

Appendix I – Section 106 Materials



NEW HAMPSHIRE DIVISION OF HISTORICAL RESOURCES

State of New Hampshire, Department of Natural and Cultural Resources 603-271-3483
19 Pillsbury Street, Concord, NH 03301-3570 603-271-3558
TDD Access Relay NH 1-800-735-2964 FAX 603-271-3433
www.nh.gov/nhdhr preservation@dncr.nh.gov

Dec. 13, 2018

Jillian Edelmann
Bureau of Environment
NH Department of Transportation
Hazen Drive
Concord NH 03302-0483

Re: DOT/FHWA NHS-IS-0271(037) 11238S RPR 7241

Dear Jill:

Thank you for submitting a Project Area Form for the project listed above. As requested, the Division of Historical Resources' Determination of Eligibility Committee has reviewed the *Project Area Form* prepared by VHB; based on the information available, the DHR's comments are:

TOWN/CITY	PROJECT AREA	DETERMINATION
Spaulding	Turnpike [GSB] Project Area Form	Not Evaluated for Eligibility

This Project Area Form is an update to one completed for the Spaulding Turnpike Project in 2005. In 2005 the project included rehabilitation of the 1934 General Sullivan Bridge. This project area form update explains that the Section 106 process has been re-opened to address current conditions of the bridge and accommodate current alternatives analysis. The form is well done, laying out a clear methodology related to current APE, changes in the area since 2005, and cultural resources as of 2018. The form provides updates to the historical background in the area, noting that later periods reinforced trends already in place. The form provides a concise architectural description section, using example properties to support overall descriptions of property types. The form also lays out the survey work completed prior to and around 2005 in support of earlier project consultation, as well as which properties currently warrant survey based on integrity. The form also provides supporting information as to why previously surveyed properties determined Not Eligible in 2005 don't warrant updates per the 10-year survey policy - loss of integrity is still relevant. Recommendations are supported by photographs and narrative, which are easily cross-referenced between the text, tables, graphics, and photos.

Topics of note:

- An update to the Individual Inventory Form for the General Sullivan Bridge was completed in August 2018.
- Concur with DOE committee (2005) and current PAF recommendation for individual inventory for the Axel Johnson Conference Center.
- Concur with recommendation for individual inventory for 137 Beane Lane.

- Concur with recommendation for continuation sheet update to the 2005 Hilton Park inventory noting the current loss of integrity to the park pavilion.
- Note change of addresses for NWN0162 and NWN0163 due to road shifts resulting from the constructed phases of the project.

Please contact me at 271-6438 or Laura.Black@DNCR.NH.Gov if you have questions.

Sincerely,

Laura S. Black
Preservation Compliance Specialist and Easement Program Coordinator

Enclosure

cc: Elizabeth Muzzey / State Historic Preservation Officer
Jamison Sikora, FHWA
Nicole Benjamin-Ma, VHB



Determination of Eligibility (DOE)

Inventory #: DOV0158

DOE Review Date: 1/27/2006

Date Received: 9/26/2018

Final DOE Approved

MLC

Property Name: General Sullivan Bridge

Area: Newington-Dover Project Area (ND)

Address: Spaulding Turnpike over Little Bay

Town: Dover

County: Strafford

Reviewed For: R&C

DOE Program(s):
Federal Highway, NH Dept. of Transportatio

DETERMINATION OF ELIGIBILITY

National Register eligible, individu
State Register eligible, individually

Integrity: Yes

Level: National

Criteria: A: Yes B: C: Yes
D: E:

STATEMENT OF SIGNIFICANCE:

10/10/2018: Inventory form was updated to include a discussion on the bridge's integrity since it was first evaluated in 2006 as well as a comparative analysis of remaining bridges of similar design and engineering firm. The bridge remains eligible for listing in the National Register of Historic Places on a national level for its history and engineering significance. The DHR disagrees with the proposed boundary which should include the entire resource (counting the modern elements as not historic).

AREAS OF SIGNIFICANCE(S)

Engineering
Transportation

Period of Significance: 1934
to 1968

Period not applicable

Boundary: footprint of bridge, abutments and approaches

Follow Up:

Notify appropriate parties.

Comments:



NEW HAMPSHIRE DIVISION OF HISTORICAL RESOURCES

State of New Hampshire, Department of Cultural Resources
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52391.01
GSB

May 14,, 2019

Jillian Edelmann
Bureau of Environment
NH Department of Transportation
Hazen Drive
Concord NH 03302-0483

Re: DOT 11238S, RPR 7241

Dear Jill:

Thank you for requesting a determination of National Register eligibility for the property listed below. As requested, the Division of Historical Resources' Determination of Eligibility Committee has reviewed the DHR individual Inventory Form prepared by Vanesse Hangen Brustlin; based on the information available, the DOE Committee's evaluation of National Register eligibility is:

TOWN/CITY	PROPERTY	DETERMINATION
Dover	Hilton Park Roadside Safety Rest Area, Spaulding Turnpike/Hilton Park, DOV0150	Not Eligible

A copy of the DHR evaluation form is attached for your use. The inventory data and the evaluation will also be added to the statewide survey database for historic properties in New Hampshire.

