, and the Federal Aviation Administration (FAA), pursuant to 36 CFR 800, is requesting consultation with Historic Hawaii Foundation (HHF) regarding the proposed activity to repair the Henderson Airfield seawall, because of your keen interest in Midway Atoll. The project is located on Sand Island, Midway Atoll NWR/Battle of Midway National Memorial, and Papahānaumokuākea Marine National Monument, Northwestern Hawaiian Islands, U.S. Minor Islands.

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Current condition of the seawall is poor. Sheet piling is deteriorating and breaking along the upper edge which is causing the blacktop along the water edge to crack and buckle as the sand and coral is washed out from beneath the paving. If the seawall collapses and erosion is not abated, the runway may need to be closed (Figures 1-3).

Project Description/Undertaking (36CFR800.3)

The USFWS and FAA propose to make repairs over the next ten years (2016-2026), as needed, along a 5,720 ft-long (1743m) seawall located on Sand Island. The proposed action is to repair any breaches/failing portions of the seawall by partially removing damaged sheet pile and replacing it with an armor rock revetment or “armor rock” method. The revetment

would consist of large rocks placed over smaller rocks, forming an interlocking, continuous sloping surface that dissipates and breaks wave energy. The rock revetment repairs would extend seaward approximately 30 ft (9m) from the current face of the seawall (Figures 4-6). The current project is divided into Area A and Area B. Area A is defined as the area that protects Henderson Airfield and the Runway Safety Area (RSA) and would total approximately 2350 linear feet (716m). Area B is the eastern extent of the runway and over-run area needed in case of an emergency landing. Area B totals approximately 3370 linear feet (1027m).

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The USFWS is the lead agency for consulting under Section 106 of the National Historic Preservation Act (NHPA).

Area of Potential Effects (APE)

The APE includes: the “in-water work area” where the riprap will be placed to prevent the land from washing out; the “upland work area” where equipment will move in order to access the in-water work area; a haul route, and a staging area for equipment and materials (Figure 7).

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“Considering the events category of the National Register of Historic Places (Criterion A), the Cold War resources at Midway lack association between events and facilities. Sand Island played an important role in the Cold War, especially the Pacific Barrier operations, 1957-1965. However, the properties found at Sand Island from that radar shield do little to represent how it worked. The facilities at Midway from the Cold War do not exhibit the exceptional significance needed to be eligible for the National Register of Historic Places” (Denfeld in Yoklavich 1994:Appendix B-23).

The USFWS agrees with Denfeld’s assessment that the runway does not convey a strong association with the Pacific Barrier program and thus, the runway is ineligible to the National Register of Historic Places.

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Summary/Request for Consultation

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era buildings and structures were determined to be ineligible to the NRHP in 1994 by the Navy prior to Base Closure, during which many of the Cold War-era facilities were removed. The USFWS agrees with the Navy's 1994 assessment, that the runway is ineligible. The seawall protects the runway expansion land form, built from coral and sand dredged from the harbor. There is a very low potential for any archaeological resources to be included in the man-made landform. The sheet piling is deteriorating, but will be left in place as much as possible, with the proposed revetment repair to fill gaps and cap the old seawall. Thus, the USFWS considers this to be a No Historic Properties Effected outcome.

The USFWS is requesting the HHF provide any comments or concerns regarding the proposed seawall repairs to Lou Ann Speulda-Drews by December 15, 2015, so that any issues can be addressed during project planning.

Thank you for your attention to this matter, please contact Lou Ann Speulda-Drews at (775) 861-6335 or at louann_speulda-drews@fws.gov, if you have any questions or comments.

Sincerely,

Daniel W. Clark,
Refuge Manager

Attachments: APE maps and photographs.

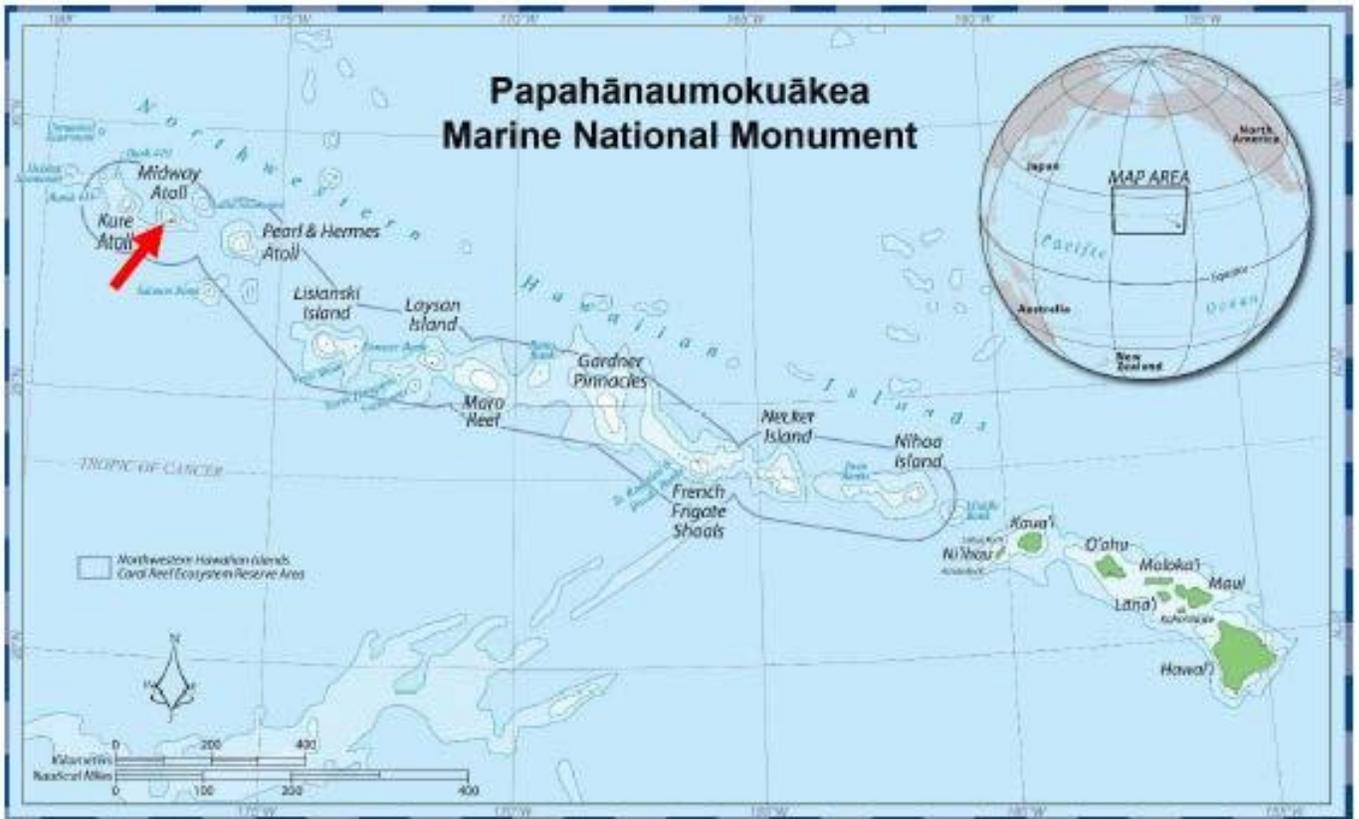


Figure 1. Location of Midway Atoll within the Hawaiian Island Chain.



Figure 2. Sand Island with 1935 shoreline and 1958 constructed shoreline and fill area associated with runway extension.

