**Advisory Council on Historic Preservation**

**Electronic Section 106 Documentation Submittal System (*e*106) Form**

***MS Word* format**

**Send to: *e106@achp.gov***

**I. Basic information**

1. **Name of federal agency** (If multiple agencies, state them all and indicate whether one is the lead agency): Federal Highway Administration (FHWA) (Do we add the USACE, US EPA, and USFWS here as well and indicate FHWA is the lead? What about Fort Bragg?)
2. **Name of undertaking/project** (Include project/permit/application number if applicable): The overall project is known as the Fayetteville Outer Loop Corridor Study, Cumberland, Hoke, and Robeson Counties, North Carolina. Project Numbers are as follows: Federal Aid Numbers – DPR-0100(001) and DPR-0100(002); NCDOT Project Numbers – 8.2441301 and 8.T441302; TIP ID Numbers – U-2519 and X-2.

**3. Location of undertaking** (Indicate city(s), county(s), state(s), land ownership, and whether it would occur on or affect historic properties located on tribal lands): The project, as a whole, begins in Robeson County at an interchange with I-95, continues north through Cumberland and Hoke Counties, turns eastward along the southern boundary of the Fort Bragg Military Reservation, and ends just west of Ramsey Street (US 401). (Should we get specific about which section of the project is impacting the site, i.e. Section AA of the overall Fayetteville Outer Loop Project extends from just south of SR 1003 (Camden Road) to just south of SR 1118 (Parkton Road) in Cumberland County, North Carolina.) NCDOT and various private individuals/entities are the landowners. The work will not affect historic properties located on tribal lands.

**4. Name and title of federal agency official and contact person for this undertaking**, including email address and phone number:

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**5.** **Purpose of notification.**

The purpose of this transmittal is to notify the ACHP of a finding that an undertaking may adversely affect historic properties.

**II. Information on the Undertaking\***

**6. Describe the undertaking and nature of federal involvement** (if multiple federal agencies are involved, specify involvement of each):

This project is funded by a federal agency. (???)

This project will be carried out by or on behalf of a federal agency. (???)

This project will be carried out with federal financial assistance. (???)

The proposed action consists of a 27.8-mile controlled-access freeway facility through Robeson and Cumberland Counties west and north of Fayetteville. The freeway facility will provide a circumferential facility (Outer Loop) around the city, reduce the volume of traffic on portions of the local street network, and connect the major radial routes in the south, west, and north portions of Fayetteville. The project is a Congressionally-approved National Highway System (NHS)-Other Principal Arterial Route [I-95 south of Fayetteville to South Raeford Road (US 401)] and a NHS-Strategic Highway Corridor Network (STRAHNET) Route [South Raeford Road (US 401) to I-95 north of Fayetteville]. It will serve the Fort Bragg Military Reservation with a direct connection to I-95 both south and north of Fayetteville. The proposed action is identified in the 2006-2012 North Carolina Transportation Improvement Program (TIP) as U-2519, including Sections AA, AB, BA, BB, CA, CB, DA, and TIP X-0002, including Sections B and C. The project begins in Robeson County at an interchange with I-95, continues north through Cumberland County, turns eastward along the southern boundary of the Fort Bragg Military Reservation, and ends at an interchange with Ramsey Street (US 401).

The proposed four-lane median-divided freeway, along with associated bridges, interchange ramps, and service roads, were designed using NCDOT design standards and design guidelines developed by the American Association of State Highway Transportation Officials (AASHTO) for interstate facilities. The typical roadway section for the Outer Loop will a four-lane median-divided freeway with full access control. Two typical sections with a minimum right-of-way width of 350 feet were developed. The two typical sections contain four travel lanes divided by either a 70-foot or 46-foot wide depressed vegetated median. A 46-foot median is proposed for much of the project on the Fort Bragg Military Reservation from west of All American Freeway (SR 1007) through Murchison Road (NC 87/210) to minimize right of way impacts. Both the 46-foot and 70-foot median widths will accommodate additional travel lanes in the future when warranted.

