
PROGRAMMATIC AGREEMENT

among the

U.S. Department of Transportation Federal Transit Administration

the

Hawai'i State Historic Preservation Officer

and the

Advisory Council on Historic Preservation

regarding the

Honolulu High-Capacity Transit Corridor Project

in the

City and County of Honolulu, Hawai'i

WHEREAS, the City and County of Honolulu (City) Department of Transportation Services (DTS) is proposing the Honolulu High-Capacity Transit Corridor Project (Project) on O'ahu and is seeking financial assistance from the U.S. Department of Transportation Federal Transit Administration (FTA) for the Project, which is therefore a Federal undertaking subject to Section 106 of the National Historic Preservation Act (NHPA) of 1966, as amended (16 USC 470f) and its implementing regulation at 36 CFR 800; and

WHEREAS, the proposed Project is an elevated, electrically powered, fixed-guideway transit system in the east-west travel corridor between East Kapolei and the Ala Moana Center with an approximate length of twenty (20) miles and twenty-one (21) stations; and

WHEREAS, the City Council has authorized DTS to enter into this Programmatic Agreement (PA) through Resolution _____; and

WHEREAS, pursuant to 36 CFR 800, the FTA has consulted with the Hawai'i State Historic Preservation Division (SHPD), which is the State Historic Preservation Office, and the following parties:

- Advisory Council on Historic Preservation (ACHP)
- U.S. Navy (U.S. Naval Base Pearl Harbor)
- Historic Hawai'i Foundation
- National Park Service (NPS)
- National Trust for Historic Preservation
- University of Hawai'i Historic Preservation Certificate Program
- American Institute of Architects
- Hawai'i Community Development Authority
- Office of Hawaiian Affairs
- O'ahu Island Burial Council
- Hui Malama I Na Kupuna O Hawai'i Nei

- Royal Order of Kamehameha
- The Ahahui Ka'ahumanu
- The Hale O Na Ali'i O Hawai'i
- The Daughters and Sons of the Hawaiian Warriors
- Association of Hawaiian Civic Clubs
- Ali'i Pauahi Hawaiian Civic Club
- Ka Lei Maile Ali'i Hawaiian Civic Club
- King Kamehameha Hawaiian Civic Club
- Nānāikapono Hawaiian Civic Club
- Hawaiian Civic Club of Wahiawa
- Ahahui Siwila Hawai'i O Kapolei Hawaiian Civic Club
- Waikīkī Hawaiian Civic Club
- Princess Ka'iulani Hawaiian Civic Club
- Waianae Hawaiian Civic Club
- Merchant Street Hawaiian Civic Club
- Prince Kūhiō Hawaiian Civic Club
- Pearl Harbor Hawaiian Civic Club
- Hawaiian Civic Club of 'Ewa-Pu'uloa
- Kalihi-Palama Hawaiian Civic Club
- Hawaiian Civic Club of Honolulu; and

WHEREAS, in accordance with 36 CFR 800.10, FTA has notified the Secretary of the Interior of its adverse effect determination to the United States Naval Base, Pearl Harbor NHL, and the CINCPAC Headquarters Building NHL, and as a result, the NPS has been designated to participate formally in the consultation; and

WHEREAS, the public and consulting parties have been afforded the opportunity to consult and comment on the Project; and

WHEREAS, the FTA, in consultation with the Hawai'i SHPD, has defined the undertaking's Area of Potential Effects (APE) as depicted in Attachment 1; and

WHEREAS, the FTA, in consultation with the Hawai'i SHPD, has determined that proposed Project would have an adverse effect on historic properties listed in the National Register of Historic Places (NRHP) or eligible for listing in the NRHP; and

WHEREAS, the FTA in consultation with the SHPD has determined that the following historic properties will be adversely affected by the Project: Honouliuli Stream Bridge; Waikele Stream Bridge and Span over OR&L Spur; 1932 Waiawa Stream Bridge; Waimalu Stream Bridge; Kalauao Spring Bridge; Kalauao Stream Bridge; United States Naval Base, Pearl Harbor National Historic Landmark (NHL); CINCPAC Headquarters Building NHL; Makalapa Navy Housing Historic District; Ossipoff's Aloha Chapel, SMART Clinic, and Navy-Marine Corps Relief Society; Hawai'i Employers Council; Afuso House; Higa Fourplex; Teixeira House; Lava Rock Curbs; Six Quonset Huts; Kapālama Canal Bridge; True Kamani Trees; Institute for Human Services/Tamura Building; Wood Tenement Buildings; Oahu Rail & Land Co. Office and Document Storage Building; Oahu Rail & Land Co. Terminal Building; Nu'uuanu Stream Bridge; Chinatown Historic District; Merchant Street Historic District; HDOT Harbors Division Offices; Pier 10/11 Building; Aloha Tower; Irwin

Park; Walker Park; HECO Downtown Plant; Dillingham Transportation Building; and Mother Waldron Playground.

WHEREAS, this adverse effect determination results from direct, indirect, and cumulative effects; and

WHEREAS, the FTA, in consultation with the SHPD, has determined that the Project may adversely affect archaeological sites listed in or eligible for listing in the NRHP, but effects cannot be fully assessed prior to the approval of FTA financial assistance; and

WHEREAS, the FTA and the SHPD have agreed that a phased approach to identification and evaluation of archaeological sites is appropriate, pursuant to 36 CFR 800.4(b)(2); and

WHEREAS, the timing of activities listed in this PA are estimated based on groundbreaking for the first construction phase in 2009, substantial construction of the first construction phase and FTA granting approval to enter Final Design in 2010, and FTA signing a Full-Funding Grant Agreement during 2011. The Project is anticipated to be completed in four construction phases: Phase 1: East Kapolei to Pearl Highlands, Phase 2: Pearl Highlands to Aloha Stadium, Phase 3: Aloha Stadium to Middle Street, and Phase 4: Middle Street to Ala Moana Center. Phase 1 will be built as a design build project with design work beginning in 2009. Phase 2 is anticipated to begin construction in 2011, Phase 3 in 2012 and Phase 4 in 2013. Construction is anticipated to be complete during 2018.

WHEREAS, the DTS has included minimization and avoidance measures during project design, including but not limited to, narrow guideway design, route selection, station location selection, and contained station footprints, to avoid and minimize impacts on historic properties; and

WHEREAS, all built components will follow the Project's *Design Language Pattern Guidebook*; and

WHEREAS, consulting parties and the public will be offered the opportunity to provide ongoing comments on station design and transit-oriented development planning at neighborhood design workshops; and

WHEREAS, the City has implemented zoning "overlay districts" to preserve individual and groupings of historic and cultural resources, including application of architectural and other design guidelines and standards for developments surrounding them; and such overlay districts are already established for Chinatown and the Hawai'i Capital (civic center) areas; and

WHEREAS, Ordinance 09-04 requires the establishment of transit-oriented development (TOD) overlay zoning districts around every transit station, and this Ordinance requires the identification of important historic and cultural landmarks in the area, the establishment of controls to protect and enhance these resources, and encouraging adjacent development to reflect the cultural and historic context of the station area; and

WHEREAS, the Project will cross lands controlled or owned by the Federal Government and is subject to an approval of that crossing by the applicable Federal agencies; and

WHEREAS, the Project is subject to the Native American Graves Protection and Repatriation Act (NAGPRA) where it crosses lands controlled or owned by the Federal Government; and

WHEREAS, this PA was developed with public involvement pursuant to 36 CFR 800.2(d) and 800.6(a), and the public was provided opportunities to comment on the Project and its adverse effects; and

WHEREAS, in accordance with 36 CFR 800.6(a)(1), FTA has notified the ACHP of its adverse effect determination with the required documentation, and the ACHP has chosen to participate formally in the consultation; and

WHEREAS, the FTA, the ACHP, and the State Historic Preservation Officer are signatories to this PA; and

WHEREAS, the City DTS and the NPS are invited signatories to this PA; and

WHEREAS, all consulting parties were invited to be concurring parties to this PA if they choose; and

WHEREAS, any future extensions that are undertaken as a Federal action would undergo a separate independent review under the National Environmental Policy Act and Section 106 of the NHPA, and any such review will be guided by the approaches to treatment of historic properties included in this PA; and,

WHEREAS, unless defined differently in this PA, all terms are used in accordance with 36 CFR 800.16; and

WHEREAS, all actions described herein are subject to applicable State and Federal law; and

NOW, THEREFORE, FTA, ACHP, and the Hawai'i State Historic Preservation Officer agree that the undertaking shall be implemented in accordance with the following stipulations in order to take into account the adverse effect of the undertaking on historic properties.

STIPULATIONS

The FTA will ensure that the terms of this PA are carried out and will require, as a condition of any approval of Federal funding for the undertaking, adherence to the stipulations set forth herein.

I. Roles and Responsibilities

- A. **FTA Responsibilities**—In compliance with its responsibilities under the NHPA, and as a condition of its funding award to the City of Honolulu under 49 USC 5309 and any other subsequently identified Federal funding, FTA will ensure that the City carries out the stipulated provisions of this PA and applicable ACHP policy statements and guidelines subject to this agreement.
- B. **SHPD Responsibilities**—The SHPD shall specifically review and provide comments for work products completed as part of this PA. The SHPD and other agencies will have 30 days to review and comment on these

submissions, unless state law allows for an extended period of time beyond 30 days.

- C. ACHP Responsibilities—The ACHP will provide oversight, advise on disputes, and determine whether the terms of this agreement are being met.
- D. City Responsibilities—The City shall represent the interests of FTA and coordinate all governance activities described in the PA to fulfill the contents described in the stipulations below. The City will consult with the SHPD and other agency staff, as appropriate, in planning and implementing the stipulations of this PA. The City shall submit all plans and documents required by this PA in a timely and accurate manner to the SHPD and other agencies, as stipulated, for review. The City shall also ensure that all technical solutions developed by the City and as a result of consultation are compliant with government-wide policies and regulations.
- E. Qualifications of Personnel—Unless otherwise specified, all work carried out under the terms of this PA shall be conducted and/or supervised by cultural resources professionals (historians, architectural historians, historic architects, and/or archeologists, as appropriate) who meet the Secretary of the Interior's Professional Qualification Standards set forth in 36 CFR 61, Appendix A.
- F. The City shall provide for a qualified architectural historian on the Project staff through the completion of Project construction.

II. Traditional Cultural Properties

- A. Within 30 days of execution of this PA, the City shall undertake a study to determine the presence of Traditional Cultural Properties (TCP) within the APE. Prior to construction commencement, the City shall meet with the SHPD, consulting parties, and other parties with expertise to discuss and identify potential TCPs, as defined by the National Register Bulletin 38, *Guidelines for Evaluating and Documenting Traditional Cultural Properties*. Building on cultural practices analysis already completed to address State Act 50 requirements, the City shall undertake studies to evaluate these TCPs for NRHP eligibility. The TCP study shall be completed by qualified staff with experience in ethnographic studies and TCP assessments for NRHP eligibility.
- B. If eligible TCPs are present, the City will complete effects assessments and seek SHPD concurrence on both eligibility and effects determinations. If there are adverse effects to eligible TCPs, the City shall meet with consulting parties to identify treatment measures for these effects. The City will complete all fieldwork, eligibility and effects determination, and treatment measure consultation prior to commencement of construction in the immediate vicinity of the adversely affected TCPs. The City shall complete any mitigation prior to undertaking each construction phase that would adversely affect a TCP. The TCP studies will follow National Register Bulletin 38, *Guidelines for Evaluating and Documenting Traditional Cultural Properties*.