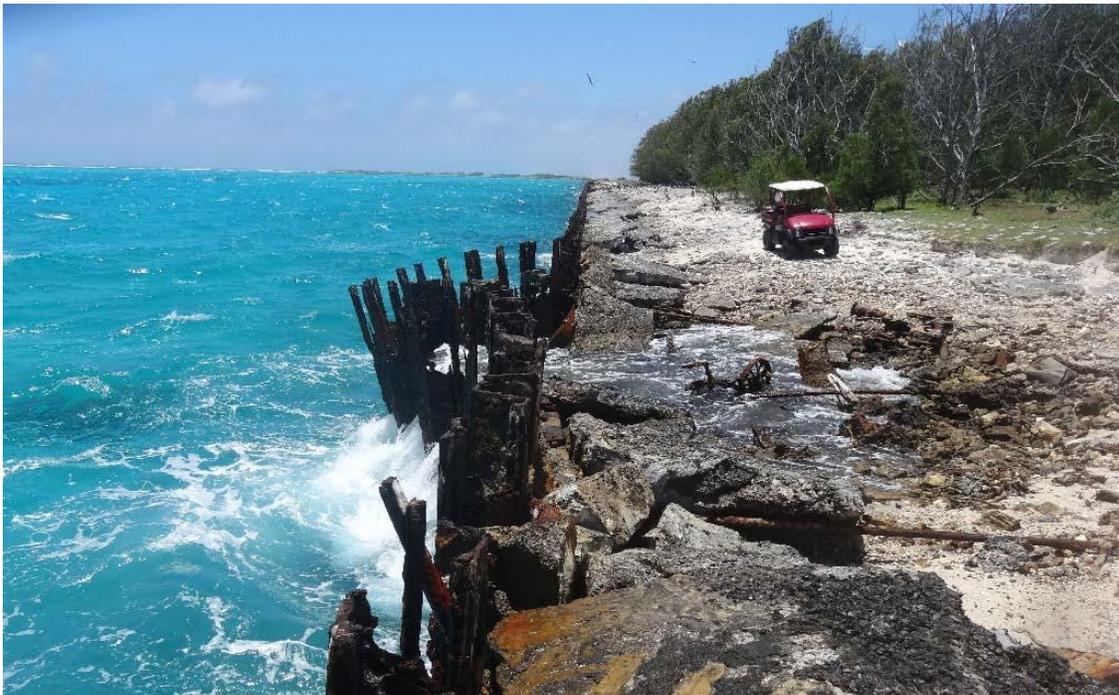


Figure 3. Existing conditions near the seawall.



Figure 4. Aerial photograph with APE, Area A and B highlighted.

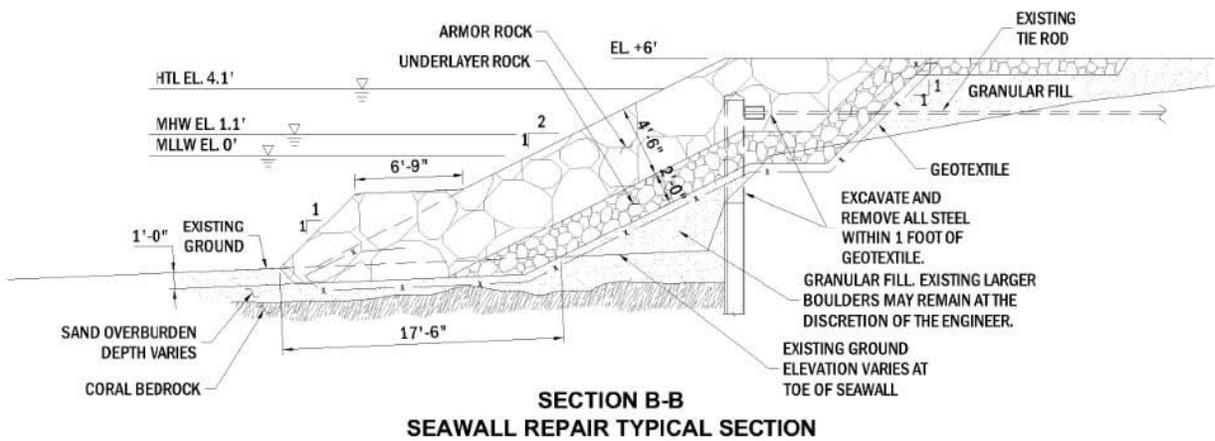


Figure 5. Cross-section of typical repair, note that original seawall will remain in place.

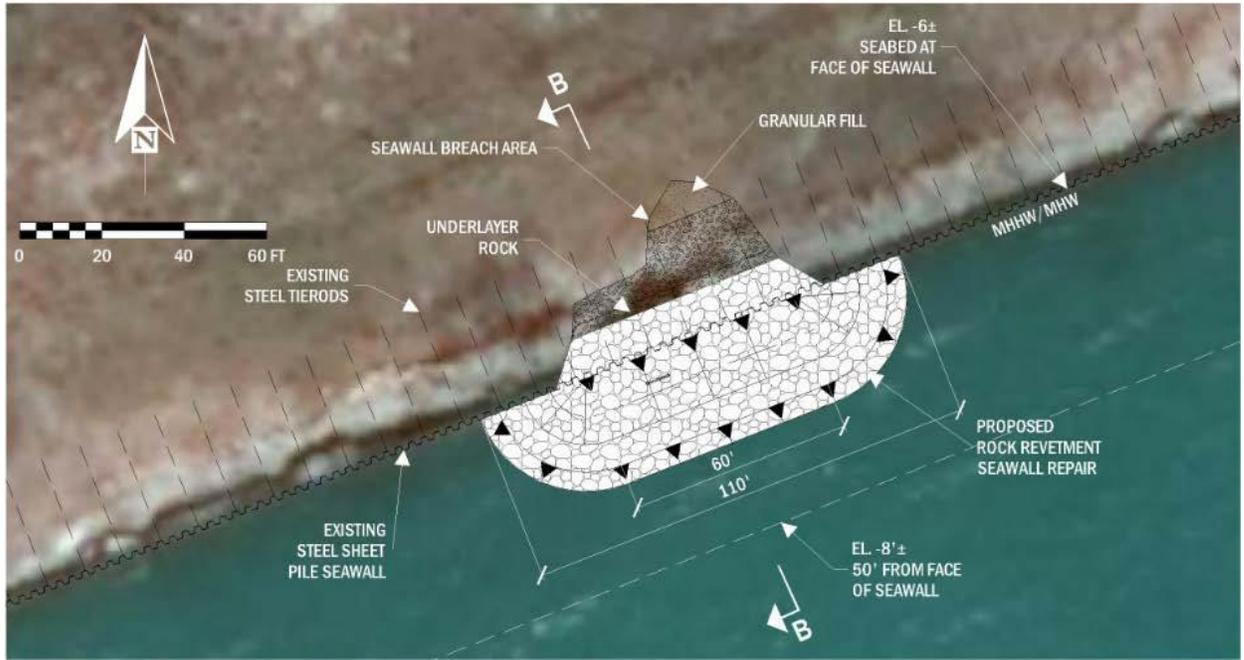


Figure 6. Proposed plan view of riprap installation.



Figure 7. Project APE, work area, haul routes, and staging areas.