(ADJUST ACCORDINGLY IF THEY ARE TO BE LISTED?)

The USACE is involved with the undertaking because the project will require ???.

The USEPA is involved with the undertaking because the project will require ???.

The USFWS is involved with the undertaking because the project will require ???.

Fort Bragg is involved with the undertaking because the project will require ???.

**7. Describe the Area of Potential Effects**:

The project’s Area of Potential Effects (APE) is considered to be the project footprint (i.e. existing and new right-of-way, and temporary and permanent easements). The Study Area and APE are identified on the maps attached.

The Selected Alternative, Alternate D, extends from I-95 south of Fayetteville northwest approximately 15 miles, and turns east extending approximately 13 miles to just west of Ramsey Street (SU 401) north of Fayetteville. The Selected Alternative is located along the following route:

* Starts at I-95 in Robeson County just south of the Cumberland/Robeson County line and Green Springs Road (SR 1718),
* Extends northwest to an interchange with Leeper Road (SR 1717), crosses the Cumberland/Robeson County line and the CSX Railroad, and continues to an interchange at Lake Upchurch Road,
* Passes east of Upchurches Pond, continues northwest to an interchange with Camden Road (SR 1003), and turns north crossing King Road (SR 1112) and Stoney Point Road (SR 1100),
* Continues north to an interchange just south of Strickland Bridge Road (SR 1104), Century Circle (SR 1140), and the Aberdeen and Rockfish Railroad,
* Continues north to an interchange with South Raeford Road (US 401) and extends north between Lake Rim and Reilly Road (SR 1403) to an interchange at Cliffdale Road (SR 1400),
* Extends north, then east along the Fort Bragg Military Reservation boundary to an interchange at Canopy Lane, and crosses Reilly Road (SR 1403) and Yadkin Road (SR 1415) prior to the All American Freeway (SR 1007) interchange,
* Continues east through interchanges with Bragg Boulevard (NC 24) and Murchison Road (NC 87/210) and extends south of Smith Lake to an interchange at McArthur Road (SR 1600),
* Turns northeast and parallels Andrews Road (SR 1611) and ends just west of an existing interchange at Ramsey Street (US 401).

**8. Describe steps taken to identify historic properties**:

In coordination with the NC-HPO and the North Carolina Office of State Archaeology (OSA), an intensive archaeological survey was conducted for the Selected Alternative. The results of this survey are documented in *Dimensions of Fall Line Site Function: Surveying and Testing the West Fayetteville North Carolina Outer Loop,* Technical Report #992 by New South Associates (2002).

Part of the Selected Alternative near the northern end is located within the boundaries of the Fort Bragg Military Reservation. Activities in this area were carried out under an Archaeological Resources Protection Act (ARPA) permit (Permit Number DACA21-4-00-3410). The remainder is located on private property. The original background research was previously reported by Abbott et al. (1995).

Forty-six cultural resources were identified in the project corridor during the course of the initial survey, of which thirty-six qualified as archaeological sites, five were considered isolated finds, and five were cemeteries. As a result of this survey, seventeen archaeological sites were recommended as eligible for the National Register of Historic Places (NRHP) per Criterion D for their ability to answer one or more of the following research questions: a variety of research domains related to the Archaic and Woodland periods including chronology refinement, culture history, settlement subsistence, land use, site function, resource exploitation, artifact typology refinement, and broader issues such as radiocarbon chronology refinement, climatic change, changes in land use related to climatic change over time, and site structure. The recommendations for each site were based on integrity of the stratigraphy, analyses of artifacts and site function, and relevance to regional and local research problems.

The NCDOT reviewed the archaeological survey report and submitted it to the NC-HPO for comments on August 12, 2002. According to a memorandum dated October 9, 2002, the NC-HPO stated that they concur with the recommendations put forth for each of the seventeen archaeological sites deemed eligible for inclusion in the NRHP.