Please contact Megan Rupnik at 271-6435 or Megan.Rupnik@DNCR.NH.gov if you have questions.

Sincerely,

Christina St.Louis
Program Specialist

Enclosure

cc: Elizabeth Muzzey / State Historic Preservation Officer
Vanesse Hangen Brustlin, Inc.

New Hampshire Division of Historical Resources
Determination of Eligibility (DOE)

Inventory #: DOV0150

DOE Review Date: 5/8/2019

Date Received: 5/1/2019

Final DOE Approved: Yes

MR

Property Name: Hilton Park Roadside Safety Rest Area

Area: Newington-Dover Project Area (ND)

Address: Spaulding Turnpike / Hilton Park

Town: Dover

County: Strafford

RECEIVED

MAY 16 2019

Reviewed For: R&C

DOE Program(s):
 Federal Highway, NH Dept. of Transportation

VHB

Determination of Eligibility:

Not eligible for NR		Integrity:		Level:	
Criteria:	A:	B:	C:	D:	E:

Areas of Significance(s):

Period of Significance:

Boundary:

5-8-19 Survey boundary for pavilion was footprint and immediate environs.

Statement of Significance:

5-8-19: At the time the inventory form for the Hilton Park area was completed in 2005, an individual form for the pavilion was recommended if/when needed to determine individual eligibility. This update/addendum to the park form was completed to evaluate the pavilion itself, which was determined not eligible for listing in the NR individually due to subsequent loss of integrity.

Comments:

Follow Up:

Notify appropriate parties



NEW HAMPSHIRE DIVISION OF HISTORICAL RESOURCES

State of New Hampshire, Department of Cultural Resources
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 preservation@dcr.nh.gov

July 1, 2019

Jillian Edelmann
 Bureau of Environment
 NH Department of Transportation
 Hazen Drive
 Concord NH 03302-0483

Re: DOT 11238S, RPR 7241

Dear Jill:

Thank you for requesting a determination of National Register eligibility for the property listed below. As requested, the Division of Historical Resources' Determination of Eligibility Committee has reviewed the *DHR individual Inventory Form* prepared by Vanesse Hangen Brustlin; based on the information available, the DOE Committee's evaluation of National Register eligibility is:

TOWN/CITY	PROPERTY	DETERMINATION
Newington	Margeson Cottage, 137 Beane Lane, NWN0246	Not Eligible

A copy of the DHR evaluation form is attached for your use. The inventory data and the evaluation will also be added to the statewide survey database for historic properties in New Hampshire.

Please contact Megan Rupnik at 271-6435 or Megan.Rupnik@DNCR.NH.gov if you have questions.

Sincerely,

Marika Labash
 R&C Program Specialist

Enclosure

cc: Elizabeth Muzzey / State Historic Preservation Officer
 Vanesse Hangen Brustlin, Inc.

New Hampshire Division of Historical Resources
Determination of Eligibility (DOE)

Inventory #: NWN0246

DOE Review Date: 6/26/2019 Date Received: 6/20/2019 Final DOE Approved: Yes
MR

Property Name: Margeson Cottage

Area:
 Address: 137 Beane Lane
 Town: Newington
 County: Rockingham

Reviewed For: R&C

DOE Program(s):
 DOT Department of Transportation

Determination of Eligibility:

Not eligible for NR	Integrity: Partial	Level:
Criteria: A: No B: No C: No D: E:		

Areas of Significance(s):

Period of Significance:

Boundary:

parcel map 6, parcels 06/08

Statement of Significance:

The Margeson Cottage was originally constructed c 1939 as a summer residence. It was added to between c. 1976-1978 by the prominent Colonial Revival architectural firm of Royal Barry Wills Associates. These additions are less than fifty years old and have altered the original integrity of the house. The house is not eligible for listing in the National Register of Historic Places due to a loss of integrity. However, once the additions become 50 years or older, reassessment may be warranted.