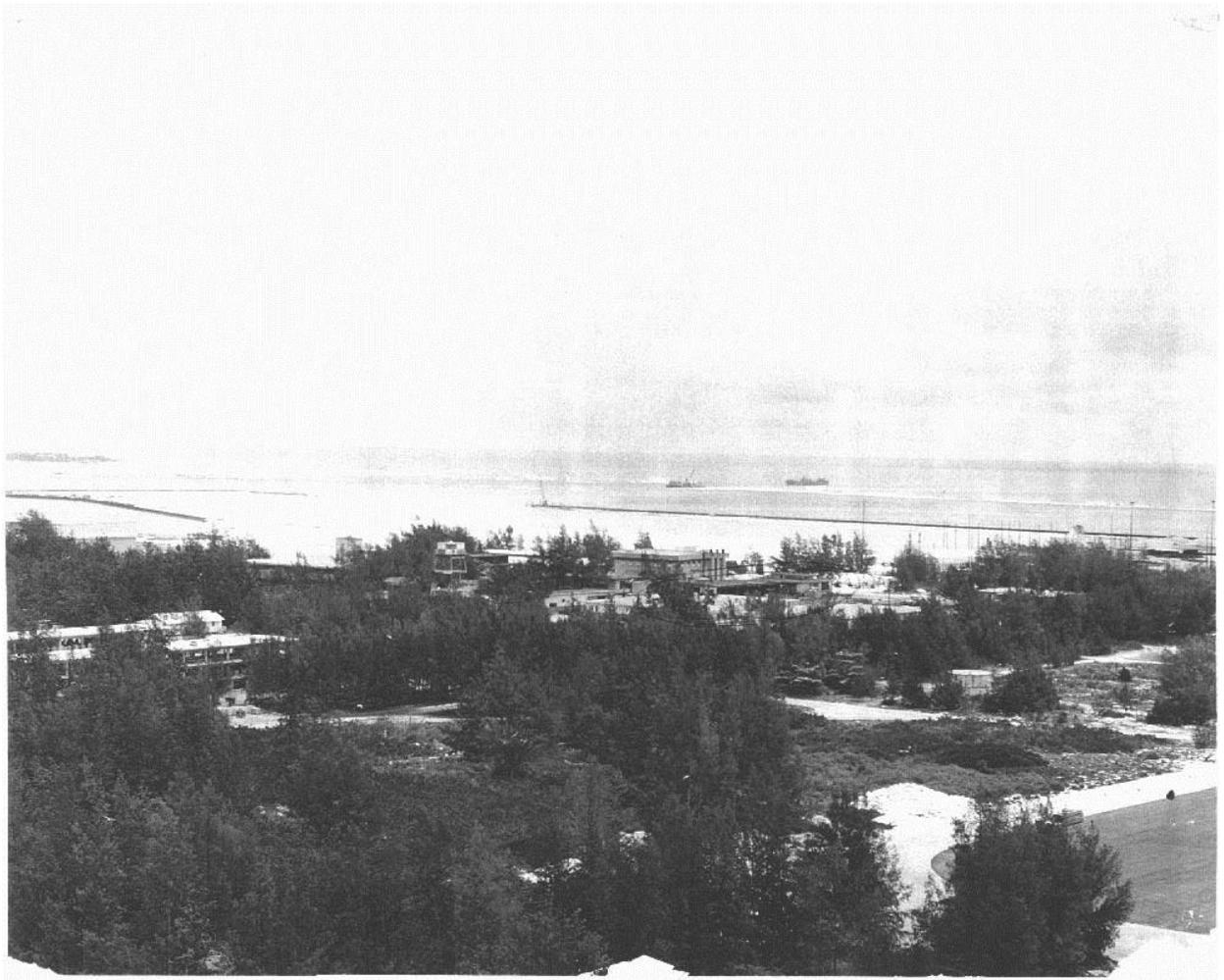


Figure 8. 1957 Overview, showing installing sheet piling being constructed.



Speulda-Drews, LouAnn <louann_speulda-drews@fws.gov>

Midway Repair of Henderson Field Seawall

4 messages

Kiersten Faulkner <Kiersten@historichawaii.org>

Tue, Nov 17, 2015 at 5:14 PM

To: "LouAnn Speulda-Drews (LouAnn_Speulda-Drews@fws.gov)" <LouAnn_Speulda-Drews@fws.gov>

Cc: "Jessica Puff (jessica.l.puff@hawaii.gov)" <jessica.l.puff@hawaii.gov>

LouAnn,

Thank you for including Historic Hawai'i Foundation in the Section 106 consultation for the repair of the Henderson Field seawall, received via mail on November 4, 2015.

I have a question about the location of the project as it relates to the National Historic Landmark. Is it in the same vicinity as any of the NHL sites or features? Are there any visual effects on the NHL from the new construction?

I agree that the runway itself is not a historic property, but wanted to be sure that there would also be no visual or indirect effects on other historic or cultural resources.

Thank you for helping me understand the project.

Kiersten

Kiersten Faulkner

Executive Director

Historic Hawai'i Foundation

680 Iwilei Rd. Ste. 690

Honolulu, HI 96817

Email: Kiersten@historichawaii.org

Phone: 808-523-2900

FAX: 808-523-0800

WEB: www.historichawaii.org

Speulda-Drews, LouAnn <louann_speulda-drews@fws.gov>

Thu, Nov 19, 2015 at 2:33 PM

To: Kiersten Faulkner <Kiersten@historichawaii.org>

Cc: "Jessica Puff (jessica.l.puff@hawaii.gov)" <jessica.l.puff@hawaii.gov>

Kiersten,

The short answer is that the NHLs are on the opposite side of Sand Island, and not within view of the runways. But, I'm working on putting together a map to provide you with the exact locations. Probably will be in a few days. But wanted to respond to your question.

Lou Ann

[Quoted text hidden]

—

Lou Ann Speulda-Drews, MA, RPA
Historian/Historical Archaeologist
US Fish and Wildlife Service
1340 Financial Blvd, Suite 234
Reno, NV 89502
775-861-6335
cell: 775-560-1367

Kiersten Faulkner <Kiersten@historichawaii.org>
To: "Speulda-Drews, LouAnn" <louann_speulda-drews@fws.gov>

Fri, Nov 20, 2015 at 1:49 PM

Thanks LouAnn. That's helpful.

From: Speulda-Drews, LouAnn [mailto:louann_speulda-drews@fws.gov]
Sent: Thursday, November 19, 2015 12:33 PM
To: Kiersten Faulkner
Cc: Jessica Puff (jessica.l.puff@hawaii.gov)
Subject: Re: Midway Repair of Henderson Field Seawall

[Quoted text hidden]

Speulda-Drews, LouAnn <louann_speulda-drews@fws.gov>
To: Kiersten Faulkner <Kiersten@historichawaii.org>

Mon, Nov 23, 2015 at 10:26 AM

Kiersten,

Attached is a map showing the locations of the NHLs and project APE for the Seawall repairs. It is not as elegant as I would have liked – because our graphics/GIS guy is on annual leave this week. So, I put this together for you, hope this will work to show you the locations.

Let me know if you need anything else.

Lou Ann

p.s. Happy Thanksgiving

[Quoted text hidden]

 **Seawall-NHL map.pdf**
1121K



United States Department of the Interior



U.S. FISH AND WILDLIFE SERVICE
Midway Atoll National Wildlife Refuge
Battle of Midway National Memorial
P.O. Box 50167
Honolulu, HI 96850
808-792-9480, fax: 808-792-9583

In Reply Refer To:

October 29, 2015

Dr. James D' Angelo
International Midway Memorial Foundation
1039 Rainbow Court
Bradenton, FL 34211

RE: Consultation for the proposed undertaking to repair the Henderson Field seawall, Sand Island, Midway Atoll National Wildlife Refuge (NWR)/Battle of Midway National Memorial, and Papahānaumokuākea Marine National Monument, Northwestern Hawaiian Islands, U.S. Minor Islands.

Dear Dr. D' Angelo:

The U.S. Fish and Wildlife Service (USFWS), Region 1, and the Federal Aviation Administration (FAA), pursuant to 36 CFR 800, is consulting with the International Midway Memorial Foundation (IMMF) regarding the proposed activity to repair the Henderson Airfield seawall, because of your keen interest in Midway Atoll. The project is located on Sand Island, Midway Atoll NWR/Battle of Midway National Memorial, and Papahānaumokuākea Marine National Monument, Northwestern Hawaiian Islands, U.S. Minor Islands.

The USFWS is partnering with the FAA to solve an on-going concern regarding the failing condition of the seawall that protects the eastern end of the Henderson Airfield runway and extension, on Sand Island. Henderson Airfield is a FAA-approved publicly-owned airport that provides a primary access point to the Refuge and National Monument. The runway also serves as a FAA-designated Extended-range Twin-engine Operation Performance Standards (ETOPS) landing area that is critical to trans-Pacific air traffic safety.

Current condition of the seawall is poor. Sheet piling is deteriorating and breaking along the upper edge which is causing the blacktop along the water edge to crack and buckle as the sand and coral is washed out from beneath the paving. If the seawall collapses and erosion is not abated, the runway may need to be closed (Figures 1-3).

Project Description/Undertaking (36CFR800.3)

The USFWS and FAA propose to make repairs over the next ten years (2016-2026), as needed, along a 5,720 ft-long (1743m) seawall located on Sand Island. The proposed action is to repair any breaches/failing portions of the seawall by partially removing damaged sheet

pile and replacing it with an armor rock revetment or “armor rock” method. The revetment would consist of large rocks placed over smaller rocks, forming an interlocking, continuous sloping surface that dissipates and breaks wave energy. The rock revetment repairs would extend seaward approximately 30 ft (9m) from the current face of the seawall (Figures 4-6). The current project is divided into Area A and Area B. Area A is defined as the area that protects Henderson Airfield and the Runway Safety Area (RSA) and would total approximately 2350 linear feet (716m). Area B is the eastern extent of the runway and over-run area needed in case of an emergency landing. Area B totals approximately 3370 linear feet (1027m).

The Henderson Field runway extension was constructed in 1957 when the military mission on Midway changed to meet Cold War-era operations and the need for a longer runway. The area constructed was built-up with dredged coral and sand, supported by a sheet pile seawall. The runway extension and seawall are more than 50 years old, the project is located on federal property, and will use federal funding, therefore the project has the potential to effect historic properties and is considered an undertaking.

The USFWS is the lead agency for consulting under Section 106 of the National Historic Preservation Act (NHPA).