In coordination with the NC-HPO and the Fort Bragg Cultural Resources Program (FBCRP), three additional intensive archaeological surveys were conducted for expanded coverage of the Selected Alternative. The specific findings of these surveys were integrated into appendices to the original 2002 survey report prepared by New South Associates. As a result of these surveys, one additional archaeological site was recommended as eligible for the National Register of Historic Places (NRHP) per Criterion D for its ability to likely yield important information regarding regional settlement patterns during the Middle Archaic period.

The NCDOT reviewed the additional survey reports and submitted them to the NC-HPO for comments on January 28, 2005. According to a memorandum dated September 13, 2005, the NC-HPO stated that they concur with the recommendation put forth for the one archaeological site deemed eligible for inclusion in the NRHP.

In coordination with the NC-HPO and OSA, one additional intensive archaeological survey was conducted by Environmental Services, Inc. (ESI) for expanded coverage of the Selected Alternative along the Leeper Road (SR 1717) corridor. The specific findings of these surveys were presented as an addendum to the original 2002 survey report prepared by New South Associates. As a result of this survey, five archaeological sites was recorded, none of which was recommended as eligible for the National Register of Historic Places (NRHP).

The NCDOT reviewed this addendum report and submitted it to the NC-HPO for comments on February 27, 2018. According to a memorandum dated April 12, 2018, the NC-HPO stated that they concur with the recommendations put forth within that report.

**9. Describe the historic property** (or properties) and any National Historic Landmarks within the APE (or attach documentation or provide specific link to this information):

Seventeen of the eighteen archaeological sites deemed eligible for the NRHP have either been avoided by the proposed project or have been/will be slated for archaeological data recovery based on a previous Notification of Adverse Effects (NAE) and an existing Memorandum of Agreement (MOA). However, based on a change in the design plans for the Selected Alternative, one additional NRHP-eligible archaeological is to be impacted by the proposed project, Site 31CD968, which was not originally included in the previous NAE and MOA, thus necessitating this notification.

For a more detailed description of Site 31CD968 (aka “Scotts 10 Sherds Site”), please refer to the attached information. Site 31CD968 is a prehistoric ceramic-lithic site in the U-2519AB segment of the U-2519 project corridor. Located on an upland margin along an unnamed tributary of Rockfish Creek, the “Scotts 10 Sherds Site” is situated in mixed pine and hardwoods with a water source located about 50m to the north. Although erosional conditions dominate most of the site, a small portion of the southwest corner of the site is preserved as well as a portion within an “island” between two field access roads. Site function evolves around ceramics, but a well-balanced inventory of artifacts implies a base camp or village context. Components identified at the site include Late Woodland and deeper FCR epoch levels from which no diagnostics were recovered. The site contained 221 prehistoric artifacts with 1 feature noted in a test unit. The artifact density and diversity were both considered to be high. Despite obvious disturbances, the data imply that the site was a base camp of considerable duration. Site characteristics indicate that further work could address the following research problems:

* **Assemblage Descriptions**: A burned tree root with associated artifacts suggests that the preserved section of the site was used under conditions of expediency. The site may also be on the boundary between the Sandhills and Coastal Plain spheres. Such a location raises questions about the interaction between the two areas. The deposits at this site may address such questions and pose important answers to the prehistoric boundary and social conditions.
* **Archaic-Woodland Transition**: Although the ceramic horizon in the preserved part of the site is weakly developed since it lacks the physical depth compared to other sites, excavation could focus on the deeper buried Archaic levels, which are relatively thick with one feature present. Thus, the site becomes part of the Archaic subsistence and settlement pattern inventory of potential research locations.
* **Range of Site Types**: The site could be studied to bring to full understanding the range of site types in the Coastal Plain and Sandhills segment of the corridor.