Comments:

Follow Up:

Notify appropriate parties

**NH Division of Historical Resources
 Determination of Eligibility (DOE)**

Date received: 9-17-19 Inventory #: NWN-BLPT

Date of group review: 9-25-19 Area: Bloody Point Area

DHR staff: Laura Black

Property Name: Bloody Point Area Town/City: Newington

Address: Shattuck Way btwn Trickey's Cove and Piscataqua River County: Rockingham

Reviewed for: R&C PTI NR SR Survey Other
 Agency, if appropriate: FHWA/DOT

Individual Properties

NR SR
 Not evaluated for individual eligibility
 Eligible
 Eligible, also in district
 Eligible, in district
 Not eligible
 Incomplete information or evaluation

Districts

NR SR
 Not evaluated @ district
 Eligible
 Not eligible
 Incomplete information or evaluation

Integrity: ALL ASPECTS Location Design Setting Materials
Workmanship Feeling Association

Criteria: A. Event B. Person C. Architecture/Engineering
D. Archaeology E. Exception

Level: Local State National
 IF THIS PROPERTY IS REVIEWED IN THE FUTURE, ADDITIONAL DOCUMENTATION IS NEEDED.

STATEMENT OF SIGNIFICANCE:

This area is a local historic district associated with the themes of transportation and economic development in Bloody Point. This form was prepared to assess whether the area meets the criteria to be eligible for listing in the National Register.

The form provides a good historical overview laying out the economic, transportation, residential, etc. trends in the Bloody Point area, linking this local area to broad changes in the Town of Newington and regional connections. The architectural description discusses changes that have happened to the layout, roadways, and landscape of the area as well as noting buildings and above-ground features. The area currently has 7 extant above-ground features on the landscape: 2 commemorative markers (mid-20th c, modern), 2 potential site locations of historic activity/resource (ferry landing and wrecked schooner), 2 transportation features (altered approach to GSB, modern overpass), and the NR-listed Newington Depot.

The consultant recommends that the area is not eligible for listing in the National Register due to loss of integrity. See p.19-20 for detailed discussion of consultant's assessment. The DOE Committee concurred with the determination.

ENTERED INTO DATABASE
 ACREAGE: 16.5
 PERIOD OF SIGNIFICANCE: N/A
 AREA OF SIGNIFICANCE: N/A
 BOUNDARY: surveyed area based on local Bloody Point Historic District boundary
 SURVEYOR: Nicole Benjamin-Ma and Hannah Beato; VHB
FOLLOW-UP: Notify appropriate parties.

Final DOE approved by: *MR*



Victoria F. Sheehan
Commissioner

THE STATE OF NEW HAMPSHIRE
DEPARTMENT OF TRANSPORTATION



William Cass, P.E.
Assistant Commissioner

RECEIVED
JAN 02 2020

JAN 03 2020
NH DEPARTMENT
OF TRANSPORTATION

Newington-Dover
NHS-02719(037)
11238S
RPR 7241

Adverse Effect Memo

Pursuant to meetings and discussions on December 10, 2015; August 11, 2016; December 14, 2017; April 12, July 12, and September 13, 2018; and February 12, June 13, July 11, August 8, and October 10, 2019 and for the purpose of compliance with regulations of the National Historic Preservation Act, as amended, and the Advisory Council on Historic Preservation's *Procedures for the Protection of Historic Properties* (36 CFR 800), the NH Division of the Federal Highway Administration (FHWA) and the NH Division of Historical Resources (NHDHR) have coordinated the identification and evaluation of historic and archeological properties with plans to replace the General Sullivan Bridge superstructure in Dover and Newington, New Hampshire.

FHWA is the lead federal agency for this consultation. FHWA must approve the replacement of the General Sullivan Bridge superstructure under the National Environmental Policy Act and Section 4(f) of the US Department of Transportation Act. Additionally, FHWA funds may be applied to the construction of the proposed project.

Project Description:

The General Sullivan Bridge was determined eligible for the National Register of Historic Places (National Register) in 1988 when representatives from FHWA, NHDHR and the New Hampshire Department of Transportation (NHDOT) completed a thematic review of continuous steel truss bridges. This finding was later reinforced on an NHDHR Determination of Eligibility sheet dated January 25, 2006, that was completed for the Newington-Dover 11238 project. This project determined that there would be an adverse effect to the General Sullivan Bridge, documented in an adverse effect memo dated February 9, 2006, due to the removal of the north embankment approach and rebuilding the north abutment to allow the reconfiguration of the connector road under the Little Bay Bridges. In the Section 106 Memorandum of Agreement signed for the 11238 project, "the NHDOT agreed to rehabilitate the bridge for utilization by pedestrians and bicyclist and for its continued use for fishing," therefore resulting in a net benefit for the historic bridge. However, since the MOA was signed in 2008, inspections of the bridge conducted in 2010, 2014, and 2016 resulted in a re-evaluation of the feasibility and costs associated with the rehabilitation of the General Sullivan Bridge. Through the preparation of a Type, Span, and Location (TS&L) Study completed in 2017 and a limited-scope Supplemental EIS evaluation that is in process, NHDOT evaluated several potential alternatives to provide recreational access and connectivity between Dover and Newington over the Little Bay (Newington-Dover 11238S).