Area of Potential Effects (APE)

The APE includes: the “in-water work area” where the riprap will be placed to prevent the land from washing out; the “upland work area” where equipment will move in order to access the in-water work area; a haul route, and a staging area for equipment and materials (Figure 7).

Identification of Historic Properties (36CFR800.4)

Based on the *Supplemental Cultural Resources Overview Survey: Sand and Eastern Island, Midway Atoll* (Yoklavich, et al. 1994), post-World War II activities on Midway were curtailed and the atoll was abandoned in 1950. However, the Korean War and Cold War conflicts provided a need for a landing strip in the middle of the Pacific Ocean.

In particular the Cold War required a defensive communication line, based on radar mounted on planes flying from Midway to Alaska on a continuous cycle 24/7. “The Pacific Barrier operations from Midway was the largest and longest running Cold War defensive mission at Midway (1958-1965). The barrier force included 30 officers and 550 enlisted men plus the support and base operations personnel” (Denfeld in Yoklavich 1994:Appendix B-7).

“To support the Pacific Barrier a huge construction program was required at Midway. This fast-track construction program was launched in 1957 and most facilities were completed by early 1958” (Denfeld in Yoklavich 1994:Appendix B-5) (Figure 8).

“The contractor for the base construction was Hawaiian Dredging and Construction Company (HD&C). HD&C prepared harbor dredging plans and for buildings worked from designs prepared by Pereira and Luckman of Los Angeles and Harland Bartholomew of Honolulu. The projects included: Harbor dredging and expansion; Runway expansion to 7,990-foot length; Hangar; Family housing, 204 units; Barracks for 750 enlisted; Bachelor Officer Quarters for 140 officers; New School for 750 students; Base Chapel; Galley for 1,000 enlisted men; Water catchment and reservoirs; Recreational facilities; and Fuel tanks”

(Denfeld in Yoklavich 1994:Appendix B-5-6).

“The first project was harbor dredging and expansion which also supplied coral for the rest of the building program...The harbor was expanded to accommodate the largest tankers in the Navy” (Denfeld in Yoklavich 1994:Appendix B-6).

“The World War II runway was improved and a large apron added. When completed in 1958 it was 7,990-feet long. The runway included a water catchment system to collect water runoff. This water went into a settling reservoir and then was pumped into above ground water tanks” (Denfeld in Yoklavich 1994:Appendix B-6).

Evaluation of Significance and National Register of Historic Places Eligibility

Although the Cold War-era buildings and structures were not 50 years old at the time of the 1994 study, the authors provided recommendations that were accepted by the Navy and which became part of their guidance during Base Closure, including the removal of many buildings such as the family housing, school, and chapel.

Denfeld determined that “The headquarters and the control center for the Pacific Barrier was at NAS Barbers Point, Hawaii. At Midway the 7,990-foot long runway, the larger hangar, control tower, shops, and fire/crash stations tell part of the story. However, the main technological elements were the aircraft, radars, and communications equipment to relay around the clock target data to NAS Barbers Point and on to the North American Air Defense Command. Since the primary association (the technological elements) is missing, the Midway properties do not exhibit the exceptional importance of the Pacific Barrier Command” (Denfeld in Yoklavich 1994:Appendix B-22).

“Considering the events category of the National Register of Historic Places (Criterion A), the Cold War resources at Midway lack association between events and facilities. Sand Island played an important role in the Cold War, especially the Pacific Barrier operations, 1957-1965. However, the properties found at Sand Island from that radar shield do little to represent how it worked. The facilities at Midway from the Cold War do not exhibit the exceptional significance needed to be eligible for the National Register of Historic Places” (Denfeld in Yoklavich 1994:Appendix B-23).

The USFWS agrees with Denfeld’s assessment that the runway does not convey a strong association with the Pacific Barrier program and thus, the runway is ineligible to the National Register of Historic Places.

The landform included within the project APE was built in 1957-1958 from dredged coral and sand when the harbor was deepened (Figure 8), therefore, there is no potential for Native Hawaiian archaeological remains. The potential for buried remains from the Navy’s occupation of Sand Island from 1958-1996 is also very limited, because this area was always excluded from common use or residential, recreational, or official use because of the safety issues surrounding the potential for emergency landings.

Summary/Consultation

To summarize the above discussion: the USFWS has determined that an undertaking is occurring within a limited footprint that includes the edge of the seawall, haul roads, and staging areas. The Henderson Airfield was expanded in 1957-58 to accommodate the Pacific

Barrier mission and other Cold War-era operations. The runway and many other Cold War-era buildings and structures were determined to be ineligible to the NRHP in 1994 by the Navy prior to Base Closure, during which many of the Cold War-era facilities were removed. The USFWS agrees with the Navy's 1994 assessment, that the runway is ineligible. The seawall protects the runway expansion land form, built from coral and sand dredged from the harbor. There is a very low potential for any archaeological resources to be included in the man-made landform. The sheet piling is deteriorating, but will be left in place as much as possible, with the proposed revetment repair to fill gaps and cap the old seawall. Thus, the USFWS considers this to be a No Historic Properties Effected outcome.

The USFWS is requesting the IMMF provide any comments or concerns regarding the proposed seawall repairs to Lou Ann Speulda-Drews by December 15, 2015, so that any issues can be addressed during project planning.

Thank you for your attention to this matter, please contact Lou Ann Speulda-Drews at (775) 861-6335 or at louann_speulda-drews@fws.gov, if you have any questions or comments.

Sincerely,

Daniel W. Clark,
Refuge Manager

Attachments: APE maps and photographs.

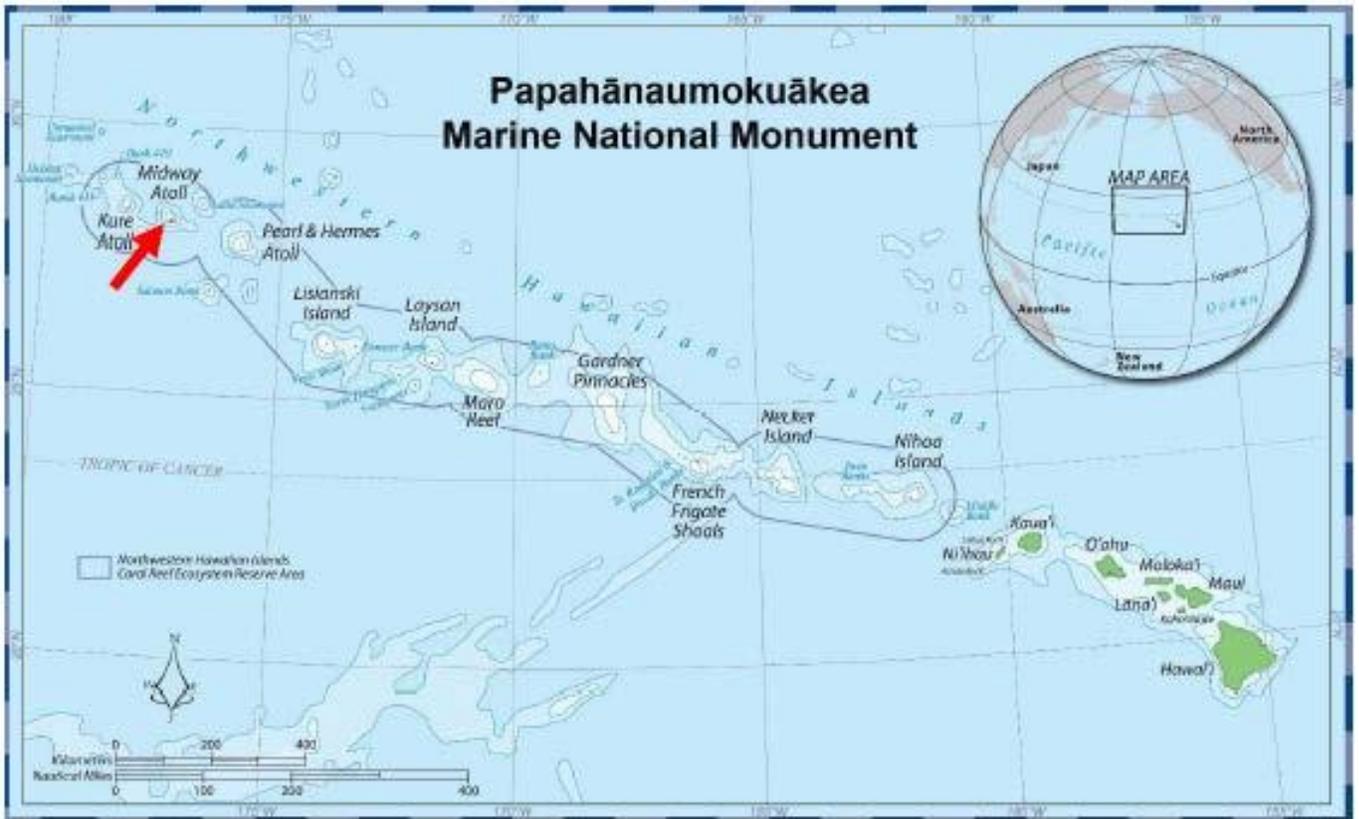


Figure 1. Location of Midway Atoll within the Hawaiian Island Chain.