- C. Regardless of effect determination, the City will complete NRHP nominations for properties that meet the NRHP criteria for TCPs. The SHPD, NPS, and consulting parties with a related and demonstrated interest in each TCP will review draft NRHP nominations and provide comments within 30 days of receipt. The City will consider all comments when completing final NRHP nominations.

III. Identification and Protection of Archaeological Sites and Burials

The City shall implement the following archaeological stipulations before each of the four construction phases.

A. Initial Planning

1. The APE for archaeological resources is defined as all areas of direct ground disturbance by the Project. This APE for archaeology includes any areas excavated for the placement of piers to support the elevated structures, foundations for buildings and structures, utility installation, grading to provide parking, or other construction-related ground disturbance including preparation of construction staging areas. The APE includes the new location of any utilities that will be relocated by the Project.
2. The City shall develop an Archaeological Inventory Survey (AIS) Plan for the APE for each construction phase and shall submit it to the SHPD. The SHPD will provide comment or accept the AIS Plan within 30 days. The AIS Plan shall follow the requirements of Hawai'i Administrative Rules (HAR), Title 13, Subtitle 13, Chapter 276. The AIS Plan shall be subject to approval by the SHPD.
3. The O'ahu Island Burial Council (OIBC) will have jurisdiction to determine preservation or relocation of previously identified Native Hawaiian burial sites pursuant to HAR, Title 13, Subtitle 13, Chapter 300 shall apply. Any 'iwi kupuna (Native Hawaiian burials) discovered during the AIS shall be treated as previously identified burial sites.

B. OIBC and Lineal and Cultural Descendents Consultation

1. Within 60 days of execution of this PA, the City shall consult with the OIBC, lineal and cultural descendents, and other interested parties that are identified in discussion with OIBC, about the scope of investigation for the AIS Plan for construction of Phase 4. The City shall provide Preliminary Engineering plans and existing utility maps to assist in the scoping process. The AIS Plan will provide for investigation of the entire Phase 4 area, including from Waiakamilo Road to Ala Moana Center. In the portion of Phase 4 with the greatest potential for resources, the AIS Plan will evaluate all areas that will be disturbed by the Project. The AIS Plan will include a review of historical shoreline location, soil type, and, where indicated by conditions, the survey measures listed in Stipulation III.C for each column location, utility relocation, and major features of each station and traction power substation location based on Preliminary Engineering design data. The

AIS Plan is intended to be submitted to the SHPD within four (4) months of execution of this PA and the investigation will begin upon receipt of an approved AIS Plan from the SHPD.

2. The City shall complete the AIS for Phase 4 (Middle Street to Ala Moana Center) prior to beginning Final Design for that area. The City shall inform OIBC of status of the investigation. Any discoveries would be treated per Stipulations III.A.3 and III.D.
 3. The City will continue to meet regularly with the OIBC, either as a taskforce, or with the council of the whole, for the duration of the construction period of the Project.
 4. The City, in coordination with the OIBC, lineal and cultural descendents, and other interested parties that are identified in discussion with OIBC shall complete a draft approach for consultation regarding treatment of any iwi kupuna discovered during the AIS. It shall be provided to the OIBC for review within six (6) months of the execution of this PA. The approach shall address at minimum a process for communication of any discoveries, definitions that will be applied to the Project, identification and inclusion of lineal and cultural descendents and workflow of actions prior to and upon discovery of iwi kupuna during AIS. The workflow shall consider both avoidance evaluation to allow for preservation in place and reinterment options. Avoidance shall include relocation of columns, change of column design to or from a center alignment to straddle bent or other alternatively-supported design, modification of span length, and alternate utility locations.
 5. Dispute Resolution Specific to Stipulation III.B. Should the parties identified in this stipulation be unable to resolve elements identified in this stipulation, the parties would first consult with the Signatories to this PA for guidance. Should the parties still be unable to resolve the dispute, the provisions of Stipulation XIII.A would take effect.
- C. Fieldwork—The City shall conduct archaeological fieldwork as presented in the AIS Plan. For each construction phase, the archaeological fieldwork shall be completed in advance of the completion of final design so that the presence of any sensitive archaeological sites/burials discovered during fieldwork can be addressed during final design. Fieldwork for Construction Phase 1 shall be completed prior to beginning construction of that phase. Assuming that the Project maintains the schedule currently established, fieldwork for Phases 2 and 4 shall be completed in 2010 and for Phase 3 by the end of 2011. The City shall complete the AIS for Phase 4 (Middle Street to Ala Moana Center) prior to beginning Final Design for that area. The City shall inform OIBC of status of the investigation. Fieldwork required by the AIS Plan shall include, but not be limited to, the following:
1. Reconnaissance survey (archival research and visual inspection by pedestrian inventory) within the APE,

2. A sample survey of subsurface conditions with ground-penetrating radar (GPR), and subsurface inspection as warranted,
 3. A subsurface testing regime for locations identified in the AISP,
 4. Archaeological methods specific and applicable to the findings will be used in analysis, and
 5. A report summarizing the results of the fieldwork and analysis that shall be submitted to the SHPD for approval.
- D. Treatment Plans—Based on the results of the AIS fieldwork and in consultation with the SHPD, the City shall develop a specific treatment plan pursuant to the applicable state laws, including Hawai'i Revised Statutes, Chapter 6E and HAR, Title 13, Subtitle 13, Chapter 300, for each construction phase. Treatment plans shall be submitted to the SHPD for approval. Upon approval by the SHPD, the City shall implement the treatment plan.
- E. Mitigation Plans—Subsequent to the archaeological fieldwork and implementation of the treatment plan, the City, in consultation with the SHPD, shall develop mitigation plans as appropriate. The mitigation plans may include the following:
1. Archaeological Monitoring Plan
 - a. The City shall develop an archaeological resources monitoring plan specifying the locations within the construction area that require a monitor and describing the level of monitoring necessary. The monitoring plan will be developed and implemented by a qualified archaeologist, meeting the Secretary of the Interior's Professional Qualifications Standards for Archeology (Federal Register, Vol. 48, No. 190, page 44738-9).
 - b. The City shall develop a follow-up monitoring report for the Project and shall submit it to the SHPD for approval. The monitoring report, if it contains the location and description of human burial remains discovered during the course of the Project, shall remain confidential. Precise locational data may be provided in a separate confidential index. The monitoring report for the construction phase of the Project shall be submitted by the City to the SHPD no later than ninety (90) days after the completion of construction of that phase.
 2. Burial Treatment
 - a. The City shall prepare burial treatment documents (that may include Burial Treatment Plans, a Burial Site Component of a Data Recovery Plan, and a Burial Site Component of a Preservation Plan) and shall submit the documents to the SHPD for review and approval. The document shall also be submitted to the OIBC, which will determine whether preservation in place or reburial will occur, as stated in HAR 13-300-33. Any human remains found on lands owned or controlled by the Federal government will be addressed in accordance with NAGPRA in coordination with the affected land management agency.

- b. The City confirms that guideway columns may be relocated a limited distance along the guideway at most column locations, straddle-bent supports may be used, or special sections developed to modify span length allowing for preservation in-place to be viable in those locations. If the OIBC determines that a burial is to be relocated, the City will consult with the OIBC to determine appropriate reinterment, which may include relocation to Project property in the vicinity of the discovery.

3. Data Recovery Programs

- a. Data Recovery Programs (including Data Recovery Plans and Data Recovery Reports) will be prepared as appropriate in consultation with the SHPD. Data Recovery Programs shall be submitted for review and approval by the SHPD.
 - b. Whenever possible, technological means will be used to avoid potential human remains and archaeological resources to minimize disturbance.
 - c. Completion of data recovery work must be verified by the SHPD prior to initiation of construction within the area of these sites.
 - d. Data recovery plans specify the disposition of recovered objects and shall be submitted by the City to the SHPD for review and approval.
- F. Curation—The City will curate recovered materials in accordance with HAR, Title 13, Subtitle 13, Chapter 278. The City shall consult with public and private institutions to pursue an opportunity to provide public access to the recovered materials. Interpretive materials as described in Stipulation VII of this agreement at one or more stations may incorporate archaeological materials recovered during development of the Project.

IV. Design Standards

- A. The City shall follow the standards set forth in the follow the Project's Design Language Pattern Guidebook, as appropriate, for all elements covered in this Programmatic Agreement. For project elements within the boundary of an eligible or listed historic resource, the City shall ensure design consistency with the tenets set forth in the Secretary of the Interior's Standards for the Treatment of Historic Properties contained in 36 CFR 68.
- B. The City shall conduct a minimum of two neighborhood design workshops for each grouping of stations. The City shall notify all consulting parties of the workshops and consider any comments received when completing station design.
- C. The City shall provide Preliminary Engineering design plans for built components of the project, such as stations, guideway, and directly related project infrastructure improvements, to the signatories and concurring parties for review and comment. For stations within areas with historic properties, the City shall also provide plans during the Final Design phase. The signatory and concurring parties shall provide the City with comments on the plans within 30 days of the agency's receipt. If no comments are received within 30 days, the City will assume that the

signatory and concurring parties has no comment. The City shall consider all comments provided by the signatory and concurring parties when completing design build or final design plans.

V. Recordation and Documentation

- A. Within three months of execution of this PA, the City shall complete Historic Context Studies related to relevant historic themes within the APE. This type of study assists in documenting the history of the affected area and may be used in developing NRHP nominations for historic resources in the area.
1. The City will develop a draft scope of work for the studies describing the context themes, research methodology, report format, photography specifications, and schedule for completion. The City will circulate a draft scope of work to signatory and concurring parties.
 2. Any comments received by the City from signatory and concurring parties within 30 days of receipt of the draft scope of work will be considered by the City in developing a final scope of work in consultation with the SHPD.
 3. Initial field work and photography for each study theme shall be completed prior to construction commencement in relevant geographic areas.
 4. The City shall submit context studies to the SHPD for review. The SHPD will provide comments on the content, design, and proposed placement of interpretive signage within 30 days of receipt of draft materials. The City will consider all comments while preparing final versions.
 5. Copies of the final studies shall be distributed to repositories listed in Stipulation XIII.C.
- B. The City shall complete Cultural Landscape Reports (CLR) related to historic properties along the Honolulu High-Capacity Transit Corridor.
1. Within three months of execution of this PA, the City shall develop a draft scope of work for the CLRs describing the cultural landscapes to be studied, research methodology, report format, photography specifications, and project schedule. All work shall follow National Park Service guidance and standards, as appropriate, including National Register Bulletin 30, *Guidelines for Evaluating and Documenting Rural Historic Landscapes* and National Register Bulletin 18, *How to Evaluate and Nominate Designed Landscapes*, as well as relevant information presented in *Guidelines for the Treatment of Cultural Landscapes*. The City shall circulate a copy of the draft scope of work to signatory and concurring parties.
 2. Any comments received by the City from signatory and concurring parties within 30 days of receipt of the draft scope of work will be considered by the City in developing a final scope of work in consultation with the SHPD.