The Preferred Alternative for the 11238S Contract has been determined to be Alternative 9: Superstructure Replacement - Girder Option, which involves the complete removal and replacement of the General Sullivan Bridge superstructure. Under Alternative 9, the superstructure would be replaced with a steel girder superstructure with a structural steel frame extending from the bottom of the girders to the top of the existing piers. This alternative follows the existing General Sullivan Bridge alignment, thereby allowing the reuse of the existing repointed stone masonry piers and approaches without requiring significant modifications.

The Preferred Alternative would have a 16-foot wide multiuse path, would comply with the ADA for accessibility, and would have fencing along both sides of the new bridge deck. The new path would be 22.5 feet from the Little Bay Bridge, approximately 7.4 feet further from the Little Bay Bridge than the existing General Sullivan Bridge (at 15.1 feet).

Identification:

Above-Ground Resources

In December 2015, a Request for Project Review (RPR) was submitted to NHDHR for the Newington-Dover 11238S project. A Project Area Form was completed in November 2018 for the approximately 275-acre Area of Potential Effects (APE).¹ The APE accounted for potential impacts across a range of alternatives including possible modifications to the approaches to the General Sullivan Bridge crossing as well as the structure itself, and project components such as a temporary detour route for bicycles and pedestrians and construction staging. The visibility and setting of the General Sullivan Bridge factored into the APE for the project as well. The result is an irregularly-shaped APE, beginning approximately 600 feet north of the bridge crossing on Dover Point, and extending up to 1,500 feet west, 700 feet east, and 1,200 feet south of the crossing. Field surveys were conducted intermittently between August and December of 2018.

Multiple alternatives and elements of the proposed project were evaluated and narrowed down by the spring of 2019, when inventory forms were completed for the following properties within the APE:

- Hilton Park (DOV0150) - determined not eligible (inventory form update)
- General Sullivan Bridge (DOV0158) - determined eligible (inventory form update)
- 137 Beane Lane (NWN0246) - determined not eligible
- Bloody Point Area (NWN-BLPT) - determined not eligible

It is noted that the following properties within the APE were inventoried and evaluated during the initial Section 106 consultation process, which concluded in 2008:

- Ida M. Dame House/Linwood Lodge (DOV0090) - determined not eligible
- John E. Pinkham House (DOV0091) - determined not eligible
- 435 Dover Point Road (DOV0092) - determined not eligible
- Hilton Park (DOV0150) - determined not eligible

¹ The November 2018 Project Area Form provides an update to the original form finalized in November 2005 by Kari Laprey of Preservation Company, as part of the Section 106 evaluation and environmental planning process for the proposed Spaulding Turnpike Project in Newington and Dover, NH (Newington-Dover 11238).

- Ira F. Pinkham House/Wentworth Summer Residence (DOV0093) - determined eligible
- General Sullivan Bridge (DOV0158) - determined eligible
- 516 Shattuck Way (NWN0162) - determined not eligible
- 518 Shattuck Way (NWN0163) - determined not eligible
- Newington Railroad Depot and Toll House (NWN0168/ NR #10000187) – eligible
- Axel Johnson Conference Center, Sprague Energy Area Form (NWN-SP) – more information needed
- NWN0159 and NWN0161 – determined not eligible (both are since demolished)

The Newington Railroad Depot and Toll House was listed in the National Register in 2010. In 2012, the Ira F. Pinkham House/Wentworth Summer Residence was recorded in a state-level Historic American Building Survey report, prepared by VHB (NH State No. 626).

Based on a review pursuant to 36 CFR 800.4 and 36 CFR 67.8 of the architectural and/or historical significance of above-ground resources in the APE, three (3) properties are currently identified as listed in the National Register or eligible for listing. Inventory and National Register forms are on file at NHDHR offices in Concord, NH, and online through the NHDHR Enhanced Mapping and Management Information Tool (EMMIT), available at <https://emmit.dncr.nh.gov>.

Archaeological Sites

The 2007 FEIS identified areas of archaeological sensitivity for the Newington-Dover, I1238 project. Within Dover, the FEIS Phase IA archaeological analysis identified the western side of Hilton Park and additional developed area to the northwest (approximately 12.7 acres) as exhibiting sensitivity (*i.e.*, Area 16). This area includes an approximately 0.5 acre verified site, identified as a brickyard (27-ST-55 and 27-ST-56, *i.e.*, Area 17) within Hilton Park.

Due to the presence of sensitive areas within or adjacent to the project construction access area, a Phase IB Intensive Archaeological Investigation has been completed to further investigate the APE within Hilton Park. The Phase IB investigation identified archaeological features related to a historic brickyard. Based on this investigation, the project construction access area has been relocated to another site within Hilton Park which is not archaeologically sensitive.

Public Consultation:

Public informational meetings were held on the following dates: October 25, 2016, January 30, 2018, and September 5, 2018. During these meetings, information regarding the Section 106 process and the role of consulting parties was included in the presentation and take-home materials. As of October 8, 2019, the following consulting parties have been identified and approved by the Federal Highway Administration:

Consulting Party	Contact Information
Kitty Henderson, Executive Director Historic Bridge Foundation	P.O. Box 66245 Austin, Texas 78766 kitty@historicbridgefoundation.com

Consulting Party	Contact Information
Nathan Holth Historic Bridges.org	2767 Eastway Drive Okemos, MI 48864 nathan@historicbridges.org
Lulu Pickering Newington Historic District Commission	339 Little Bay Road Newington, NH pickering@informagen.com
Anne Rugg, Manager CommuteSMART Seacoast	Cooperative Alliance for Seacoast Transportation 42 Sumner Drive Dover, NH 03820 603-743-5777 x. 109 (office) arugg@commutesmartseacoast.org
Karen Sultus, President Seacoast Area Bicycle Riders	16 Pocahontas Road Kittery Point, ME 03905 kittervkaren@yahoo.com
Christopher G. Parker, Assistant City Manager, Director of Planning and Strategic Initiatives	City of Dover, NH 288 Central Avenue Dover, NH 03820-4169 c.parker@dover.nh.gov
Karen Anderson (Interested Party)	Newington Special Project Coordinator kanderson@townofnewingtonnh.com
Martha Roy (Interested Party)	Newington Town Administrator mroy@townofnewingtonnh.com
Senator David Watters (Interested Party)	Senate Office Legislative Office Building, Room 101-A 33 North State Street Concord, NH 03301 David.Watters@leg.state.nh.us

Determination of Effect:

General Sullivan Bridge (DOV0158)

The General Sullivan Bridge (DOV0158) is significant under Criterion A at the state level for its role in the transportation history of the Seacoast area. The bridge is nationally significant under Criterion C for its design and engineering, as an early and highly-influential example of continuous truss highway design in the United States.

Removal of the bridge superstructure for the project essentially negates its significance under Criteria A and C. As the most visible and recognizable element of the General Sullivan Bridge, the superstructure embodies the engineering advances and aesthetics that define the bridge's contribution to the development of the national highway network. Although recent modifications to the north and south approaches and north abutment make those features non-contributing, they have not drastically affected the integrity and significance of the bridge as a whole. The replacement of the historic bridge will result in the physical loss of an early, nationally-significant example of its engineering design; dwindling of the bridge type in New Hampshire and nationally; and the loss of this major link in the transportation network of the region, whose evolution is intertwined with the history of the region itself.

Newington Railroad Depot and Toll House (NWN0168)

The Newington Railroad Depot and Toll House (NWN0618) is listed in the National Register as significant at the local level, under Criteria A and C. It is a well-preserved example of a relatively rare property type, combining the functions of railroad station, toll house and residence for the stationmaster/bridge tender/toll taker.

Although the Period of Significance of the Depot officially ends in 1934 when the General Sullivan Bridge was constructed, they are both extant evidence of the evolution of a regional transportation network, demonstrating a transitioning period of the network in the 1930s. They have existed on the landscape simultaneously for over seven decades. The bridge crossing is located approximately 1400 feet from the resource's National Register boundary and is set on the far side of multiple bridge structures constructed over the last fifty-plus years. The historic center span peaks up over the modern spans and the proposed girder bridge will not. Although the last remnant of visual connection between the Depot and the General Sullivan Bridge will be removed by this project, for the most part the visual link between the two resources was previously severed by the twentieth-century construction of new bridge structures. The full impact of the current loss related to the transportation network is directly borne by the 1934 bridge.

Ira F. Pinkham House/Wentworth Summer Residence (DOV0093)

The property is eligible for listing in the National Register under Criteria A and C, for its associations with Dover Point's former brick-making industry and the 20th century development of Dover Point as a seasonal destination. A contributing barn was demolished on the property in 2012, as a result of the I1238 project undertaking.

Removal of the General Sullivan Bridge superstructure under the Preferred Alternative will have no effect on this historic property. There will be no physical impacts to this property, and the distance (approximately 2,000 feet) is great enough to preclude a visual relationship to the bridge crossing. The spans of the bridge to be replaced through this undertaking are located around a slight curve in the road, which along with tree obstructions and distance, helps to block views of the project area. The plans for the Preferred Alternative do not require roadwork at or near the bridge crossing approaches.

Applying the criteria of effect at 36 CFR 800.5(a)(2), we have determined that the project will result in an Adverse Effect to the General Sullivan Bridge; No Adverse Effect for the Newington Railroad Depot and Toll House; and No Historic Properties Affected for the Ira F. Pinkham House/Wentworth Summer Residence.

Archaeology

As noted above, the Phase IB Intensive Archaeological Investigation identified an archaeologically sensitive area of Hilton Park. Preliminary construction plans have been developed to avoid the site.

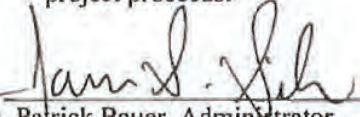
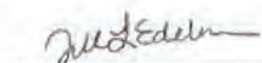
The result of identification and evaluation for the proposed I1238S Contract is a finding of *Adverse Effect*.

Mitigation Measures:

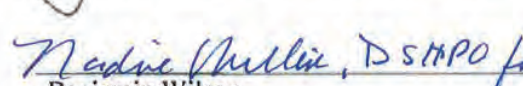
Appropriate mitigation will be determined in consultation with FHWA, NHDHR, Dover and Newington municipalities and the consulting parties. Mitigation will be recorded in a Memorandum of Agreement.

Section 4(f) (to be completed by FHWA)	There Will Be:	<input type="checkbox"/> No 4(f);	<input checked="" type="checkbox"/> Programmatic 4(f);	<input type="checkbox"/> Full 4 (f); or
	<input type="checkbox"/> A finding of <i>de minimis</i> 4(f) impact as stated: In addition, with NHDHR concurrence of no adverse effect for the above undertaking, and in accordance with 23 CFR 774.3, FHWA intends to, and by signature below, does make a finding of <i>de minimis</i> impact. NHDHR's signature represents concurrence with both the no adverse effect determination and the <i>de minimis</i> findings. Parties to the Section 106 process have been consulted and their concerns have been taken into account. Therefore, the requirements of Section 4(f) have been satisfied.			

In accordance with the Advisory Council's regulations, consultation will continue, as appropriate, as this project proceeds.

for  Patrick Bauer, Administrator Federal Highway Administrator	12/31/2019 Date	 Jill Edelman Cultural Resources Manager	12/27/2019 Date
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Concurred with by the NH State Historic Preservation Officer:


 Benjamin Wilson
 State Historic Preservation Officer
 NH Division of Historical Resources

1/2/2020
Date

cc: Jamie Sikora, FHWA Keith Cota, NHDOT Peter Walker, VHB
 Marika Labush, NHDHR Marc Laurin, NHDOT

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NEWINGTON-DOVER 11238S
SECTION 106 – DRAFT MITIGATION STIPULATIONS
MARCH 31, 2021

Potential mitigation for the loss of the GSB was discussed throughout the Section 106 process, and a list of ideas was updated periodically as input was provided. After the Adverse Effects Memo was signed on January 2, 2020, meetings among NHDOT, NHDHR, FHWA, ACOE, and the Consulting/Interested Parties focused exclusively on developing mitigation for adverse effects resulting from the project.

While the language of the stipulations to be included in a Memorandum of Agreement (MOA) will be finalized following the publication of and public input on the draft SEIS, the following mitigation measures relate directly to the adverse effects resulting from the project, and have support among most of the agencies and Consulting/Interested Parties.

A. Marketing the GSB

- i. NHDOT shall market the bridge for re-use (either in whole or in part) in compliance with 23 USC Section 144. The structure shall be marketed to the public for relocation with preservation and/or maintenance covenants as agreed to by NHDOT, NHDHR, and FHWA. NHDOT, in consultation with NHDHR and FHWA, shall develop a notice to include, at a minimum, the following:
 - a. A description of the structure;
 - b. Notice that the bridge is eligible for the National Register for its engineering significance;
 - c. Notice that NHDOT will transfer the structure with consideration for the offer that best protects the historic integrity of the bridge; and
 - d. Notice of the requirement that the bridge will be transferred subject to covenants regarding its preservation and maintenance for a period of ten (10) years in accordance with the Secretary of the Interior's *Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings*.
- ii. The contents of the advertisements, the publications in which they appear, and the frequency of publication shall be approved by NHDHR and FHWA. The advertising period shall last a minimum of 60 days.
- iii. If efforts to market the bridge are unsuccessful, final bid and construction documents shall be completed to specify demolition and disposal of the bridge.
- iv. If all or part of the bridge is re-used, the PWA plaque shall be reused with the salvaged portion. If the entire bridge is not re-used, up to 200 feet of the bridge railing will be made available to the Town of Newington.

B. Documentation of the GSB

- i. NHDOT shall ensure that the bridge is recorded prior to demolition or relocation, in accordance with the Historic American Engineering Record (HAER) standards.
- ii. The documentation shall be completed by a 36 CFR 61-qualified Architectural Historian.
- iii. The documentation shall follow the guidelines available at <https://www.nps.gov/hdp/standards/haerguidelines.htm>, using the version noted below or subsequent updates, whichever is more recent at the time of documentation:
 - a. Report: NHDOT shall consult with the NPS to determine whether the documentation will follow the "short format" report for engineering structures described in the HAER

guidelines (updated 2017), and to determine how previous state documentation of the bridge can be incorporated into the HAER submission.

- b. Photography: to follow the guidelines for the HABS/HAER/HALS programs (updated 2015). Photographs shall consist of archival, large-format black and white 4x5" photographs of the superstructure, substructure, relationship of the bridge to its setting, and engineering/aesthetic details.
 - c. Drawings: to follow the HAER drawing guidelines. Original and historic construction plans shall be included as archival copies, or photographed as archival large-format black and white 4x5" photographs.
 - d. The final HAER package shall meet the requirements for HAER documentation transmittal (updated January 2020).
- iv. A digital draft of the HAER documentation shall be submitted to NHDHR for a review and comment period of 45 days.
 - v. After addressing NHDHR comments, NHDOT shall, on behalf of FHWA, provide a draft digital copy to NPS for review and comment.
 - vi. One final copy of the completed HAER documentation shall be submitted to NPS by NHDOT.
 - vii. One archival copy of the final HAER documentation shall be produced by NHDOT for NHDHR, which will provide an electronic copy. The NHDHR copy of the HAER materials shall include: large format photos and negatives, photo location maps, narrative, and high-quality photocopies of the photos.
 - viii. One archival hard copy and one electronic copy of the final documentation shall be provided to each of the City of Dover, the Town of Newington, and the Newington Historical Society for storage at an appropriate local repository. An electronic copy shall be provided to the Portsmouth Athenaeum. An electronic copy shall be provided to additional local repositories upon request. NHDOT, in coordination with Consulting/Interested Parties, may proactively identify additional local repositories which may be interested in receiving an electronic copy of the completed HAER documentation.
 - ix. An electronic copy shall be provided to additional Consulting/ Interested Parties, upon request.

C. NHDOT Bridge Inventory and Bridge Management Plan – Promotion and Accessibility

- i. NHDOT shall assist NHDHR in the integration of the finalized bridge inventory into the EMMIT online database and mapping tool, which is available by subscription. NHDOT shall also provide the finalized bridge inventory on its own website, where the inventory will be freely available to the public. To complete this stipulation:
 - a. NHDOT or their consultant shall publish the final bridge inventory as an ArcGIS map service that can be accessed directly (live) by the EMMIT application.
 - b. NHDOT or their consultant shall be responsible for updating the map service with any changes to be published such that the EMMIT application will automatically consume the latest data.
 - c. NHDOT or their consultant, in consultation with NHDHR, shall develop the following enhancements to the EMMIT application to support the integration of the final bridge inventory:
 - i. The bridge inventory map service will be integrated into the EMMIT map display Data Query function, and Map Search function. The EMMIT Search Results page and Export Results function will be updated to include bridge inventory information. A View Details page will be developed for the Bridge Inventory which will display the fields for a single bridge like the existing EMMIT View Details pages.

- ii. A single page inventory form report will be developed allowing a PDF to be generated from the View Details page for a single bridge.
- ii. NHDOT shall ensure that promotion of the finalized bridge management plan includes a broad range of internal and external outreach to engineers, municipalities, state DOT employees, and the public, including the use of virtual platforms. NHDOT shall be responsible for three outreach and educational sessions. Possible venues include:
 - a. The American Council of Engineering Companies (ACEC) annual conference;
 - b. The New Hampshire Municipalities Association (NHMA) annual conference;
 - c. Internal training for NHDOT employees and its consultants;
 - d. Regional workshop for engineers, including representatives from other state DOTs regarding their own state's efforts to maintain historic bridges; or
 - e. Potential workshop and session partnerships with NHDHR, and/or the New Hampshire Preservation Alliance.

D. Interpretive Program

- i. NHDOT and/or its consultant shall develop an interpretive program centered around the historic significance of the GSB:
 - a. On-Site Interpretive Panels – NHDOT shall fund and oversee four (4) interpretive panels located at or near the bridge crossing, including locations at, but not limited to: Bloody Point in Newington, Hilton Park in Dover, and/or the bridge.
 - The panels topics will include:
 - Ferries, Trains, and Automobiles Across the Little Bay: How people have crossed the Little Bay over the centuries and why the Little Bay is so challenging to cross.
 - Visualizing Routes through History (for placement on the bridge): Using the unique vantage point of the bridge and its view toward Fox Point, this panel will use maps and other visuals to help readers “see” where previous crossings were located.
 - Bringing Continuous Trusses to the American Highway: Celebrating how the GSB merged aesthetics and economy to create a graceful composition that provided the necessary clearance at the center while saving resources at the approaches.
 - GSB as a Textbook Example: The GSB was one of four FST designs that the firm used to refine their continuous truss design. What characteristics were taken from the Lake Champlain Bridge, and what improvements/ advancements were made for the GSB?
 - A Viewing Station may be used in place of one of the above-mentioned panels, if determined feasible as site planning progresses. The Viewing Station would consist of a clear etched glass panel or other suitable material displaying an image of the GSB superimposed onto the current view, for visitors to understand the location and configuration of the bridge.
 - The content will be developed by an Architectural Historian qualified under 36 CFR 61, and a professional graphic designer shall be engaged to create the design and layout of the interpretive panels and/or elements.
 - NHDHR shall be consulted for review and comment on the preliminary draft content of the panels as well as the draft final mockups of the panel design(s) in their entirety.

- After submission of the preliminary draft content and draft final panels, NHDHR and the Consulting Parties shall have 30 days to review and comment on the draft final text/layout of the displays.
- NHDOT and the content developers will determine whether the incorporation of elements salvaged from the GSB as support structures for interpretive elements is feasible (not as public art).
- NHDOT and the content developers will determine whether the incorporation of a QR code linking to additional online content is feasible.
- b. NHDOT shall develop an installation and related learning exhibit in collaboration with the Woodman Museum about how bridges are used to facilitate multiple modes of transportation, and the importance of these connections to people and the economy on a regional scale.
 - The installation shall include the use of primary sources, including items from the collections of repositories such as Historic New England's archives; the Woodman Institute; the Portsmouth Athenaeum; the archives of NHDOT, and local historical organizations.
 - The installation will focus on visual and textual documents associated with spanning the Little Bay over time, and tourism ephemera from the same era as the construction of the GSB.
 - NHDOT and the Woodman Institute will determine whether a series of short educational videos can be incorporated into the exhibit.

E. Rehabilitation of the Newington Railroad Depot and Toll House and State-Owned Land on Bloody Point

- i. NHDOT shall support the future rehabilitation and reuse of the state-owned portion of the Newington Depot property, according to the *Secretary of the Interior's Standards for Rehabilitation*. Specifically, NHDOT shall:
 - a. Engage a consultant to prepare a building assessment of the Newington Depot, following the NH Preservation Alliance's format, identifying extant character-defining features and potential future uses that can support the retention of these historic features. An electronic copy of the final assessment shall be provided to NHDOT, NHDHR, and the Town of Newington.
 - b. Develop a land master plan and a rehabilitation plan for the Newington Depot property based on the results of the building assessment.
 - c. Provide direct financial support for the rehabilitation of the Newington Depot property based on the building assessment, land master plan, and rehabilitation plan up to \$150,000. Any costs beyond this amount shall be provided by the Town of Newington or a third party (see Stipulation E.ii below).
- ii. NHDOT shall continue discussions about the feasibility of transferring ownership of the property to the Town of Newington. If a mutual agreement cannot be reached, NHDOT shall market the property for sale at fair market value with a historic preservation covenant, to be held by NHDHR, requiring rehabilitation by the future owner that meets the *Standards for Rehabilitation*, to be overseen and approved by NHDHR. Any transfer shall comply with the requirements of the New Hampshire Surplus Land Review Process, including all NH Revised Statutes Annotated, policies and procedures applicable to the disposal of state-owned real estate.

F. Dover Recreational Trail

- i. NHDOT shall coordinate with the City of Dover to evaluate the feasibility of constructing a link between the existing Community Trail on the former rail bed of the Newington-Dover Branch line and the GSB. The Community Trail currently ends in the vicinity of Central Avenue (NH 108) and Rutland Street and options may include a short section of shared use path within the Spaulding Turnpike right-of-way to then follow Finch, Spur and Boston Harbor Roads to the bridge. If a plan for the trail can be mutually agreed upon, NHDOT shall determine the nature and extent of support the agency can provide for the undertaking.
- ii. The feasibility study shall develop information which highlights the history of the Newington-Dover Branch line and its connection to the history of the transportation corridor including the GSB. The study shall make recommendations on incorporating interpretive signage into the design of the recreational trail.
 - a. Interpretive Signage – NHDOT shall fund and oversee the development of up to three interpretive signs/panels to be installed along the trail, conveying the history of the railroad and/or the transportation history of the area.
 - b. In recognition that exact siting of the signage cannot be finalized during a feasibility study, NHDOT will provide high-resolution digital copies of the signage to the City of Dover to make available to the public. These files will contain production-ready content for later fabrication.
 - c. Consultation on the content of the panels shall be between NHDOT, NHDHR, and the City of Dover.
 - d. The content will be developed by an Architectural Historian qualified under 36 CFR 61, and a professional graphic designer shall be engaged to create the design and layout of the interpretive panels and/or elements.
 - e. NHDHR and the Dover Heritage Commission shall be consulted for review and comment on the preliminary draft content and layout of the signage as well as the draft final mockups of the signs in their entirety.
 - f. After submission of the preliminary draft and draft final signage, NHDHR and the Dover Heritage Commission shall have 30 days to review and comment on the draft final text/layout of the displays.