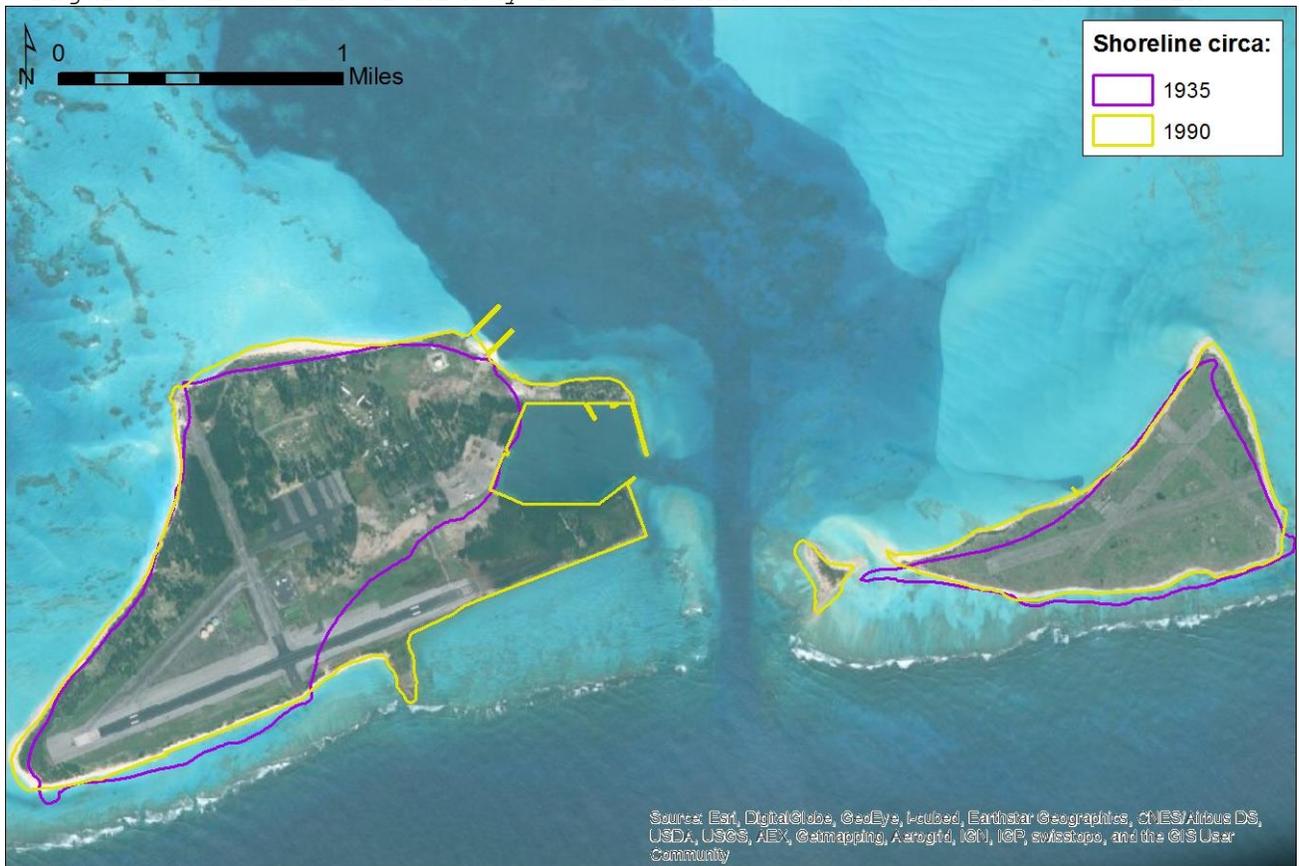


Figure 2. Sand Island with 1935 shoreline and 1958 constructed shoreline and fill area associated with runway extension.

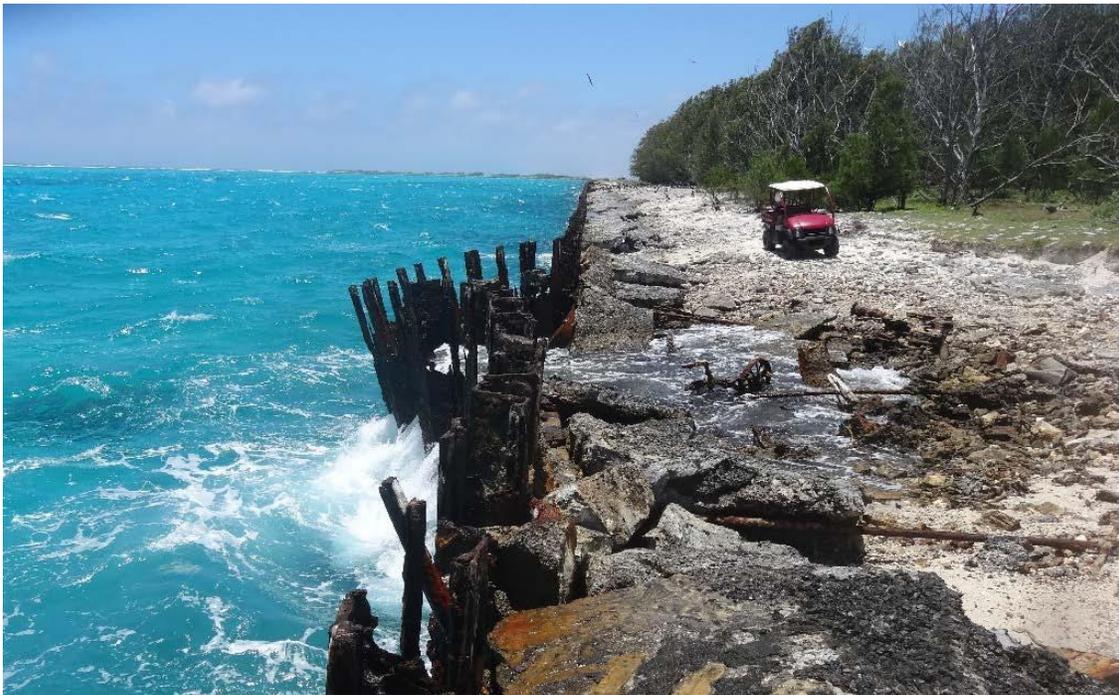


Figure 3. Existing conditions near the seawall.



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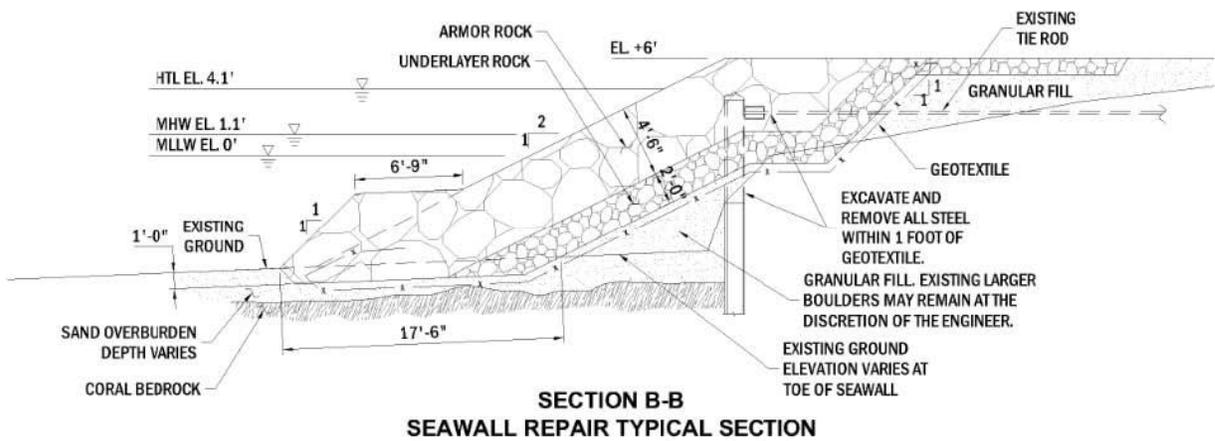


Figure 5. Cross-section of typical repair, note that original seawall will remain in place.

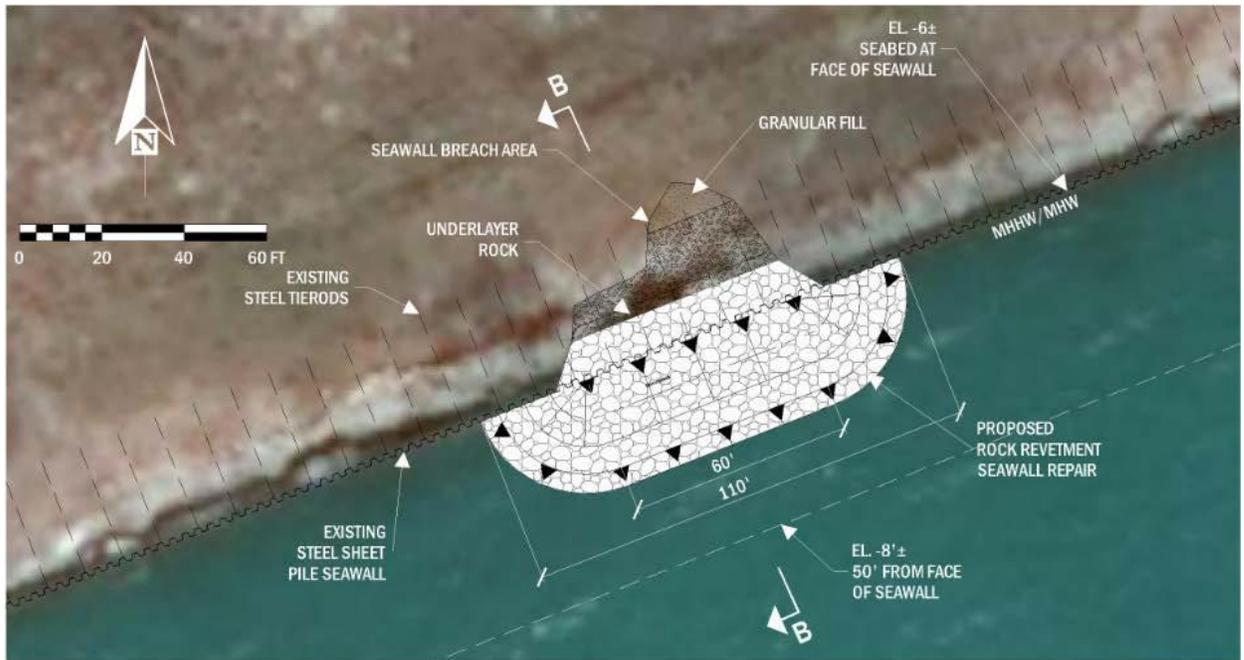


Figure 6. Proposed plan view of riprap installation.



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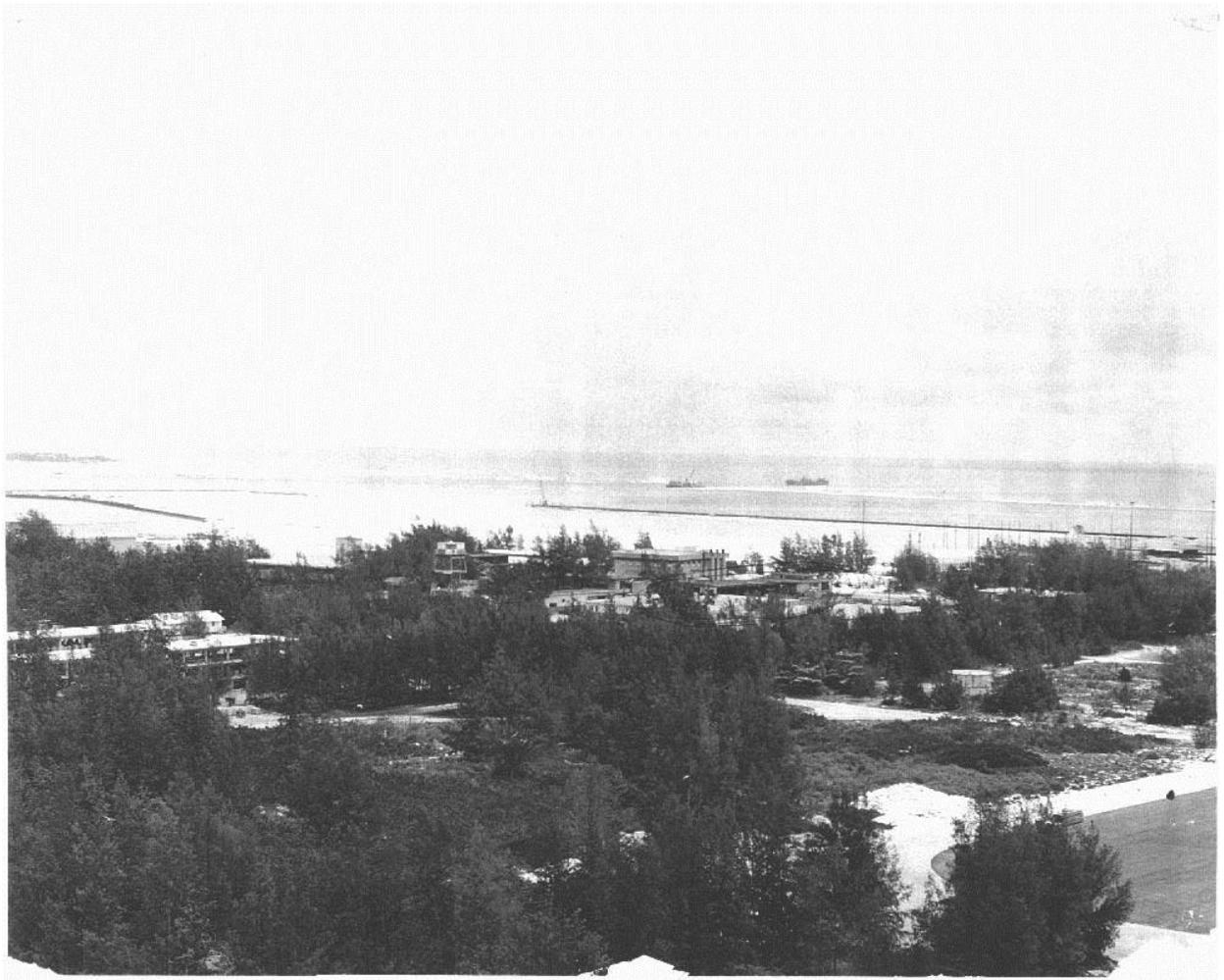


Figure 8. 1957 Overview, showing installing sheet piling being constructed.

INTERNATIONAL MIDWAY MEMORIAL FOUNDATION
1039 RAINBOW COURT
BRADENTON, FL 34212
E-MAIL: IMMF42@AOL.COM
WEB SITE: IMM-F-MIDWAY.COM

December 3, 2015

Daniel W. Clark
Midway Refuge Manager
U.S. Fish and Wildlife Service
Battle of Midway National Memorial
P.O. Box 50167
Honolulu, HI 96850

Dear Mr. Clark:

I appreciate your letter from October 29 requesting a consultation from the International Midway Memorial Foundation (IMMF) regarding the proposed activity to repair the eastern end of the Henderson Airfield seawall on Sand Island.

The first comment to the document sent to the IMMF by U.S. Fish and Wildlife is that the Foundation concurs with the proposed project to repair the eastern end of Henderson airstrip on Sand Island.

The second comment is that the IMMF disagrees with the conclusion by the Navy and USFWS in its assessment that the runway is ineligible for the National Register of Historic Places. The IMMF's conclusion is based on the fact that an airstrip in the mid-Pacific was critically needed in the Korean War and Cold War conflicts. In the 1999 bill, the entire Midway Atoll was designated a National Memorial giving testimony to the conclusion that the entire Midway Atoll is of historic interest. Therefore, it is the position of the IMMF that the runway should be eligible for the National Register of Historic Places.

The Foundation appreciates the opportunity offered by USFWS to the IMMF to offer its comments in this consultation.

Sincerely,

James M. D'Angelo, M.D.
Chairman and Founder
IMMF



United States Department of the Interior



U.S. FISH AND WILDLIFE SERVICE
Midway Atoll National Wildlife Refuge
Battle of Midway National Memorial
P.O. Box 50167
Honolulu, HI 96850
808-792-9480, fax: 808-792-9583

In Reply Refer To:

October 29, 2015

Mr. Keola Lindsey
Office of Hawaiian Affairs
560 Nimitz Hwy, #200
Honolulu, HI 96817

RE: Request for Consultation as per Section 106 for the proposed undertaking to repair the Henderson Field seawall, Sand Island, Midway Atoll National Wildlife Refuge (NWR)/Battle of Midway National Memorial, and Papahānaumokuākea Marine National Monument, Northwestern Hawaiian Islands, U.S. Minor Islands.

Dear Keola:

The U.S. Fish and Wildlife Service (USFWS), Region 1, and the Federal Aviation Administration (FAA), pursuant to 36 CFR 800, is requesting consultation with the the Office of Hawaiian Affairs (OHA) regarding the proposed activity to repair the Henderson Airfield seawall, because of your keen interest in Midway Atoll. The project is located on Sand Island, Midway Atoll NWR/Battle of Midway National Memorial, and Papahānaumokuākea Marine National Monument, Northwestern Hawaiian Islands, U.S. Minor Islands.

The USFWS is partnering with the FAA to solve an on-going concern regarding the failing condition of the seawall that protects the eastern end of the Henderson Airfield runway and extension, on Sand Island. Henderson Airfield is a FAA-approved publicly-owned airport that provides a primary access point to the Refuge and National Monument. The runway also serves as a FAA-designated Extended-range Twin-engine Operation Performance Standards (ETOPS) landing area that is critical to trans-Pacific air traffic safety.

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to repair any breaches/failing portions of the seawall by partially removing damaged sheet pile and replacing it with an armor rock revetment or “armor rock” method. The revetment would consist of large rocks placed over smaller rocks, forming an interlocking, continuous sloping surface that dissipates and breaks wave energy. The rock revetment repairs would extend seaward approximately 30 ft (9m) from the current face of the seawall (Figures 4-6). The current project is divided into Area A and Area B. Area A is defined as the area that protects Henderson Airfield and the Runway Safety Area (RSA) and would total approximately 2350 linear feet (716m). Area B is the eastern extent of the runway and over-run area needed in case of an emergency landing. Area B totals approximately 3370 linear feet (1027m).

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The USFWS is the lead agency for consulting under Section 106 of the National Historic Preservation Act (NHPA).

Area of Potential Effects (APE)

The APE includes: the “in-water work area” where the riprap will be placed to prevent the land from washing out; the “upland work area” where equipment will move in order to access the in-water work area; a haul route, and a staging area for equipment and materials (Figure 7).

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“Considering the events category of the National Register of Historic Places (Criterion A), the Cold War resources at Midway lack association between events and facilities. Sand Island played an important role in the Cold War, especially the Pacific Barrier operations, 1957-1965. However, the properties found at Sand Island from that radar shield do little to represent how it worked. The facilities at Midway from the Cold War do not exhibit the exceptional significance needed to be eligible for the National Register of Historic Places” (Denfeld in Yoklavich 1994:Appendix B-23).

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Summary/Request for Consultation

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staging areas. The Henderson Airfield was expanded in 1957-58 to accommodate the Pacific Barrier mission and other Cold War-era operations. The runway and many other Cold War-era buildings and structures were determined to be ineligible to the NRHP in 1994 by the Navy prior to Base Closure, during which many of the Cold War-era facilities were removed. The USFWS agrees with the Navy's 1994 assessment, that the runway is ineligible. The seawall protects the runway expansion land form, built from coral and sand dredged from the harbor. There is a very low potential for any archaeological resources to be included in the man-made landform. The sheet piling is deteriorating, but will be left in place as much as possible, with the proposed revetment repair to fill gaps and cap the old seawall. Thus, the USFWS considers this to be a No Historic Properties Effected outcome.

The USFWS is requesting OHA provide any comments or concerns regarding the proposed seawall repairs to Lou Ann Speulda-Drews by December 15, 2015, so that any issues can be addressed during project planning.

Thank you for your attention to this matter, please contact Lou Ann Speulda-Drews at (775) 861-6335 or at louann_speulda-drews@fws.gov, if you have any questions or comments.

Sincerely,

Daniel W. Clark,
Refuge Manager

Attachments: APE maps and photographs.

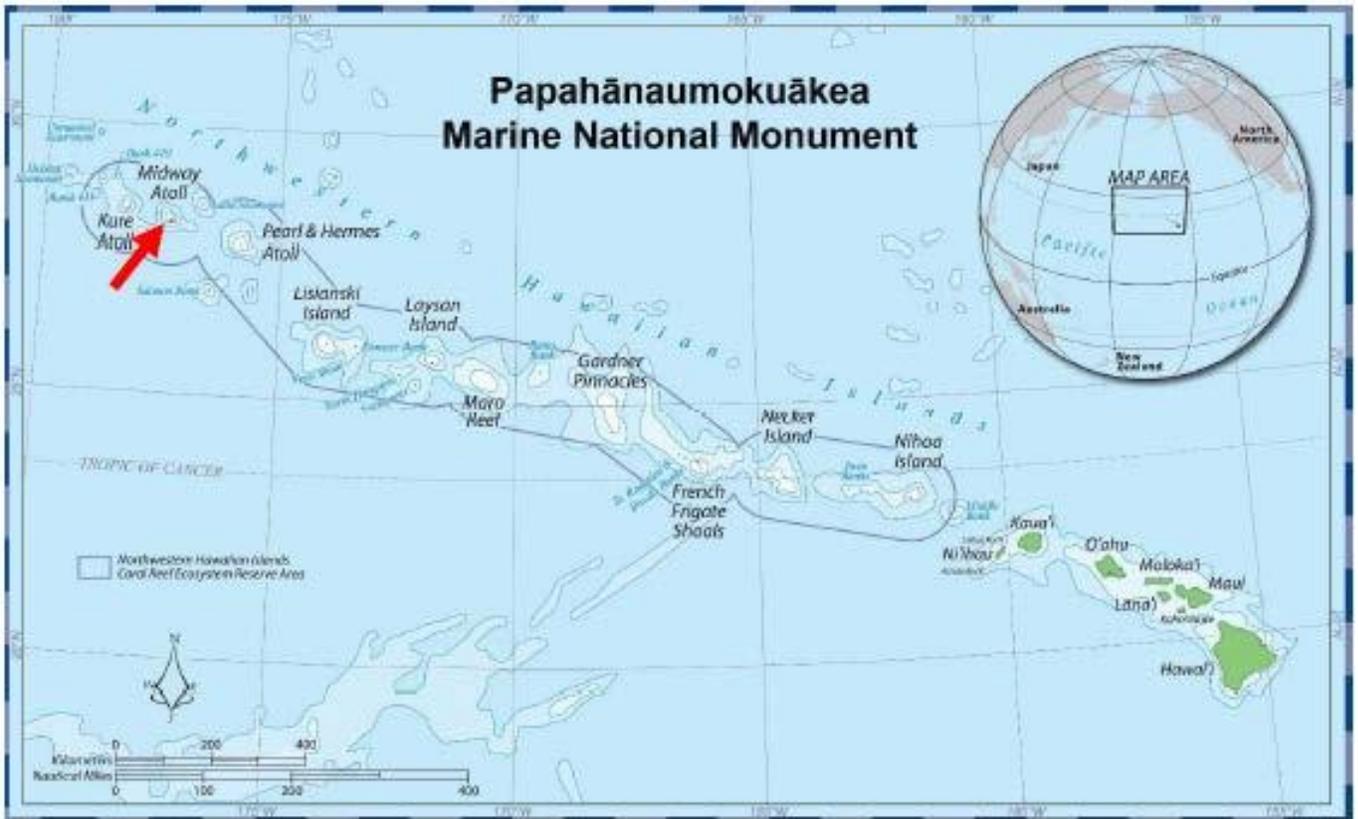


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Figure 2. Sand Island with 1935 shoreline and 1958 constructed shoreline and fill area associated with runway extension.



Figure 3. Existing conditions near the seawall.



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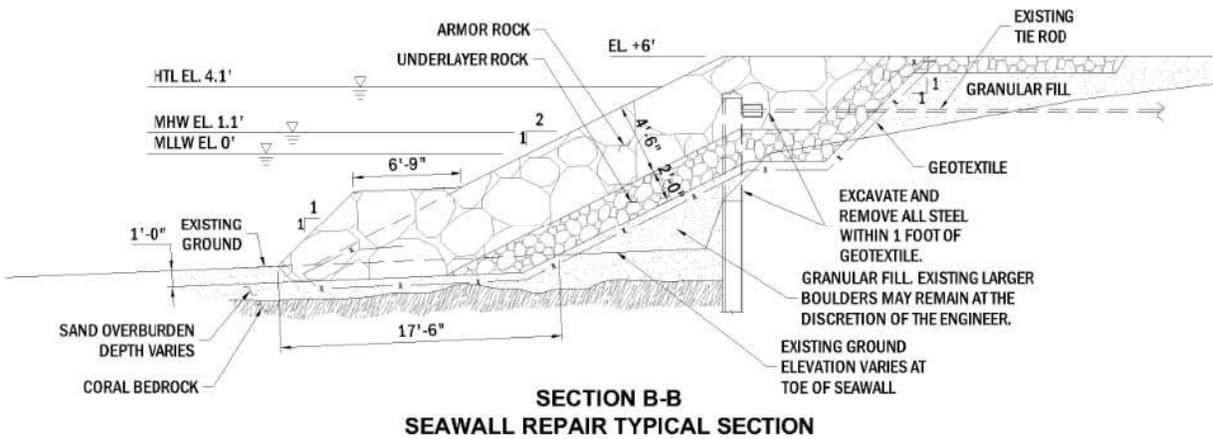


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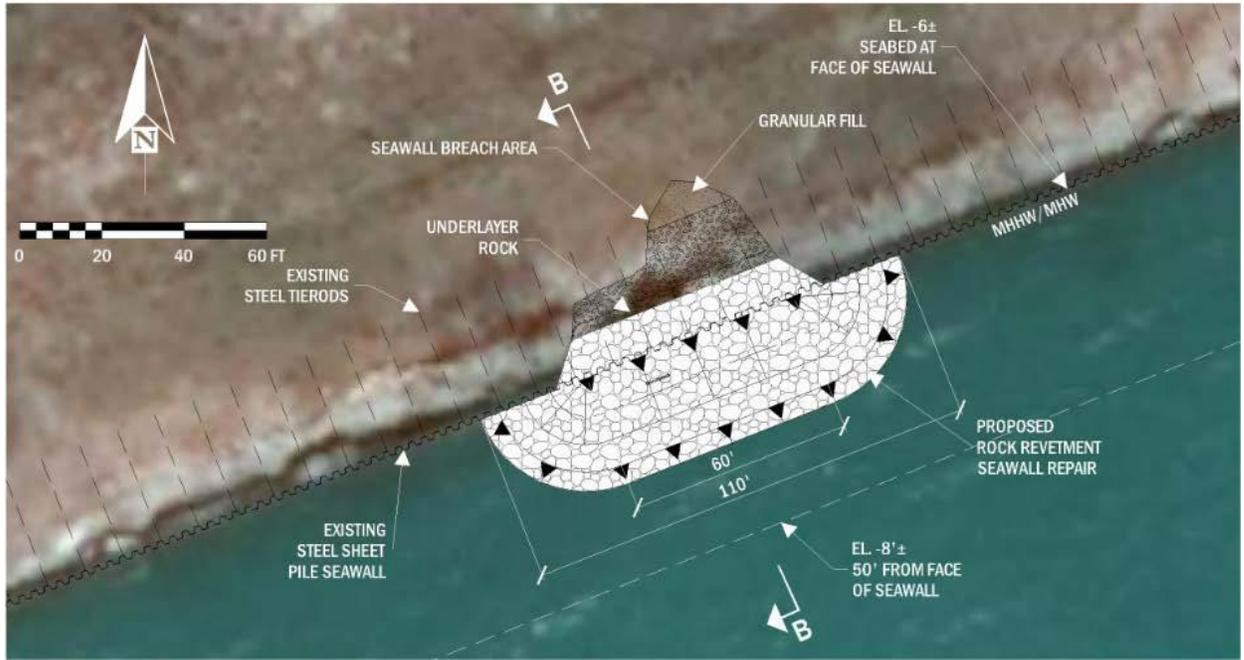


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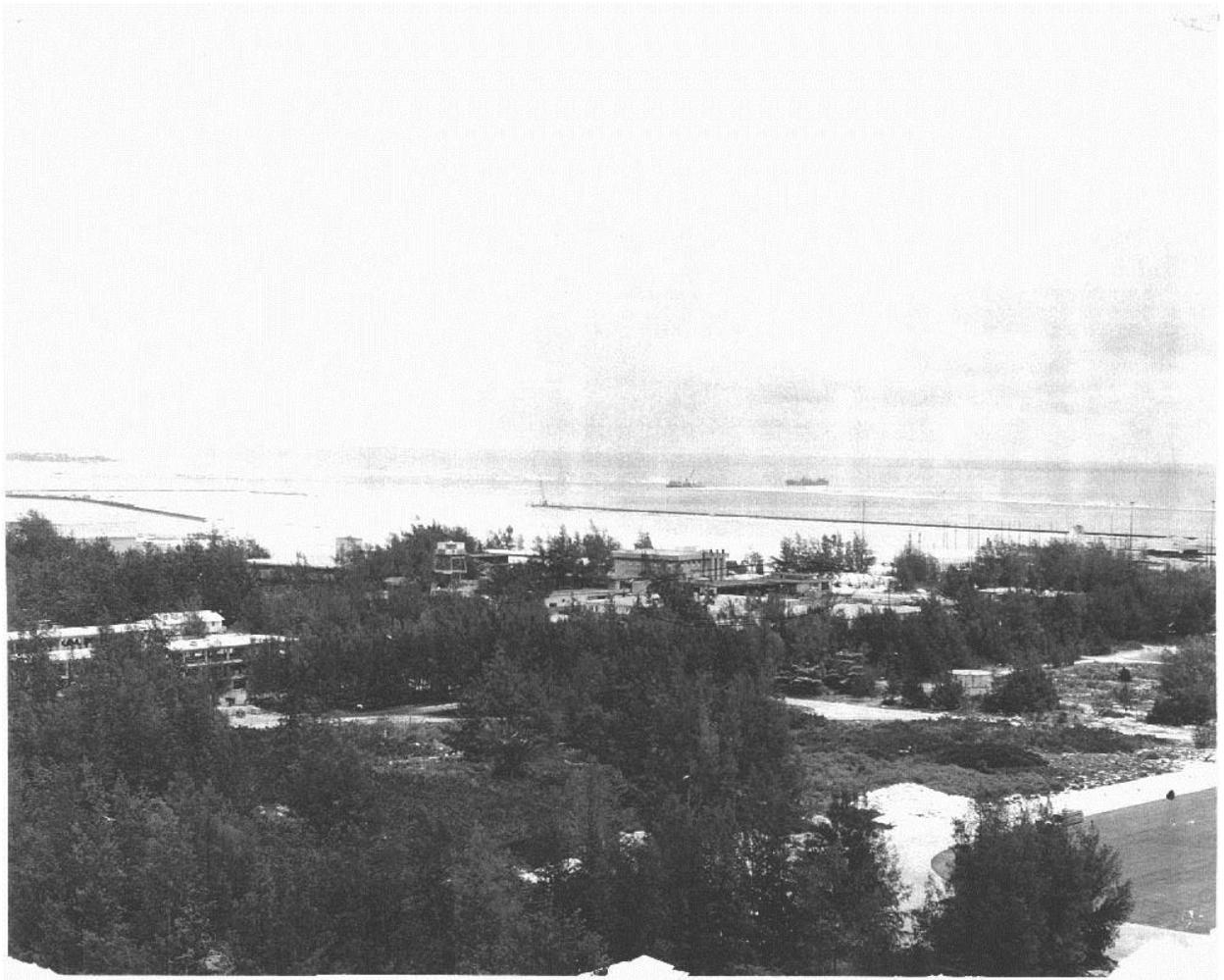


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