

1 **1.0 INTRODUCTION**

2 **1.1 Location and Setting**

3 U.S. Army Garrison, Alaska ([USAG-AK](#)) manages two military forts (Figure 1): [Fort Richardson](#) and  
4 [Fort Wainwright](#). Fort Richardson is headquarters for [USAG-AK](#). The fort occupies 61,000 acres in  
5 south-central Alaska (Center for Ecological Management of Military Lands and Gene Stout & Associates,  
6 1998a). The [Fort Richardson](#) cantonment area is approximately seven miles northeast of downtown  
7 Anchorage. The fort lies between two prominent natural features, the Knik Arm of Cook Inlet to the  
8 north and the Chugach Mountains to the east. [Fort Wainwright](#) is located north of the Alaska Range in  
9 the Alaska Interior and consists of a cantonment and three training areas, the Tanana Flats Training Area  
10 (TFTA), the Yukon Training Area (YTA), and the Donnelly Training Area (DTA)<sup>1</sup> totaling  
11 approximately 1,559,000 acres. The cantonment, TFTA, and YTA are located in the Fairbanks North Star  
12 Borough, and the DTA is located near the town of Delta Junction, 100 miles *southeast* of Fairbanks. A  
13 discussion of the natural environment of the posts can be found in the Integrated Cultural Resources  
14 Management Plans ([ICRMP](#)) for the two forts.

15

---

<sup>1</sup> The Donnelly Training Area formerly was part of Fort Greely, but has been realigned to Fort Wainwright.

1  
2

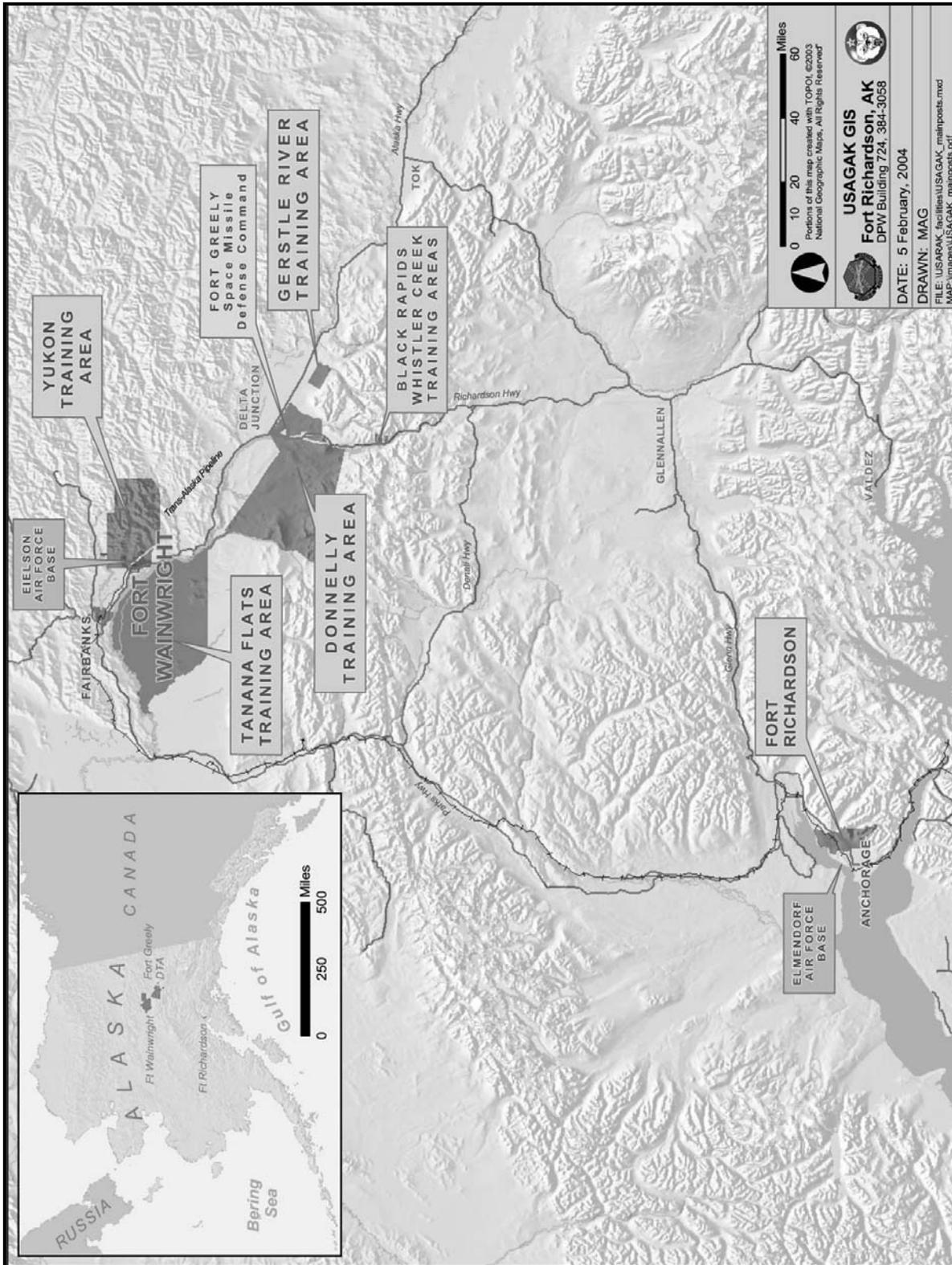


Figure 1. Lands managed by U.S. Army Garrison, Alaska and subject to Standard Operating Procedures found in this document.

1 **1.2 Regulatory Framework**

2 1.2.1. Background

3  
4 [USAG-AK](#) is responsible for managing cultural resources in accordance with relevant federal laws and  
5 regulations. The foundation of broad legislation for preservation of cultural resources is the [National](#)  
6 [Historic Preservation Act \(NHPA\)](#) of 1966 *as amended*. The [NHPA](#) calls upon the federal  
7 government to be a leader in preservation, stating that government agencies should "provide leadership in  
8 the preservation of the prehistoric and historic resources of the United States and...administer federally  
9 owned [cultural] resources in a spirit of stewardship for the inspiration and benefit of present and future  
10 generations" ([NHPA](#), Section 2(2) - 2(3)). The [NHPA](#) outlines roles of the [National Register of](#)  
11 [Historic Places](#) (NRHP), the State Historic Preservation Officer (SHPO), and the [Advisory Council](#)  
12 [on Historic Preservation \(Advisory Council\)](#) in overseeing management of cultural resources.

13  
14 Of particular importance to military installations are [Sections 106](#) and [Section 110 of the NHPA](#).  
15 [Section 106](#) requires federal agencies to consider effects of undertakings on resources listed in, or  
16 eligible for inclusion in, the NRHP. Section 110, part of a 1980 *amendment*, requires federal agencies to  
17 institute programs to identify, evaluate, and nominate NRHP-eligible cultural resources under their care.  
18 Compliance with preservation requirements on military lands is largely compliance with these sections of  
19 the [NHPA](#). Numerous federal regulations, orders, and instructions elaborate upon and clarify these  
20 provisions of the [NHPA](#) and the compliance process.

21  
22 In 1999, the [Advisory Council](#) approved a new implementing regulation for [Section 106](#) of the [NHPA](#);  
23 the new 36 CFR § 800 supersedes the previous version. The regulation calls for greater federal agency  
24 responsibility and autonomy, strengthens the role of Native American tribal organizations, and  
25 streamlines the role of the [Advisory Council](#) in the [Section 106](#) process.

1 [Army Regulation 200-4](#), Cultural Resources Management (CRM), outlines responsibilities with regard  
2 to cultural resources legislation for installations, Major Commands, and supporting organizations.  
3 Specific responsibilities of the [USAG-AK](#) cultural resources management program include:

- 4 • Develop, approve, and maintain an [ICRMP](#);
- 5
- 6 • Inventory and evaluate cultural resources located on properties under [USAG-AK](#) control  
7 and ownership;
- 8
- 9 • Have a policy regarding nomination of eligible cultural resources to the NRHP;
- 10
- 11 • Protect and maintain eligible resources and promote their rehabilitation and adaptive  
12 reuse;
- 13
- 14 • Integrate preservation requirements with planning and management activities of the  
15 military mission; and
- 16
- 17 • Cooperate with federal, state, and local agencies, *Alaska Native Tribes*, and the public in  
18 cultural resources management.
- 19

20 [USAG-AK](#) has been diligent in carrying out its responsibilities under the NHPA and [Army Regulation](#)  
21 [200-4](#). [Fort Richardson](#) and [Fort Wainwright](#) have ICRMPs that set forth the background and process for  
22 compliance.