Site 31CD968 possesses a significant range of characteristics relative to regional and project-specific research questions, and it exhibits properties important for recognition on the National Register of Historic Places. It is therefore recommended eligible under Criterion D; it does not appear to meet NRHP Criteria A-C. Further work could lead to an understanding of the vertical distribution of artifacts, the recovery of organic residues (carbonized remains, phytoliths, butchering and cooking residues like lipids), and the analysis of site location and function.

**10. Describe the undertaking’s effects on historic properties**:

Shifting the interchange northward will decrease the amount of proposed wetland bridging by approximately 450 ft. and decrease wetland area to be crossed and associated impacts by about half.  The addition of the eastern service road will allow for the deletion of a 400 ft. overpass bridge over the proposed NC 295 (Future I-295). The reduction in bridging (both bridges) will result in an estimated direct construction cost savings of $6,550,000 and an estimated long term maintenance cost savings of $200,000.

**11. Explain how this undertaking would adversely affect historic properties** (include information on any conditions or future actions known to date to avoid, minimize, or mitigate adverse effects):

Originally, the project was designed so that it would not impact Site 31CD968. However, because of the redesign, both the southwest corner and the northeast corner of the site will now be impacted. As mentioned earlier, the southwest corner of the site is considered to be well preserved showing intact subsurface stratigraphy with artifacts. In addition, the one cultural feature discovered at the site now falls within the footprint for the eastern service (Old Plank Road). These impacts were discussed at the April 17, 2018 Effects Meeting between NCDOT, NC-HPO, and OSA. After concerns were raised about the validity of the existing MOA, an additional meeting to discuss the impacts to Site 31CD968 was held on May 25, 2018 between NCDOT and OSA. Data recovery is planned in the impacted area in coordination with the consulting parties.

**12. Provide copies or summaries of the views provided to date by any consulting parties, Indian tribes or Native Hawai’ian organizations, or the public**, including any correspondence from the SHPO and/or THPO.

Please see the attached documents. (I DON’T KNOW OF ANY OTHER CORRESPONDENCES; ARE THERE ANY OTHER CONSULTING PARTIES?)

**III. Optional Information**

**13. Please indicate the status of any consultation that has occurred to date.** Are there any consulting

parties involved other than the SHPO/THPO? Are there any outstanding or unresolved concerns or issues that the ACHP should know about in deciding whether to participate in consultation?

Consultation is detailed in Number 8 above and within the attachments for Number 12. (ARE THERE ANY OTHER CONSULTING PARTIES?)

A previous Notification of Adverse Effects (NAE) was submitted by NCDOT to FHWA on March 9, 2005; however, that notification did not include Site 31CD968, thus necessitating the current notification.

A Memorandum of Agreement (MOA) for the Recovery of Significant Information from Archaeological Sites 31CD64, 31CD65, 31CD871, 31CD874, 31CD882, 31CD962, 31CD965, 31CD967/967\*\*, 31CD976\*\*, and 31CD485, between FHWA, NC-HPO, and NCDOT, was signed in April 2005; however, it has since expired and did not include Site 31CD968. A new MOA will be generated that includes Site 31CD968.

There are no known, unresolved or outstanding concerns.

**14. Does your agency have a website or website link where the interested public can find out about this project and/or provide comments?** Please provide relevant links:

Yes, (<https://www.ncdot.gov/projects/FayettevilleOuterLoop/>, last accessed 21 Jun 2018).

**15. Is this undertaking considered a “major” or “covered” project listed on the Federal Infrastructure Projects Permitting Dashboard or other federal interagency project tracking system?** If so, please provide the link or reference number:

(DON’T KNOW)

**The following are attached to this form** (check all that apply):

\_X\_ Section 106 consultation correspondence

\_X\_ Maps, photographs, drawings, and/or plans

\_X\_ Additional historic property information

\_\_\_ Other: