

Introduction and Purpose of this Documentation

In a Determination of Effect Report dated 5 July 2019 (Brown 2019) (attached), the Idaho Transportation Department (ITD), on behalf of the Federal Highway Administration (FHWA) analyzed the effect that a proposed highway improvement project would have on a contributing segment of United States Highway 93 (US-93) (IHSI 53-17072) located in Jerome County, Idaho. The National Register of Historic Places (NRHP) eligible segment of US-93 is currently a two-lane highway with north-south traffic constructed in 1952 (a bypass to the original US-93 traveling through the town of Jerome).

This current project (100 South Road, Jerome County) is a re-evaluation of proposed highway improvements impacting a segment of US-93 located in Jerome County and is part of the Barrymore Corridor, commonly identified as running from Interstate 84 (I-84) on the south to Idaho State Highway 25 (ID-25) on the north. The 100 South Road phase is a 2.255 mile segment of the overall 6.1 mile project along US-93 and is part of the extensive improvements from I-84 to ID-25. All areas within the 6.1 mile long corridor have been previously investigated and cleared under Section 106.

Within Jerome County (Idaho SHPO breaks up linear resources by county), US-93 is approximately 17.37 miles long and travels in a general north/south direction. The highway enters Jerome County from Twin Falls County extending north before entering Lincoln County 5.5 miles southwest of Shoshone, Idaho. Generally speaking, the highway through Jerome County is a two lane arterial roadway (with the exception of the segment from the Jerome County/Twin Falls County line north to 450 South Road which is a four lane highway). The existing 2.255 mile segment of this roadway is generally a two-lane roadway with 12-foot travel lanes and shoulder widths that vary from 6 to 10 feet. The two-way stop controlled intersection at ID-25 and US-93 has two northbound and two southbound through lanes.

The project location is along US-93 between Mile Post (MP) 57.238 and 59.486. This segment of the highway intersects ID-25 and is located approximately 4 miles east/southeast of Jerome, Idaho (for a total length of 2.248 miles). A portion of the current segment was altered in 1985. From the intersection of ID-25 (MP 58.7) and continuing north to MP 59.486, US-93 was shifted to the east. The intersection of ID-25 and US-93 was also previously rebuilt to accommodate four lanes of traffic.

Within the segment of US-93 between MP 57.238 - 59.486 (included in the 100 South investigations), there are two sections. The section between ID-25 (MP 58.7) and MP 59.486 was constructed in circa 1934 and realigned in 1985, while the section between MP 57.238 and ID-25 (MP 58.7) was constructed in 1952. The section between ID-25 (MP 58.7) and MP

59.486 does not retain historic integrity as it was significantly altered (realigned to the east) in 1985 and is non-contributing to the overall NRHP-eligible site. The remainder of the segment between MP 57.238 and ID-25 (MP 58.7) was constructed in 1952 and remains on its original alignment; therefore, this section is in good condition and retains a majority of its historic integrity and is contributing to the overall NRHP-eligible site.

As a result of the proposal, the roadway will have four through lanes (each at 12 feet wide each) with a center non-traversable divided median (a swale which will be an unpaved depression filled with non-irrigated roadside grasses). The existing road will become the northbound travel lanes, while the two new lanes to the west will function as the southbound travel lanes. The center median can range between 12 to 16 feet to manage side friction safety and to facilitate snow removal. The inside shoulder width shall be a minimum of four feet and outside shoulder shall be a minimum of eight feet. Roadway tapers conclude within the identified project limits.

This investigation has determined that a total of 2.255 miles of US-93 is within the current project area. Of the 2.255 miles of highway, 0.8 miles was realigned in 1985 and is no longer a contributing segment to the overall NRHP-eligible road. The remaining 1.455 miles is on its original 1952 alignment and is a contributing segment to the overall NRHP-eligible road.

US-93 is eligible for listing in the NRHP under Criterion A for its association with transportation. This resource is in good condition and retains its historic integrity. Additionally, this resource is historically significant because it is the original alignment of ID-25, and provided an important connection between many small towns in rural Idaho. This resource is not eligible for the NRHP under Criteria B, C, or D.

Given the nature of this project, a majority of the highway's integrity will not be diminished. Project actions, which include adding two lanes (to the west) equaling four through lanes with a non-traversable median (a swale which will be an unpaved depression filled with non-irrigated roadside grasses) will not alter the historically significant characteristics that make US-93 eligible for the NRHP. The design aspect will only be marginally impacted with the linear design essentially remaining intact throughout the project area. Furthermore, the addition of the two lanes to the west will not alter the location, setting, or materials of the existing roadway. Additionally, the workmanship, feeling, and association will not be adversely affected since the highway is still being used as it was intended in its existing location. Therefore, project impacts to US Highway 93 will result in a **No Adverse Effect to Historic Properties**.

SHPO Opinions

ITD Cultural Resources staff met with SHPO on several occasions to discuss this project. After SHPO indicated initial concerns with potential effects, ITD instructed the consultant to draft a memo further clarifying our position and overall rationale. The memo included a detailed integrity analysis of how the contributing segment of US-93 would not be adversely affected by the project.

ITD submitted the Archaeological and Historical Survey Report (AHSR) Re-Evaluation along with the above mentioned memo to SHPO. On July 5, 2019, in response to the submitted materials, the Idaho SHPO sent a formal letter indicating that they were not in concurrence that the overall project actions will have no adverse effect to historic properties. SHPO found an Adverse Effect to Historic Properties. In regards to the eligible segment of US-93, SHPO noted that, “the introduction of a median and an additional two lanes of traffic to the west will create a dual carriageway or divided highway. The eligible segment of US-93 is currently a two-lane highway with north-south traffic. As proposed, the project will affect the segment’s integrity of feeling, design, and setting” (Brown 2019a).

Subsequently, ITD decided to complete a more thorough review of the resource, prompting additional eligibility discussions and evaluations. A more thoughtful analysis of this 1.5 mile long segment (between MP 57.231 and MP 58.729) was made by Bionomics and ITD. The outcome of their investigation found that US-93 has been recorded numerous times, and has been determined eligible for the NRHP under Criterion A for its association with the development of Idaho state highways in the early twentieth century, and its important connection of small towns in rural Idaho. The period of significance for US-93 ranges between 1913 (beginning of construction for the Sawtooth Park Highway) and 1934 (when a segment of the “main route” of US-93 was constructed and designated near Jerome, Idaho).

The segment located within this project’s APE is a bypass route constructed in 1952 and was the third re-route of the highway in the Jerome area between 1934 and 1952. Therefore, Bionomics and ITD argued that this segment was outside of the period of significance for US-93 – defined as the point or span of time (marked by a year beginning and a year ending) during which the resource was associated with a significant event, person, group, land use, or during which it attained the physical characteristics that make it significant.

In addition to this segment of US-93 being constructed outside of the period of significance, its purpose is also not associated with the historic significance of US-93. The historic context and significance of US-93 is related to its purpose of connecting small towns in rural Idaho (Criterion A). The opposite could be said for a bypass route, which serves to assist

vehicular traffic in avoiding “built-up” or developed areas. As indicated in the later letter from SHPO, the bypass may be of historic significance; however, that significance is different from that of US-93 and the linking of rural Idaho towns.

In either event, the proposed work does not present an Adverse Effect to US-93 (original or bypassed). Construction of two additional lanes of traffic adjacent to the existing road, separated by a 14' wide non-traversable median (a swale which will be an unpaved depression filled with non-irrigated roadside grasses) does not alter the character which makes this resource eligible.

On December 17, 2019, in response to the submitted materials, the Idaho SHPO sent an email to ITD indicating that while they agreed that the segment in question was in fact a bypass, they did not agree with our determination that it was a non-contributing segment to the overall NRHP-eligible resource. “Our office views bypasses as a significant part of the overall highway history...the highway was constructed to bypass the town of Jerome and allow travelers to get to their destination (e.g. Sun Valley) faster. As such, our office views that the 1952 segment from Twin Falls to ID-25 as a significant segment to the overall history of US-93 with a period of significance of 1952-1970” (Brown 2019b). Regardless of SHPO opinion, ITD still believes that the actions result in a no adverse effect to historic properties.

Section 106 Consultation and Project Development

ITD has been investigating proposed work on US-93 since 2001. Several re-evaluations and addendums have been completed in order to address design modifications identified during the NEPA process. The proposed highway improvement project developed by ITD and FHWA resulted from a careful and deliberate process of coordination with the public and Section 106 consulting parties that began in 2001 and continues through 2020 and which is documented in the Determination of Effect Report.

Beginning in 2001 the original investigation (Sayer 2001) (ITD 1502 attached) through each of the addendums and re-evaluations, intensive pedestrian survey of the corridor identified numerous NRHP-eligible resources, none of which included US-93. It was not until the 2019 Re-Evaluation (KN19134) that US-93 was recorded (due to new standards adopted by Idaho SHPO personnel). The Idaho SHPO did not concur with the No Adverse Effect determination.

Documentation

The alternatives analysis completed under the Environmental Assessment (EA)/FONSI for this corridor (approved in 2008) was developed to improve US-93 between I-84 and ID-25 and was divided between two phases. The first phase was a technical analysis associated with

the preparation of the *US-93 Needs Assessment*. The second phase was the presentation of the findings completed for the EA. These findings included input from local, state, and federal government agencies as well as members of the public and adjacent property owners.

The initial range of conceptual alternatives for improving US-93 between I-84 and ID-25 was evaluated in the *US 93 Needs Assessment* (W&H Pacific 2002) and in the *Environmental Assessment* (Idaho Transportation Department 2008). This report evaluated a total of five corridor improvement options:

Option #1 – No Build

This option does not include any roadway improvements. It was the baseline for comparison of all of the other alternatives.

Option #2 – Five-lane improvement, continuous left turn lane, standard access

This option considered widening the existing roadway to four travel lanes with a center turn lane to allow vehicles to turn on and off of the highway with no change in access management. (Continuous Left Turn Lane, Standard Access).

Option #3 – Five-lane improvement, continuous left turn lane, partial control type II access

This option examined widening the existing roadway to four travel lanes and a fifth center lane to allow vehicles to turn on and off of the highway. At major intersections, the turning movements would be controlled via median channelization. Public road access would be permitted based on a pre-approved plan, but there was no minimum spacing between accesses. New approaches were prohibited, except to serve isolated parcels (5-lane Improvement, Continuous Left Turn Lane, Partial Control Type II Access).

Option #4 – Five-lane improvement, continuous median channelization, partial control type III access

This option studied widening the existing roadway to four travel lanes with a continuous middle fifth lane for limited access to adjacent properties restricted to no more than four per mile. The roadway would have a median channelization with left-turn lanes at major intersections. Access roads were provided when economically justified and as part of property redevelopment. Adjacent properties would have a highway access primarily through the development of a frontage road network (5-lane Improvement, Continuous Median Channelization, Partial Control Type III Access).

Option #5 – Four-lane improvement, partial type IV access, no direct private access

This option considered widening the existing roadway to four travel lanes with continuous median control and development on a frontage road network. Adjacent property access would

have been from these frontage roads or public access roads. New approaches would have been prohibited. Access roads or right-of-way (ROW) for frontage roads were to be provided when appropriate or economically justified (4-lane Improvement, Partial Type IV Access, No Direct Private Access).

Option #2 was eliminated because the continuation of the existing standard approach to access would not support the project objectives. For the remaining three build options, an evaluation was conducted to compare and contrast these options to the No Build option. The analysis for each option included the preparation of 20-year travel forecasts. Based on the analysis and comparison of the project actions, Option #5 was considered the best; Option #4 was second and Option #3 was the least desirable of the three build options. To develop the final recommendation, additional public and agency input was considered for the three build options and an initial review of potential environmental impacts was performed.

Throughout the process, public reaction had been unfavorable toward Option #5 because of the very limited access to commercial development. Local government agencies also discussed the large amount of public road right-of-way needed for this option. Ultimately, the local government agencies concluded that Option #5 could be problematic. Due to these reservations, ITD decided that Option #4 should be adopted as the conceptual plan for making improvements to US-93 between I-84 and ID-25. The goal was to meet the project purpose and need while retaining the form, function, and engineering of the highway, as well as avoiding adverse effects to the other eligible historic resources along the US-93 corridor.

Supplemental Information

An analysis of how the contributing segment of US-93 will not be adversely affected by the project is detailed below:

- The Section 106 regulations state that an adverse effect occurs when an undertaking “may alter, directly or indirectly, any of the characteristics of a historic property that qualify the property for inclusion in the National Register in a manner that would diminish the integrity of the property’s location, design, setting, materials, workmanship, feeling, or association.” Thus, an adverse effect finding focuses on the potential to “alter” historically significant characteristics and diminish the integrity of a historic property; if integrity is not substantially diminished, there is not an adverse effect.
- Currently the resource is in good condition, and it retains the majority of its historic integrity. The resource remains in its original location and appears generally unaltered, except in places where the materials have been previously changed, which is common

for roads. This resource retains integrity of location, design, setting, workmanship, feeling, and association.

- An analysis of the seven aspects of integrity, in regards to constructing two lanes west of US-93 between MP 57.231 and MP 59.486 (2.255-miles) are as follows:
 - Location – Constructing two lanes for 2.255-miles (along the 1.455 mile long contributing segment) west of US-93 will not alter the historic alignment of the road. The location of the original alignment will remain intact.
 - Design – US-93 is only eligible for the NRHP under Criterion A, not Criterion C. If the road were eligible under Criterion C, then constructing two lanes west of US-93 may alter the characteristics that make it eligible for the NRHP; however the design is not one of the characteristics that qualify this historic property for inclusion in the NRHP. Regardless, the design of the two existing lanes will not be altered.
 - Setting – The existing road will not be moved or realigned, and while the setting may be altered due to the construction of a two lane road to the west, this does not constitute an adverse effect. Furthermore, the current project is tying into a previously completed project to the south which also included the construction of two additional lanes to the west. Therefore, it could be argued that the overall setting has already been changed by another project.
 - Materials – US-93 is only eligible for the NRHP under Criterion A, not Criterion C. Additionally, the evolution of a road (i.e. materials, etc.) is a normal function of transportation and this segment will remain a gravel road mix with an asphalt overlay.
 - Workmanship – US-93 is only eligible for the NRHP under Criterion A, not Criterion C. Regardless, it would still retain the integrity of workmanship.
 - Feeling – While constructing two lanes west of US-93 does slightly alter the historic feeling, the highway as a whole is still being used as it was intended. Furthermore, the current project is tying into a completed project to the south which included the construction of two additional lanes to the west. Therefore, it could be argued that the overall feeling has already been changed by previous projects.
 - Association – Constructing two lanes west of US-93 does not alter the historic association as the highway is still determined eligible as a whole.

Conclusion

The project being proposed by ITD and FHWA for US-93 meets the Secretary of Interior's definition of rehabilitation: "the act or process of making possible a compatible use for a property through repair, alterations, and additions while preserving those portions or features which convey its historical, cultural, or architectural values." The project will preserve those features which convey US-93's historical, cultural, and architectural values.

Project actions, which include adding two lanes (to the west) equaling four through lanes with a median (a swale which will be an unpaved depression filled with non-irrigated roadside grasses) will not alter the historically significant characteristics that make US-93 eligible for the NRHP. The design aspect will only be marginally impacted with the linear design essentially remaining intact throughout the project area. Furthermore, the addition of the two lanes to the west will not alter the location, setting or materials. Additionally, the workmanship, feeling, and association will not be adversely affected since the linear resource will continue to function as a highway. The linear resource will remain in transportation use at its original location. A majority of the highway's integrity will be unchanged, and while the aspect of feeling will be slightly affected, it will not be affected in a way that will render the highway unable to convey its significance. For these reasons, ITD and FHWA have concluded that the overall proposed project will result in a **No Adverse Effect to Historic Properties.**

References Cited

Brown, Ashley

2019a SHPO response to "100 South Road, Jerome County / Key No. 19134/ SHPO# 2019-689. July, 5, 2019.

2019b SHPO response (via email) to "100 South Road, Jerome County / Key No. 19134/ SHPO# 2019-689". Dec. 17th, 2019.

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2008 US-93, I-84 to SH-25 Jerome County, Environmental Assessment Project No. NH-2390(134) & NH-2390(135) Key No. 7800 & 7801. Prepared for FEDERAL HIGHWAY ADMINISTRATION.

Sayer, Camille

2001 "US-93 Petro to Barrymore, NH-2390(134), Key Number 7800 and US-93 Barrymore to State Highway 25, NH-2390(135), Key Number 7801".

W& H Pacific

2002 "US 93 Needs Assessment: 500 S to Barrymore, Barrymore to SH 25, and SH 25 to US 26". Prepared for Idaho Transportation Department. July 2002.