### 23 24 1.2.2 Army Alternate Procedures

25 Under [36 CFR § 800.14](#) of [Section 106](#) of the National Historic Preservation of Act, federal agencies  
26 can, with the [Advisory Council](#)'s approval, adopt alternate procedures that may be used instead of the  
27 Advisory Council's procedures for compliance with [Section 106](#). The Army has elected to do this and  
28 has adopted the [Army Alternate Procedures \(AAP\)](#) to [Section 106](#) (Federal Register 67(44):10139 –  
29 10165). The [AAP](#) states that installation commanders may continue under the [Advisory Council](#)'s  
30 [Section 106](#) process or may elect to comply with the [AAP](#). In order to comply with [Section 106](#)  
31 through the [AAP](#), an installation must adopt a Historic Preservation Component (HPC) to its ICRMP.

32

1 1.2.3 Historic Properties Component (HPC)

2 The HPC is the portion of the ICRMP that relates to compliance with [Section 106](#) of the [NHPA](#). The  
3 HPC is a “five-year plan that provides for installation identification, evaluation, assessment of effects,  
4 treatment, and management of historic properties” (Federal Register 67(44):10144). The process for  
5 developing the HPC is set out in the Army Alternate Procedures ([AAP](#)). It includes consultation with  
6 interested parties<sup>2</sup>, including federally recognized Native American Tribes, and with the [Advisory](#)  
7 [Council](#), which ultimately must certify the HPC. *Once the HPC is certified by the Advisory Council, no*  
8 *further formal consultation with interested parties is required unless the HPC is amended or until it is*  
9 *recertified. Interested parties will have the opportunity to review the past year’s operations and the plans*  
10 *for the upcoming year at an annual meeting. Changes to this document can take place in consultation*  
11 *between ACHP, USAG-AK and stakeholders.* Although it is part of the ICRMP, the HPC “stands alone  
12 as a legal compliance document” under the [AAP](#) (Federal Register 67(44):10144).

13  
14 This HPC sets forth standards and guidelines that [USAG-AK](#) will follow in its management of historic  
15 resources and provides procedures for determining and resolving the effects of undertakings on such  
16 properties. The purpose of the HPC is to enable compliance with [Section 106](#) on a programmatic basis  
17 through certification to operate under the [AAP](#). [USAG-AK](#) also manages cultural resources under other  
18 statutes and regulations, including the [Native American Graves Protection and Repatriation Act](#)  
19 ([NAGPRA](#)), the [Archaeological Resource Protection Act](#) (ARPA), and the [National Environmental](#)  
20 [Policy Act](#) ([NEPA](#)), and several Executive Orders. Compliance with the laws and regulations are  
21 discussed in detail in the installation’s ICRMPs and are not the subject of this HPC.

---

<sup>2</sup> Interested parties, stakeholders, and consulting parties are used interchangeably throughout this document.

1 1.2.4 National Environmental Policy Act

2 Under the Army Alternate Procedures the National Environmental Policy Act (NEPA) becomes the  
3 primary process for *consulting* parties to review and make comment on individual undertakings. How  
4 USAG-AK has applied the Standard Operating Procedures (SOP) to undertakings will be reflected in  
5 NEPA documents. *Consulting* parties will have the opportunity to comment on USAG-AK's application  
6 of the SOP during the NEPA public review period.

7 1.2.5 Organizational Elements of the HPC

8 The HPC sets standards and guidelines that [USAG-AK](#) will follow in its management of cultural  
9 resources and provides procedures for determining and resolving the effects of undertakings on such  
10 cultural resources. The basic components of the HPC are set out in [AAP](#). They include:

- 11 • *Introduction*: This component describes [USAG-AK](#)'s past and present mission(s) and  
12 the types of activities that may affect cultural resources. [USAG-AK](#)'s cultural resources  
13 management personnel also are identified in this section, as are parties that consulted in  
14 the development of the HPC.  
15
- 16 • *Planning Level Survey*: This component presents an overview of what is known about  
17 cultural resources on [USAG-AK](#)'s installations.  
18
- 19 • *Categorized Undertakings*: This component summarizes the undertakings that are  
20 anticipated during the five-year planning period.  
21
- 22 • *Categorical Exclusions*: *This component lists undertakings that are categorically*  
23 *excluded from review and that were developed in consultation with stakeholders.*  
24 *Categorical exclusions are supplemental to the Army-wide exempted undertakings listed*  
25 *in section 4.*  
26
- 27 • *Management Goals and Practices*: *This component sets forth the goals for management*  
28 *and preservation of the installation's historic properties during the planning period, the*  
29 *desired future conditions of historic properties, and identifies management practices to*  
30 *meet conditions. The practices identified in this component are to focus on the major*  
31 *activities of an installation, including those identified in Categorized Undertakings*  
32 *(section 3).*  
33
- 34 • *SOPs*: Standard Operating Procedures are the actions that [USAG-AK](#) will follow to  
35 consider the effects of activities on historic resources and to manage them responsibly.  
36

37

1 **1.3 Mission**

2 1.3.1 USAG-AK

3 [USAG-AK](#), comprised of the Army's active-duty forces in Alaska, is a subordinate command of U.S.  
4 Army, Pacific (USARPAC). The mission of [USAG-AK](#) is:

5 “Provide trained, ready forces for worldwide military operations; and achieve family  
6 readiness and community well-being; while exploiting joint training opportunities and  
7 operating a force projection platform.”  
8

9 Major units of [USAG-AK](#) are the 172<sup>nd</sup> Separate Infantry Brigade and U.S. Army Garrison, Alaska. In  
10 addition to serving as [USAG-AK](#) headquarters, [Fort Richardson](#) is an important support base, with the  
11 majority of [USAG-AK](#) combat forces stationed at [Fort Wainwright](#). Units stationed at [Fort Richardson](#)  
12 include Task Force 1-501st Infantry, 172<sup>nd</sup> Separate Infantry Brigade and U.S. Army Garrison, Alaska,  
13 supporting [USAG-AK](#)'s combat forces (U.S. Army Alaska, 1995: 6).

14

15 1.3.2 Fort Richardson

16 *1.3.2.1 Past Mission*

17 Presidential Executive Order established [Fort Richardson](#) as Elmendorf Field in 1939. The site north of  
18 Anchorage was chosen because of relatively favorable weather patterns and access to two important  
19 transportation assets, the Alaska Railroad and Cook Inlet. The name [Fort Richardson](#) was adopted by the  
20 War Department roughly a year later in memory of Brigadier General Wilds P. Richardson, a Texas  
21 engineer who surveyed and supervised construction of Alaska's first highway and served as commander  
22 of the American Expeditionary Force, North Russia (U.S. Army Alaska, 1971).

23

24 During World War II [Fort Richardson](#) was tasked with defending Alaska from invasion and coordinating  
25 the Alaskan war effort. Before the outbreak of World War II, military strength in Alaska was less than  
26 3,000; it soon grew to 7,800 troops stationed on [Fort Richardson](#) alone. As the war progressed, [Fort](#)

1 [Richardson](#)'s mission expanded significantly to become the logistics base for numerous Army garrisons  
2 and the Air Corps.

3  
4 The original Fort Richardson was divided between the Air Force and the Army in 1950 after the Air Force  
5 became a separate service. The Air Force portion of the property became Elmendorf AFB. The Army  
6 retained the eastern lands of the installation and a new cantonment was constructed.

7  
8 During the Cold War [Fort Richardson](#) performed primarily a training and administrative support role for  
9 Army forces in Alaska. In 1947 [Fort Richardson](#) became headquarters for the newly established U.S.  
10 Army Alaska (USARAL). USARAL was superseded by the 172 Infantry Brigade (Alaska) in 1974 and  
11 finally by the 6th Infantry Division (Light) in 1986. Following the Cold War, the 6th Infantry Division  
12 (Light) was deactivated, and Army forces were reorganized under U.S. Army Alaska.

13  
14 *1.3.2.2 Current Mission*

15 Currently, [Fort Richardson](#) encompasses approximately 61,000 acres. [Fort Richardson](#) has 16 major  
16 training areas (TA). TA 16 is used for the Alaska National Guard facility. TA 15 is small and relatively  
17 isolated. TAs 1, 2, 6, 7, 8, 9, 10, 11, 12, and 14 are subdivided using letter designations.

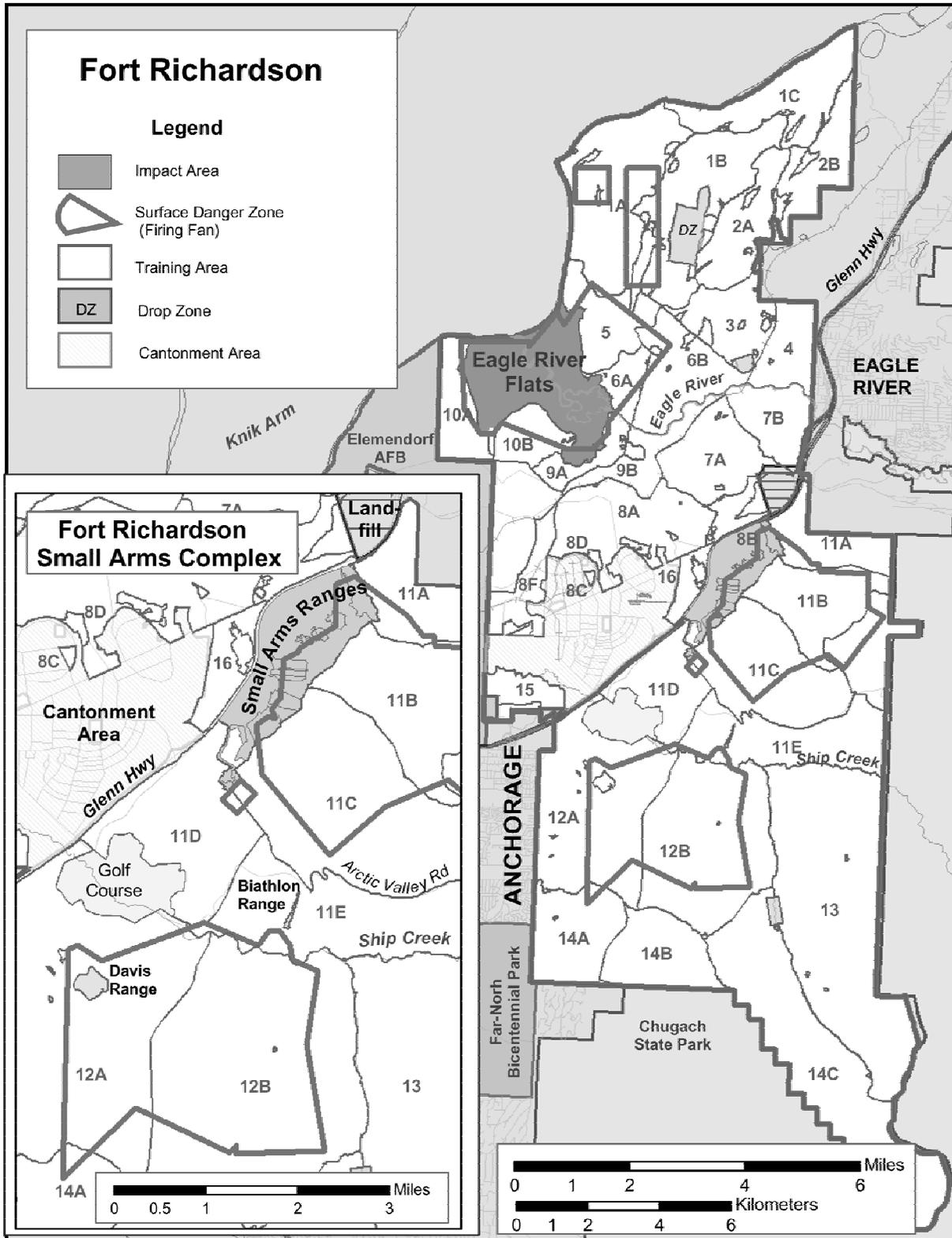
18 **Fort Richardson Training Areas**

<b>Training Area</b>	<b>Acres</b>	<b>Size Unit</b>	<b>Training Area</b>	<b>Acres</b>	<b>Size Unit</b>
1	6,813	Company	9	1,330	Company
2	2,492	Company	10	1,072	Company
3	1,195	Company	11	5,110	Company
4	836	Platoon	12	6,444	Company
5	1,257	Company	13	2,937	Company
6	1,010	Platoon	14	5,208	Company
7	2,182	Company	15	2,768	Platoon
8	2,244	Company			

19

1 [Fort Richardson](#)'s training facilities consist of maneuver areas, small arms ranges, landing zones, drop  
2 zones, and artillery/mortar firing points. Major facilities are listed below (Center for Ecological  
3 Management of Military Lands and Gene Stout & Associates, 1998a).

- 4 • Malamute Drop Zone (214 acres, being expanded by 200-300 acres) for support of strategic  
5 airborne operations. This drop zone can support a company size operation.  
6
- 7 • Davis Range Complex (1,333 acres) for live fire training. Facilities include a platoon battle  
8 course, a defensive trench system, ambush and defensive sites, and several live fire courses.  
9
- 10 • Biathlon Range (692 acres) for training in Arctic combat. The range has three ski trails and  
11 an arms range for firing M16 and 22 caliber rifles.  
12
- 13 • Aerial Target Range for training in engagement techniques for aerial targets.  
14
- 15 • Demolition Range.  
16
- 17 • McLaughlin Range Complex (692 acres) for live fire training of the LAW AT4 and Mark 19.  
18
- 19 • Eagle River Flats for mortar and artillery firing from approximately 30 firing points on North  
20 Post.  
21
- 22 • Landing Zones (about 25) for helicopter assaults.  
23
- 24 • Mahon Range.  
25
- 26 • Fieldfire Range.  
27
- 28 • Statler-Newton Small Arms Range for .38 and .45 caliber pistols.  
29
- 30 • Oates-McGee Range for M-60 firing at 500 to 1,000 feet.  
31
- 32 • Grezelka Range for M-16 and M-60 training and qualification.  
33
- 34 • Zero Range.  
35
- 36 • Record Range for M-16 qualification.  
37
- 38 • Pendeau Range for M-16 and M-14 training.  
39
- 40 • Grenade Range.  
41
- 42 • Shoot House Range.  
43
- 44 • Off-Duty Range.  
45
- 46 • 40 mm Range.



1  
2 Figure 2. Map of Fort Richardson showing post boundary, training areas, impact area and surface danger  
3 zones.  
4

1 1.3.3 Fort Wainwright

2 *1.3.3.1 Past Mission*

3 [Fort Wainwright](#)'s (originally Ladd Field) mission initially focused on cold weather testing of aircraft and  
4 associated equipment. With the United States' entry into World War II the mission was expanded to  
5 include supply and repair of aircraft involved in the war effort and to serve as a transfer point for lend-  
6 lease aircraft to the USSR. During the early Cold War years, Ladd AFB was the Air Force's sector  
7 command center for northern Alaska. Its foremost missions were air defense, strategic reconnaissance,  
8 and arctic research (Price 2000). The Army continued operating at Ladd AFB, focusing on antiaircraft  
9 and ground defense, cold weather training, and emergency preparedness for nuclear attack (Denfeld  
10 1988).

11  
12 In 1961, the Air Force moved its operations to Eielson AFB, 26 miles southeast of Fairbanks, and  
13 transferred Ladd to the Army, who renamed it Fort Wainwright. During the remainder of the Cold War,  
14 Army missions at Fort Wainwright included ground defense, NIKE missile air defense, aviation support,  
15 troop training, logistics, and civil defense assistance. With the activation of the 6<sup>th</sup> Infantry Division  
16 (Light) in 1986 the mission of [Fort Wainwright](#) was expanded to include readiness for worldwide  
17 deployment. Following the deactivation of the 6<sup>th</sup> Infantry Division (Light) in 1994, Army forces were  
18 reorganized under U.S. Army Alaska.

19  
20 *1.3.3.2 Current Mission*

21 Ground defense, cold weather training, and preparedness for worldwide deployment have been the  
22 primary missions of [Fort Wainwright](#) in the 1990s. This did not change in 1998 when the 6<sup>th</sup> Infantry  
23 Division (Light) was designated the 172<sup>nd</sup> Infantry Brigade (Separate). In 1992 the U.S. Air Force moved  
24 its Cope Thunder training program from the Philippines to Alaska. Training facilities were developed on  
25 [Fort Wainwright](#) to support this ongoing program.

1  
2

**Fort Wainwright Training Areas**

<b>Training Area</b>	<b>Acres</b>	<b>Size Unit</b>	<b>Training Area</b>	<b>Acres</b>	<b>Size Unit</b>
100	551,352	Brigade	DTA 57	2,219	Company
102	203	Platoon	DTA 58	1,167	Company
104	280	Platoon	DTA 59	2,611	Company
106	159	Platoon	DTA 60A	1,519	Company
107	209	Platoon	DTA 60B	349	Company
108	240	Platoon	DTA 61	5,116	Company
109	37	Squad	DTA 62	4,136	Company
110	203	Platoon	DTA 63	8,206	Company
111	226	Platoon	DTA 71	23,865	Company
113	626	Company	DTA 72	33,017	Company
114	720	Company	DTA 73	35,473	Company
YTA 1	11,056	Battalion	DTA 74	12,256	Company
YTA 2	39,555	Brigade	DTA 11	4,877	Company
YTA 3	31,868	Battalion	DTA 16	1,713	Company
YTA 4	30,101	Brigade	DTA 17	186	Company
YTA 5	10,195	Battalion	DTA 19	2,427	Company
YTA 6	39,365	Brigade	DTA 20	3,333	Company
YTA 7	43,421	Brigade	DTA 21	4,169	Company
DTA 1	2,468	Company	DTA 22	2,474	Company
DTA 2	963	Company	DTA 34	1,471	Company
DTA 4	577	Company	DTA 40	99	Company
DTA 5	4,544	Company	DTA 48	1,671	Company
DTA 6	4,443	Company	DTA 75	35,783	Company
DTA 7	2,297	Company	DTA 76	8,093	Company
DTA 8	7,110	Company	DTA 77	19,705	Company
DTA 9	5,824	Company	DTA 78	16,556	Company
DTA 10	6,379	Company	DTA 79	21,249	Company
DTA 50	865	Company	DTA 80	17,225	Company
DTA 51	67	Company	DTA 81	57,488	Company
DTA 52	214	Company	DTA 82	36,468	Company
DTA 53	1,053	Company	DTA 83	19,173	Company
DTA 54	1,964	Company	DTA 85	25,799	Company
DTA 55	229	Company	DTA 86	15,057	Company
DTA 56	95	Company			

3

Currently, [Fort Wainwright](#) encompasses approximately 1,599,000 acres. [Fort Wainwright](#) has 12 major training areas (TA).

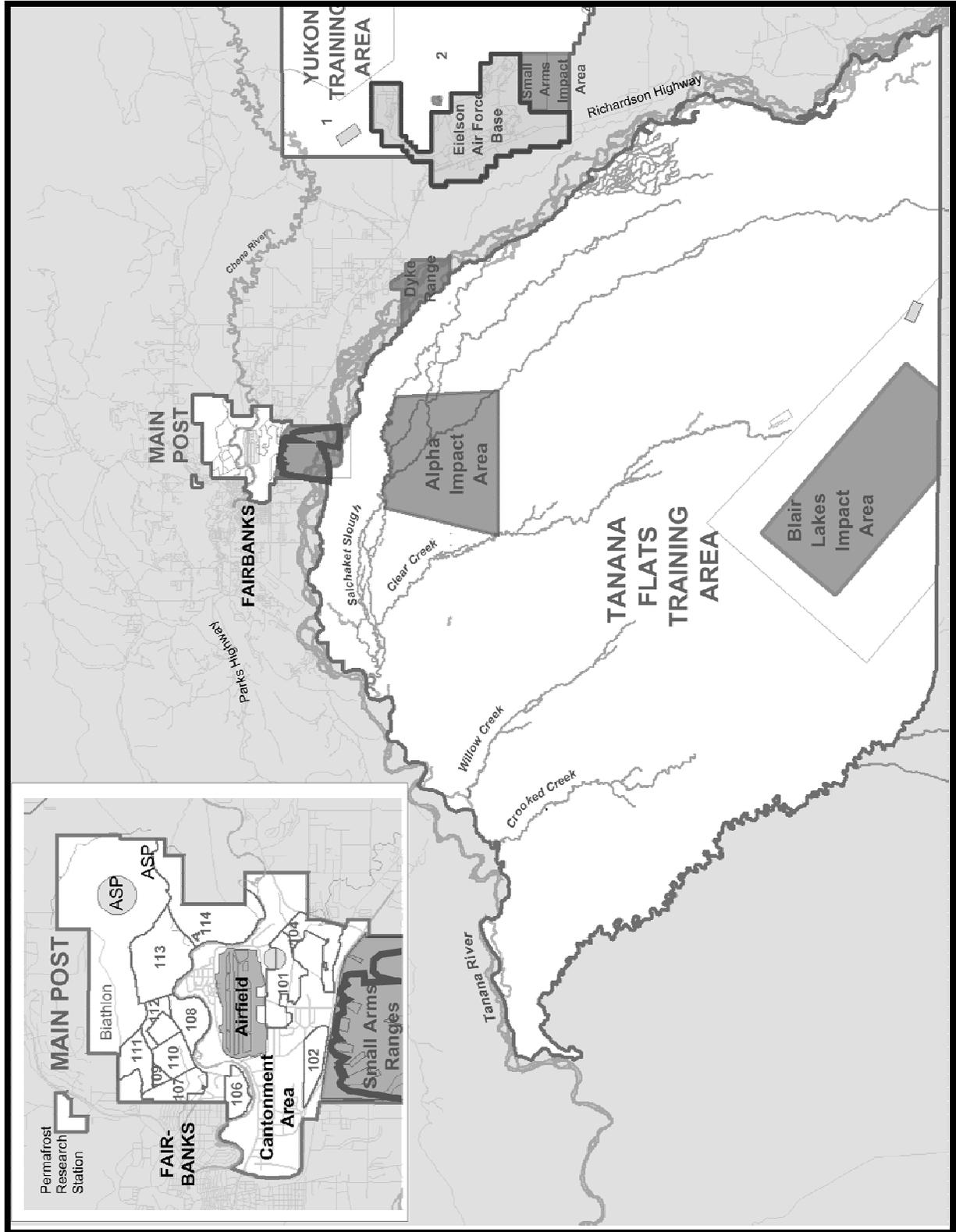


Figure 3. Fort Wainwright Cantonment and Tanana Flats Training Area showing boundary, training areas, impact area, and surface danger zones.

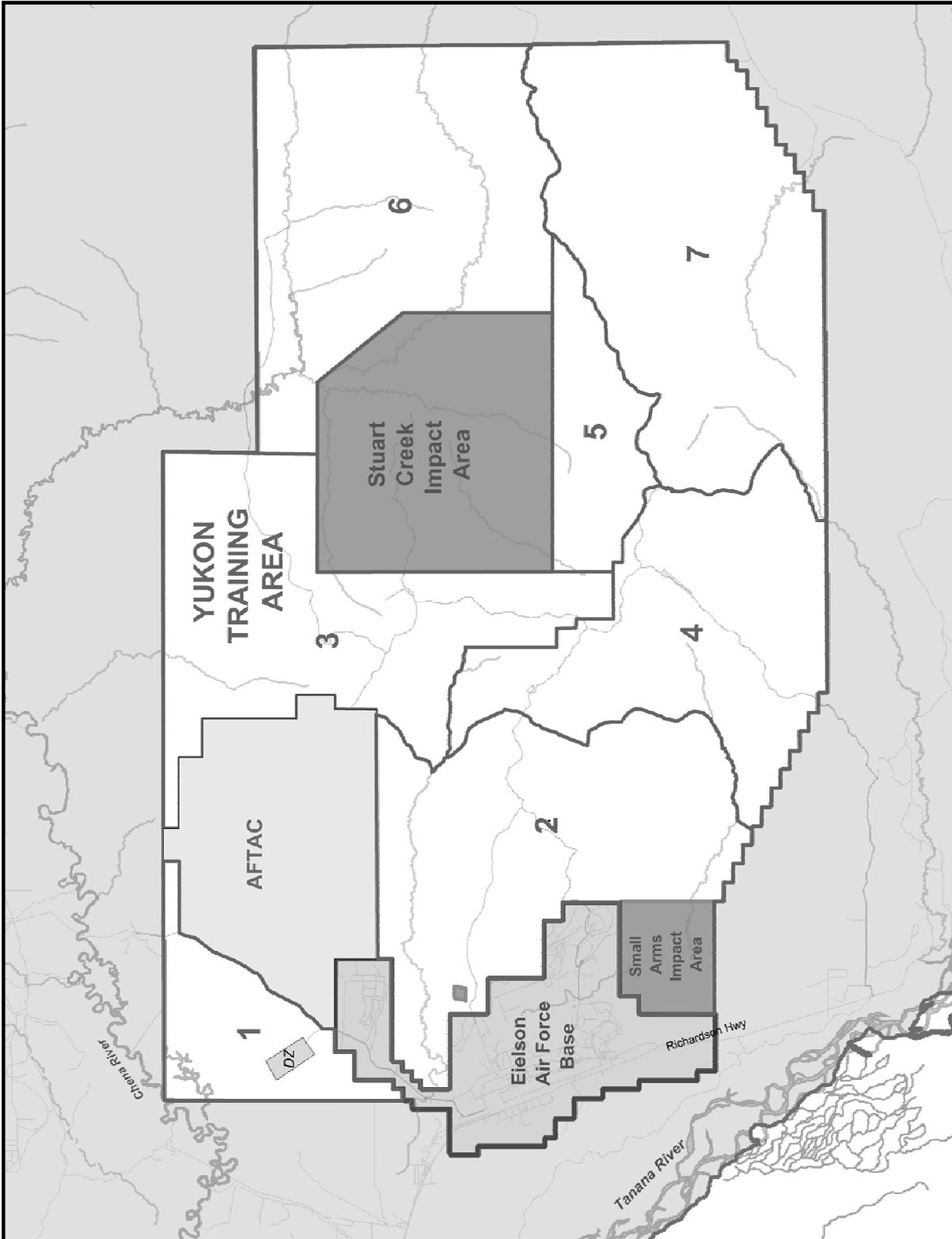


Figure 4. Fort Wainwright Yukon Training Area showing boundary, training areas, impact area, and surface danger zones.

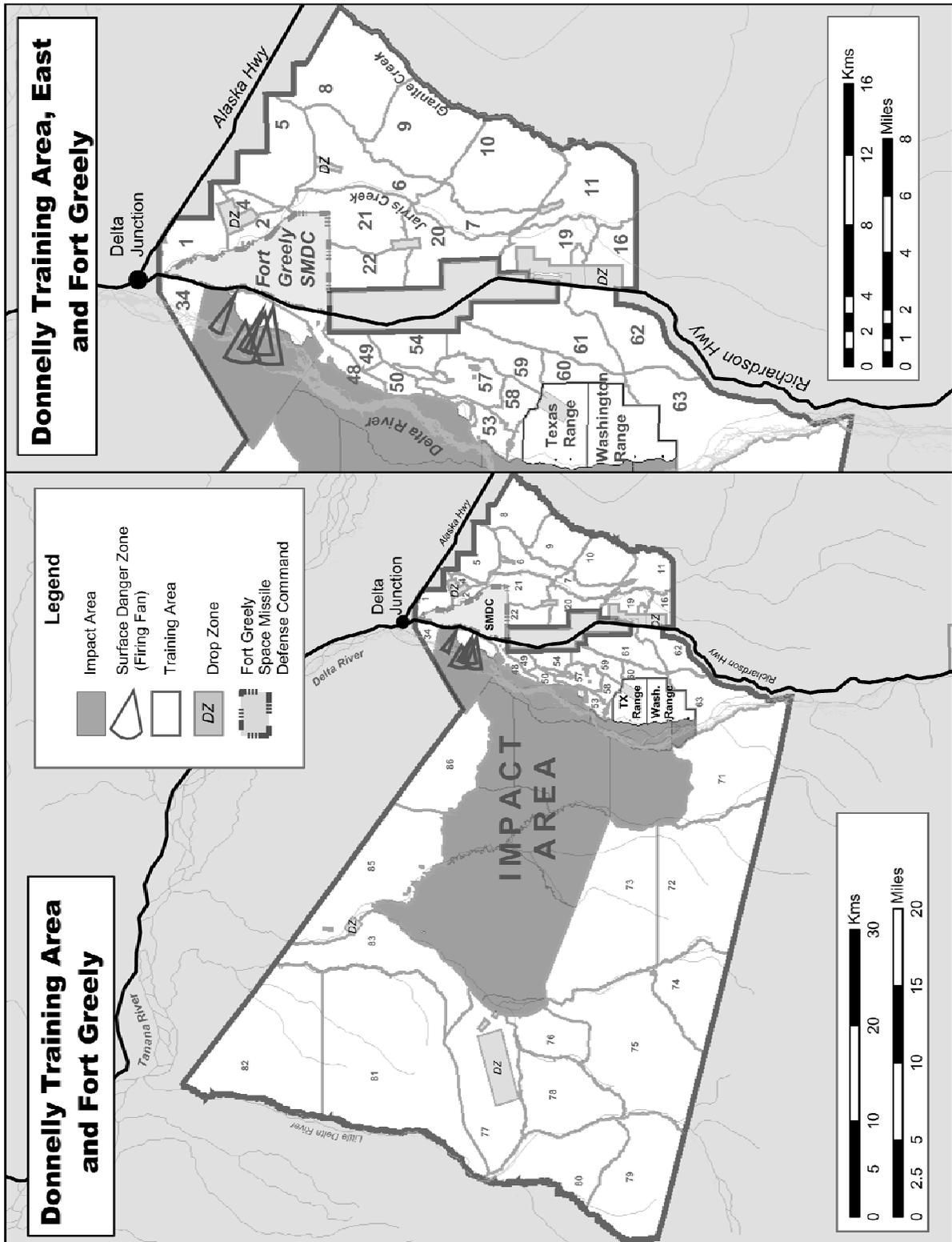


Figure 5. Fort Wainwright Donnelly Training Area showing boundary, training areas, impact area, and surface danger zones.

Fort Wainwright's training facilities consist of maneuver areas, small arms ranges, landing zones, drop zones, and artillery/mortar firing points. Major facilities are listed below (Center for Ecological Management of Military Lands and Gene Stout & Associates, 1998a).

- Manchu Range, YTA
- Stuart Creek
- Small Arms, YTA
- AFTAC, YTA
- Mac Training Site, YTA
- Husky Drop Zone, YTA
- Blair Lakes Bombing Range, TFTA
- Kritter Drop Zone, TFTA
- Lynn Drop Zone, TFTA
- Hogan Int'l Clear Drop Zone, TFTA
- Clear Creek II Drop Zone, TFTA
- Clear Creek Assault Strip, TFTA
- Vince Drop Zone, TFTA
- Dyke Range, TFTA
- Alpha, TFTA
- Larry Drop Zone, TFTA
- Small Arms, Main Post
- Hillbilly Drop Zone, DTA
- Warrior Drop Zone, DTA
- Delta Creek, DTA
- Delta Creek Assault Landing Strip/Drop Zone, DTA

- Sullivan Air Strip, DTA
- Arizona Lakes Maneuver, DTA
- Bennet Airstrip, DTA
- Washington Range, DTA
- Texas Range, DTA
- Lampkin Range, DTA
- Georgia Range, DTA
- Colorado Range, DTA
- California Range, DTA
- Arkansas Range, DTA
- Alabama Range, DTA

Numerous organizations use [Fort Wainwright](#) under host-tenant agreements or arrive periodically to use the facilities under temporary agreements. The missions of these user groups have the potential to affect historic resources. Key users include:

**172<sup>nd</sup> Infantry Brigade (Separate):** The 172<sup>nd</sup> Infantry Brigade (Separate) is the host unit at [Fort Wainwright](#). The brigade has two infantry battalions, an artillery battalion, a support battalion, a material management center, and an engineer battalion. The mission of the 172<sup>nd</sup> is to be able to deploy anywhere in the world within 18 hours of notification. Training in support of this mission occurs at [Fort Wainwright](#) on the Tanana Flats Training Area and the Yukon Maneuver Area. Training activities include infantry training, small arms fire, mortar and artillery fire, assault landings, and tracked and wheeled vehicle maneuvers.

**Arctic Support Brigade:** Subordinate units of the Arctic Support brigade (ASB), headquartered at [Fort Richardson](#), are stationed at [Fort Wainwright](#). They consist of a theater aviation detachment, personnel service battalion, finance support battalion, the Directorate of Information Management, and U.S. Army Garrison. Their mission is to provide support to U.S. Army Alaska and be prepared to support the deployment of the 172<sup>nd</sup>, ASB units, and other units as directed. Units of the ASB train along side units of the 172<sup>nd</sup>.

**Directorate of Public Works:** The Directorate of Public Works (DPW), headquartered at [Fort Richardson](#), has a subordinate directorate at [Fort Wainwright](#). DPW performs a variety of functions that include property management, engineering, environmental resource management, housing, fire prevention, facilities maintenance and operation, grounds maintenance, refuse, utilities, and cultural resources management.

**Directorate of Logistics:** The Directorate of Logistics (DOL), headquartered at [Fort Richardson](#), has a subordinate directorate at [Fort Wainwright](#). Its mission is to provide installation logistical support. This support includes vehicle and equipment maintenance, transportation, services and supplies, planning and operation, and information systems. DOL functions on the cantonment in a rear area support capacity and does not deploy to the field.

**Law Enforcement Command:** The Law Enforcement Command (LEC), headquartered at [Fort Richardson](#), has a subordinate unit at [Fort Wainwright](#). It is responsible for the safety and security of the personnel and property on [Fort Wainwright](#). Ensuring that cultural resources are protected against vandalism, and enforcing the Archaeological Resources Protection Act (ARPA) is the responsibility of the LEC.

**Directorate of Contracting:** The Directorate of Contracting (DOC) performs purchasing and contracting functions for [USAG-AK](#). DOC administers operations, maintenance, and renovation contracts for [USAG-AK](#). This office must be aware of cultural resources management policies for [Fort Wainwright](#) and stipulate these requirements in contracts when deemed appropriate by the CRM.

**Directorate of Community Affairs:** The Directorate of Community Affairs (DCA), headquartered at [Fort Richardson](#), has a subordinate directorate at [Fort Wainwright](#). It provides education, child development, family support, and community recreation services to military personnel and dependents. One of DCA's functions is to provide information about the history, recreational opportunities, social events, and other related information of the Fort.

**Public Affairs Office:** The Public Affairs Office (PAO), headquartered at [Fort Richardson](#), has a subordinate office at [Fort Wainwright](#). The PAO is the liaison between the post and the public.

**Directorate of Plans, Training, Security, and Mobilization:** The Directorate of Plans, Training, Security, and Mobilization (DPTSM), headquartered at [Fort Richardson](#), has a subordinate directorate at [Fort Wainwright](#). It performs planning and operations functions for military training activities on the posts. Through the performance of its mission DPTSM controls all military training activities on the Forts.

**Office of the Staff Judge Advocate:** The Office of the Staff Judge Advocate (SJA), headquartered at [Fort Richardson](#), has a subordinate office at [Fort Wainwright](#). The SJA performs all the legal functions for Fort Wainwright. Through the Environmental Law Attorney, the Fort Wainwright SJA serves as legal advisor to the Installation Commander, the CRM, and the LEC on cultural resources. The SJA reviews draft cultural resources documents in accordance with [AR 200-4](#), and serves as counsel for the Army in appropriate administrative cases, hearings, and enforcement actions.

**Cold Regions Research and Engineering Laboratory:** Cold Regions Research and Engineering Laboratory (CRREL) is located on [Fort Wainwright](#). It is a subordinate unit of the U.S. Army Corps of Engineers headquartered in Hanover, New Hampshire. CRREL's mission is to gain knowledge of cold regions through scientific and engineering research and put it to work for the Corps of Engineers, the Army, the Department of Defense, and the nation. Research facilities in Alaska include the Alaska Projects Office on [Fort Wainwright](#), a 135-acre field station on Farmers Loop Road, the Fox Permafrost Tunnel, and the Caribou-Poker Creeks Research Watershed.

**Northern Warfare Training Center:** The Northern Warfare Training Center (NWTC), headquartered at [Fort Wainwright](#), is the U.S. Army's premier training center for Arctic survival and warfare. Winter training activities include skiing, snowshoeing, and survival. Summer training includes river crossing and mountain warfare.

**United States Air Force:** The United States Air Force (USAF) and other military entities conduct training exercises on [Fort Wainwright](#). Training includes dropping concrete and live bombs, and firing 20 and 30-mm cannon. Training is conducted at the Stuart Creek Impact Area, located on the Yukon Maneuver Area, Oklahoma Range on Donnelly Training Area, and the Blair Lake USAF Bombing Range, located on the Tanana Flats Training Area. Training in these areas takes place on average 240 days a year. Joint military and multi-national forces use the varied terrain of the posts throughout the year. Cope Thunder is the largest of these exercises consisting of ten-day operations held several times a year.

**Bureau of Land Management, Alaska Fire Service:** The Bureau of Land Management, Alaska Fire Service is responsible for fire suppression, outside the [Fort Wainwright](#) cantonment areas. Additionally the Alaska Fire Service uses a number of facilities on [Fort Wainwright](#). Some of these are contributing elements of the Ladd Field National Historic Landmark.

#### 1.3.4 USAG-AK Future Mission

The United States Army has proposed to transform the current Legacy Force to an Objective Force during the next 30 years. As part of this action, the Army has proposed to transform the 172<sup>nd</sup> Infantry Brigade (Separate) (172<sup>nd</sup> SIB) at Forts Wainwright and Richardson, Alaska, into a Stryker Brigade Combat Team (SBCT) by May 2005. The proposed action also includes the transformation of [USAG-AK](#) to provide a baseline capability and foundation to support interim and future Army transformation requirements.

[USAG-AK](#) has prepared a Draft Environmental Impact Statement for the proposed transformation. The [DEIS](#) examined four alternatives, three of which were considered in detail. The three alternatives considered in detail included:

1. Alternative 1: No Action
2. Alternative 3: All organizations and elements of the 172<sup>nd</sup> SB, except for the 1-501<sup>st</sup> Parachute Infantry Regiment, would transform to an SBCT. The 1-501<sup>st</sup> Parachute Infantry Regiment would be assigned to [USAG-AK](#) and forces would be added to the SCT to replace the reassigned 1-501<sup>st</sup> Parachute Infantry Regiment. Construction of five new facilities and the use of existing [USAG-AK](#) ranges, facilities and infrastructure would occur.
3. Alternative 4: All organizations and elements of the 172<sup>nd</sup> SIB, except for the 1-501<sup>st</sup> Parachute Infantry Regiment, would transform to an SBCT. The 1-501<sup>st</sup> Parachute Infantry Regiment would be assigned to [USAG-AK](#) and would expand to an Airborne Task Force. Additional forces would be added to the SBBCT to replace the newly created Airborne Task Force. Construction of five new facilities and the use of existing [USAG-AK](#) ranges, facilities and infrastructure would occur.

The purpose of the proposed action is to strengthen the capabilities of the 172<sup>nd</sup> SIB to a full spectrum force without compromising its ability to respond quickly. In addition, transformation would provide critical information to the long-term development of the Objective Force. Minimum standards for transformation of [USAG-AK](#) include:

- Provide training infrastructure to sustain combat readiness.
- Provide infrastructure to meet rapid deployment requirements.
- Provide UAV support and maintenance facilities.
- Provide a port staging area for SBCT sea deployment,
- Ensure [USAG-AK](#) provides support for interim and future Army transformation requirements.

Transformation would also require construction of five SBCT-related facilities including a barracks facility, a mission support training facility, and a Port of Anchorage deployment staging area at [Fort Richardson](#); company operations facilities at [Fort Wainwright](#); and an unmanned aerial vehicle (UAV) maintenance facility at Donnelly Training Area. These facilities would provide infrastructure required for transformation.

The new mission requirements may affect cultural resources in different ways than the current mission does. These changes are described below at 1.4.3.

## **1.4 Mission Activities that May Affect Cultural Resources**

### **1.4.1 Training**

Training areas and training facilities are identified above in Section 1.3.2.2. Military training by [USAG-AK](#) forces and tenant units may involve ground disturbance that can negatively impact archaeological sites. Training is scheduled by Range Control, which assigns military units to training areas (Section 2.1.1). Some training areas receive relatively heavy training pressure (and therefore have greater potential for ground disturbance), while other areas are less intensively used. Environmental factors play

a role in scheduling, as wetlands and alpine areas are protected. The following table classifies training areas per fort according to relative training impacts.

**Impacts by Training Area – Fort Richardson**

<b>Training Area</b>	<b>Current Training Intensity*</b>	<b>Projected Training Intensity</b>
1 (A,B,C)	High	<u>High</u>
2 (A,B)	Moderate	<u>High</u>
3	Moderate	<u>High</u>
4	Moderate	<u>High</u>
5	Moderate	<u>High</u>
6 (A,B)	Moderate	<u>High</u>
7 (A,B)	Low	<u>Moderate</u>
8 (A,B)	Low	<u>Moderate</u>
9 (A,B)	9A - Low 9B - Moderate	<u>Low</u> <u>High</u>
10 (A,B)	Low	<u>Low</u>
11 (A,B, C, D, E)	Low	<u>High</u>
12 (A,B)	Low	<u>High</u>
13	Low	<u>Low</u>
14 (A,B,C)	Low	<u>Low</u>
15	Low	<u>Low</u>

\* Source: Fleshman, communication

**Impacts by Training Area – Fort Wainwright<sup>3</sup>**

<b>Training Area</b>	<b>Current Training Intensity</b>	<b>Projected Training Intensity</b>
100	<u>LOW</u>	<u>MOD</u>
102	<u>MOD</u>	<u>MOD</u>
104	<u>HIGH</u>	<u>HIGH</u>
106	<u>LOW</u>	<u>LOW</u>
107	<u>LOW</u>	<u>LOW</u>
108	<u>MOD</u>	<u>MOD</u>
109	<u>LOW</u>	<u>MOD</u>
110	<u>LOW</u>	<u>MOD</u>
111	<u>LOW</u>	<u>MOD</u>
100	<u>LOW</u>	<u>MOD</u>
113	<u>MOD</u>	<u>HIGH</u>
114	<u>MOD</u>	<u>HIGH</u>
YTA 1	<u>MOD</u>	<u>MOD</u>
YTA 2	<u>MOD</u>	<u>HIGH</u>
YTA 3	<u>MOD</u>	<u>MOD</u>
YTA 4	<u>MOD</u>	<u>HIGH</u>
YTA 5	<u>LOW</u>	<u>MOD</u>

<sup>3</sup> U.S. Air Force uses the Stuart Creek and AFTAC areas of the Yukon Training Area, the Blair Lakes Bombing Range in the Tanana Flats Training Area and the Oklahoma Bombing Range on Donnelly Training Areas. All of these have high intensity use and it is projected that use will continue to be high.

<b>Training Area</b>	<b>Current Training Intensity</b>	<b>Projected Training Intensity</b>
YTA 6	<u>LOW</u>	<u>LOW</u>
YTA 7	<u>LOW</u>	<u>LOW</u>
DTA 1	<u>MODERATE</u>	<u>HIGH</u>
DTA 2	<u>MODERATE</u>	<u>HIGH</u>
DTA 4	<u>MODERATE</u>	<u>HIGH</u>
DTA 5	<u>MODERATE</u>	<u>HIGH</u>
DTA 6	<u>MODERATE</u>	<u>HIGH</u>
DTA 7	<u>MODERATE</u>	<u>MODERATE</u>
DTA 8	<u>MODERATE</u>	<u>HIGH</u>
DTA 9	<u>MODERATE</u>	<u>HIGH</u>
DTA 10	<u>MODERATE</u>	<u>MODERATE</u>
DTA 50	<u>MODERATE</u>	<u>MODERATE</u>
DTA 51	<u>MODERATE</u>	<u>MODERATE</u>
DTA 52	<u>HIGH</u>	<u>HIGH</u>
DTA 53	<u>HIGH</u>	<u>HIGH</u>
DTA 54	<u>MODERATE</u>	<u>MODERATE</u>
DTA 55	<u>MODERATE</u>	<u>MODERATE</u>
DTA 56	<u>MODERATE</u>	<u>MODERATE</u>
DTA 57	<u>MODERATE</u>	<u>MODERATE</u>
DTA 58	<u>MODERATE</u>	<u>MODERATE</u>
DTA 59	<u>MODERATE</u>	<u>MODERATE</u>
DTA 60A	<u>HIGH</u>	<u>HIGH</u>
DTA 60B	<u>HIGH</u>	<u>HIGH</u>
DTA 61	<u>MODERATE</u>	<u>MODERATE</u>
DTA 62	<u>MODERATE</u>	<u>MODERATE</u>
DTA 63	<u>HIGH</u>	<u>HIGH</u>
DTA 71	<u>LOW</u>	<u>LOW</u>
DTA 72	<u>LOW</u>	<u>LOW</u>
DTA 73	<u>LOW</u>	<u>LOW</u>
DTA 74	<u>LOW</u>	<u>LOW</u>
DTA 11	<u>MODERATE</u>	<u>MODERATE</u>
DTA 16	<u>MODERATE</u>	<u>MODERATE</u>
DTA 17	<u>MODERATE</u>	<u>MODERATE</u>
DTA 19	<u>MODERATE</u>	<u>MODERATE</u>
DTA 20	<u>MODERATE</u>	<u>MODERATE</u>
DTA 21	<u>MODERATE</u>	<u>MODERATE</u>
DTA 22	<u>MODERATE</u>	<u>MODERATE</u>
DTA 34	<u>MODERATE</u>	<u>MODERATE</u>
DTA 40	<u>MODERATE</u>	<u>MODERATE</u>
DTA 48	<u>MODERATE</u>	<u>MODERATE</u>
DTA 75	<u>LOW</u>	<u>LOW</u>
DTA 76	<u>LOW</u>	<u>LOW</u>
DTA 77	<u>LOW</u>	<u>LOW</u>
DTA 78	<u>LOW</u>	<u>LOW</u>
DTA 79	<u>LOW</u>	<u>LOW</u>
DTA 80	<u>LOW</u>	<u>LOW</u>

<b>Training Area</b>	<b>Current Training Intensity</b>	<b>Projected Training Intensity</b>
DTA 81	<i>LOW</i>	<i>LOW</i>
DTA 82	<i>LOW</i>	<i>LOW</i>
DTA 83	<i>LOW</i>	<i>LOW</i>
DTA 85	<i>LOW</i>	<i>LOW</i>
DTA 86	<i>LOW</i>	<i>LOW</i>

#### *1.4.1.1 Integrated Training Area Management*

In 1994 [USAG-AK](#) initiated the Integrated Training Area Management (ITAM) program with implementation of the Land Condition Trend Analysis program. A GIS was installed in 1993, and by summer 1995, a GIS operator was contracted.

An important component of Integrated Training Area Management (ITAM) is Land Rehabilitation and Maintenance (LRAM). LRAM involves repair of damaged lands and use of land construction technology to avoid future damage to training lands. LRAM uses technologies, such as revegetation and erosion control techniques, to maintain soils and vegetation required for accomplishment of the military mission. These efforts are specifically designed to maintain quality military training lands and minimize long-term costs associated with land rehabilitation or additional land acquisition (Center for Ecological Management of Military Lands and Gene Stout & Associates, 1998a: 126).

Through the use of heavy equipment and erosion control techniques, LRAM may result in ground disturbance that can negatively impact archaeological sites. Generally, LRAM does not require extensive use of heavy equipment or massive land reshaping (Center for Ecological Management of Military Lands and Gene Stout & Associates, 1998a:126). LRAM projects are also planned to avoid significant archaeological sites or areas of cultural resource sensitivity.

## 1.4.2 Cantonment and Installation Support Activities

The cantonments are comprised of all the facilities and infrastructure that support a functioning military community. Routine activities within the cantonments may affect cultural resources. In addition, activities in support of the maintenance of the larger installation property can affect historic resources.

### *1.4.2.1 Natural Resources Management*

The Natural Resources Branch, Public Works and BLM administer Cultural and natural resources management jointly. Therefore, the two programs are highly integrated. This is reflected in [Fort Richardson](#)'s *Integrated Natural Resources Management Plan* (INRMP) (Center for Ecological Management of Military Lands and Gene Stout & Associates, 1998a), which includes measures to protect cultural resources during natural resources management practices.

At least one initiative identified in the INRMP has potential to negatively impact archaeological sites.

- **Outdoor recreation** opportunities on [Fort Richardson](#) contribute to the quality of life not only of the military community but also of the Anchorage community in general. [USAG-AK](#) provides quality opportunities for outdoor recreation (e.g. hunting, fishing, off-road vehicle areas, and winter recreation) on [Fort Richardson](#) (Center for Ecological Management of Military Land and Gene Stout & Associates, 1998a). However, the policy of public access has potential to increase the risk of vandalism to cultural resources. Although some vandalism has been reported (e.g. Nike Site Summit Historic District), [USAG-AK](#) will seek to balance the needs of public access and cultural resources protection on [Fort Richardson](#) during 2002-2006.

*Recreational areas that are identified as high probability areas to yield archaeological material will not be exempt from archaeological inventory. If warranted, a study will be conducted to recognize areas with heavy recreational traffic. Once those areas are identified, they would be subjected to archaeological inventory. If a recreational area is found to contain historic properties or archaeological sites measures will be taken to eliminate or narrow adverse effects.*

#### 1.4.2.2 Spill Response / Environmental Remediation

Some environmental protection measures have potential to affect cultural resources on [Fort Richardson](#). Spill response and environmental remediation may result in disturbance to archaeological sites if soils are excavated. Environmental personnel should be aware of the presence of archaeological sites to avoid inadvertent damage. The incorporation of archaeological maps into GIS databases will aid awareness.

#### 1.4.2.3 Activities likely to Affect Archaeological Sites

- **Excavation:** Excavation and ground disturbing activities associated with military training activities can damage or destroy archaeological sites. Common training activities requiring excavation and ground disturbance may include but are not limited to trenches, bombing, artillery fire, foxholes, bivouacs, and tank traps. Engineering units of the Arctic Support Brigade train to provide infrastructure to combat units during combat situations. This training includes digging trenches to lay pipes and other utilities.
- **Off-Road Maneuver:** Various types of off road maneuver exercises occur on [Fort Wainwright](#). These include use of light tracked vehicles, trucks, and small four-wheel drive vehicles, and heavy tracked vehicles such as tanks. Off road activity by tracked vehicles in winter has a low potential for impacting archaeological resources *when the ground is frozen and there is adequate snow cover*. Activities by these vehicles in summer have increased potential to damage or destroy archaeological resources.
- **Landscaping:** Activities such as the removal or planting of trees and vegetation *outside the cantonments* can disturb archaeological sites. Heavy equipment sometimes used in these activities may also have an adverse effect on archaeological sites.
- **Construction:** Mission requirements of [Fort Wainwright](#) may make construction of new facilities necessary. The excavations for building foundations, utilities, *and roads* can disturb or destroy archaeological sites. Plans for new construction on [Fort Wainwright](#) must be reviewed by the CRM for [Section 106](#) compliance.
- **Vandalism:** Vandalism to cultural resources can cause the loss of historic integrity. Vandalism of sites on federal land is a violation of the Archaeological Resources Protection Act (ARPA) of 1979 and will be criminally prosecuted.

#### 1.4.2.4 Activities likely to Affect Standing Structures

- **Demolition:** Demolition of historic properties should be done only as a last resort. [AR 200-4](#) requires that the decision to demolish a facility be justified with a life-cycle economic analysis. Potential reuses of the building must be considered prior to the decision to demolish.

- **Landscaping:** Landscaping not consistent with a historic property's landscape during its period of significance can diminish the property's historic integrity. [NHPA Section 106](#) review will tell the CRM if landscaping areas in and adjacent to historic properties will adversely affect the property.
- **Maintenance and Renovation:** Maintenance activities can destroy or alter features of an historic property that qualify it for inclusion in the [NRHP](#). Replacement of doors or windows with a new type can alter the historic character of a building. Painting with colors inconsistent with those in use during a building's period of significance can also have an adverse effect on a historic property. Facilities maintenance on [Fort Wainwright](#) is the responsibility of DPW. \
- **No Action:** Avoidance and neglect of historic buildings and structures can result in deterioration and loss of integrity. A decision not to maintain an historic property is considered an undertaking and requires [NHPA Section 106](#) compliance.

### 1.4.3 USAG-AK Future Mission

The Draft Environmental Impact Statement ([DEIS](#)) for the transformation of the 172<sup>nd</sup> Infantry Brigade (Separate) (172<sup>nd</sup> SIB) at Forts Wainwright and Richardson, Alaska into a Stryker Brigade Combat Team (SBCR) examined the potential for effects on cultural resources. Cultural resources could be affected by increased stationing, construction, training, and systems acquisition. The increase in use and traffic on [USAG-AK](#) lands could cause degradation and disturbance to cultural resources. Cultural resources and historic properties or districts could be impacted from proposed construction projects. Under transformation, the intensity and spatial extent of training would increase, and this could result in greater rates of damage to cultural resources. Minor impacts to cultural resources could occur, but the impact would be the same under each alternative.

## **1.5 Installation Organization of Cultural Resources Management**

### 1.5.1 USAG-AK

[USAG-AK](#) consists of two posts that are under the command of one Garrison Commander stationed at [Fort Richardson](#). The two posts are [Fort Richardson](#) and [Fort Wainwright](#). The Garrison Commander is responsible for compliance with the laws and regulations that govern cultural resources. It is the Garrison

Commander's responsibility to implement this plan and, through his appointed Cultural Resource Managers, coordinate activities with this HPC.

### 1.5.2 Internal Installation Organization

Through the Installation Commander, the following entities have responsibility for the cultural resources management program:

#### **Public Works / Cultural Resources Manager**

Public Works is tasked with the management of cultural resources as well as that of all facilities, land, forest, and fish and wildlife. Public Works is the primary implementing organization of the ICRMPs and manages installation lands to preserve historically significant cultural resources. Cultural resources management is coordinated through the Environmental Division. The Cultural Resources *Manager*, Natural Resources Branch serves as the Commander-appointed Cultural Resources Manager (CRM). The CRM is responsible for ensuring that [USAG-AK](#) fulfills its legal obligations and reviews proposed projects in consideration of cultural resources concerns. The CRM is also responsible for coordinating with the public and the two primary partners for cultural resources management, The Alaska SHPO and the Advisory Council. As the representative of the Post Commanders, the CRM is the point of contact for cultural resource concerns and the initiating party in the consultation process.

#### **Directorate of Plans, Training, Security, and Mobilization**

The Directorate of Plans, Training, Security, and Mobilization (DPTSM), particularly its Range Division, is the interface between cultural resources management and troops training in the field. DPTSM has responsibility for managing range complexes and coordinating military training. DPTSM will provide control of military activities required to protect cultural resources and will enforce range regulations regarding use of training areas.

### **Staff Judge Advocate General**

The office of the Staff Judge Advocate General performs all legal functions. The Environmental Law Attorney will serve as legal advisor to the Commander and the CRM, review draft cultural resources documents per [AR 200-4](#), and serve as counsel for the Army in appropriate administrative cases, hearings, and enforcement actions.

### **Public Affairs Office**

The Public Affairs Office (PAO) is the interface between USAG-AK and the public. PAO plays a major role in educating the public on the installation's history and prehistory and in informing residents and visitors alike of laws and regulations protecting cultural resources.

### **Provost Marshal**

The Provost Marshal (PMO) provides cultural resources law enforcement and is responsible for enforcing the Archaeological Resources Protection Act (ARPA) and other cultural resources laws and regulations.

### **Other [USAG-AK](#) Organizations**

Implementation of this [HPC](#) requires assistance of other directorates and organization on the post. Such organizations include the Directorate of Resource Management (budget, personnel, and equipment authorizations), the Directorate of Logistics (supply and transportation), and the Directorate of Resource Management (budget, personnel, and equipment authorizations).

#### 1.5.3 Integration with Outside Entities

[USAG-AK](#) has identified the following entities as consulting parties and has invited their participation in consultation and development of the HPC. One of the goals of the consultation meetings will be to determine the level of *desire for participation in the development and implementation of the HPC*.

*1.5.3.1 Alaska Native Tribal Contacts*

**Fort Wainwright/Donnelly Training Area**

Alatna Tribal Council  
Louden Tribal Council  
Allakaket Village  
Anvik Tribal Council  
Native Village of Arctic Village  
Beaver Tribal Council  
Birch Creek Village  
Canyon Village Traditional Council  
Chalkyitsik Village  
Circle Village Council  
Dot Lake Village Council  
Native Village of Eagle  
Evansville Tribal Council  
Native Village of Fort Yukon  
Organized Village of Grayling  
Healy Lake Traditional Council  
Holy Cross Tribal Council  
Hughes Village Council  
Huslia Village Council  
Kaltag Tribal Council  
Koyukuk Native Village  
Lake Minchumina Traditional Council

Lime Village  
McGrath Native Village Council  
Manley Village Council  
Medfra Traditional Council  
Native Village of Minto  
Nenana Native Association  
Nikolai Village Council  
Northway Traditional Council  
Nulato Tribal Council  
Rampart Village Council  
Ruby Tribal Council  
Shageluk Native Village  
Native Village of Stevens  
Takotna Tribal Council  
Native Village of Tanacross  
Native Village of Tanana  
Telida Native Council  
Native Village of Tetlin  
Venetie Village Council

**Non-Federally Recognized Entities: Corporations and Associations**

Doyon, Ltd.  
Fairbanks Native Association

Tanana Chiefs Conference, Inc  
Tok Native Association

**Fort Richardson**

Native Village of Cantwell  
Chenega IRA Council  
Chickaloon Village Tribal Council  
Native Village of Chistochina  
Chitina Traditional Village  
Native Village of Eklutna  
Native Village of Eyak  
Native Village of Gakona  
Gulkana Village  
Kenaitze Tribal Council  
Native Village of Kluti-Kaah (a.k.a. Copper Center)

Knik Tribal Council  
Native Village of Nanwalek  
Ninilchik Traditional Council  
Port Graham Village Council  
Village of Salamatof  
Seldovia Village Tribe  
Native Village of Tatitlek  
Tazlina Village Council  
Native Village of Tyonek

**Non-Federally Recognized Entities: Corporations and Associations**

Cook Inlet Region, Inc.  
Cook Inlet Tribal Council  
Eklutna, Inc.

*1.5.3.2 Other Interested Parties*

Alaska Anthropological Association

Alaska Association for Historic Preservation

Alaska Historical Commission

Alaska Historical Society

Alaska State Historic Preservation Office

Bureau of Land Management (Fairbanks and Anchorage Field Offices)

Fairbanks Historic Preservation Foundation

Fairbanks North Star Borough Historic Preservation Commission

Festival Fairbanks

Interior and Arctic Alaska Aeronautical

National Park Service

Tanana-Yukon Historical Society

University of Alaska Museum

Doyon, Ltd., Land Department

Anchorage Historic Properties, Inc.