3. Initial field work and photography for each study area shall be completed prior to construction commencement in that area.
 4. The City shall submit CLRs to the SHPD for review. The SHPD will provide comments on within 30 days of receipt of draft materials. The City will consider all comments while preparing final versions.
 5. Copies of the final CLRs shall be distributed to repositories listed in Stipulation XIII.C.
- C. Historic American Building Survey, Historic American Engineering Record, and Historic American Landscape Survey Recordation—The City shall consult with NPS HABS/HAER/HALS (HHH) staff to determine which of the adversely affected historic properties should be documented for HHH recordation. All required HHH archival black-and-white photography will be completed and submitted to NPS for approval. NPS will provide comments within 30 days and final documentation will be submitted to NPS.
- D. The City shall engage a professional photographer to complete archival photography to NRHP standards for all resources that received adverse effect determinations that are not subject to HHH documentation under Stipulation V.C. Photographic documentation will include, at a minimum, representative views of relevant historic structures associated with each historic property, and representative views of the surrounding setting of each historic property. These photographs will be offered to the repositories listed in Stipulation XIII.C.4. Per the schedule established by Stipulation XIII.B.2, the City shall consult with the SHPD to determine an appropriate level of written documentation for each above-ground historic property that is not documented under Stipulation V.C or VI. The SHPD will review this documentation upon completion. The fulfillment of Stipulations V.C and V.D will ensure that all adversely affected resources are documented using large-format photography.
- E. The City shall have digital photographs taken by a professional photographer, in conjunction with the input of a supervising architectural historian, to document select resources and viewsheds within the APE. These photographs shall be taken prior to construction commencement and shall be used for interpretive materials, publications, cultural landscape reports, and historic context studies. Photographs will focus on NRHP-eligible resources and unique landscape features. Approximately 150 views will be submitted. These photographs will be housed at the City Municipal Library with copies submitted to the SHPD.
- F. The City shall take a comprehensive video of the project corridor prior to construction commencement. Video documentation shall be completed by a professional videographer and will consist of unedited footage filmed from a moving vehicle. The project corridor shall be filmed from the vehicle in each direction, from Ala Moana to 'Ewa, and 'Ewa to Ala Moana. This film will be housed at the City Municipal Library with a copy submitted to the SHPD.

VI. National Register of Historic Places/National Historic Landmark Nominations

- A. The City shall complete a NRHP Multiple Property Submission (MPS), including all appropriate accompanying documentation such as photographs and mapping, for historic properties to be defined during scoping that are related to Modern and Recent Past Architecture in Honolulu/O'ahu dating from 1939-1979 (with Criteria Consideration G applying as appropriate).
1. The City and SHPD will consult with property owners to obtain access and determine that owners consent to the proposed listing.
 2. The City will propose a list of Modern/Recent Past historic properties determined to be eligible for the NRHP and will circulate it to consulting parties.
 3. Any comments received by the City from consulting parties within 30 days of receipt of the proposed list will be considered by the City in developing a final list in consultation with the SHPD.
 4. The City will also coordinate with the SHPD to nominate these historic properties to the Hawai'i Register. The City shall submit draft reports to the SHPD for review. The SHPD will provide comments within 30 days of receipt of draft materials. The City will consider all comments while preparing final versions.
 5. The City shall submit a draft MPS nomination form to the SHPD and NPS for review and comment. The SHPD and NPS will provide any comments within 30 days of receipt. The City shall consider all comments while preparing the final MPS documentation.
- B. Pending the U.S. Navy approving the work and providing access to the site and relevant records, the City shall complete an update to the Pearl Harbor National Historic Landmark (NHL) nomination and the CINCPAC Headquarters NHL nomination. For the Pearl Harbor NHL amendment, emphasis shall focus on those resources closest to the APE and to those not previously mentioned in prior documentation. All work shall be coordinated with the Navy and follow the guidelines set forth in *How to Prepare National Historic Landmark Nominations*. The City shall submit a draft document to the NPS, Navy, and SHPD, who will review and provide comments within 30 days. The City shall consider all comments in the final NHL nomination. The City will provide the Navy with the updated NHL nominations and accompanying documentation for submittal to the NPS.
- C. National Register Nominations
1. The City shall complete NRHP nominations and/or amendments for up to the 31 adversely affected properties located along the project corridor. (Note that two resources are NHLs and are addressed in Stipulation VI.B.) The City will consult with the SHPD to determine if nomination forms for properties already listed in the National Register should be updated and/or amended. The City and SHPD will consult

with property owners to obtain access and determine that owners consent to the proposed listing. Should owners object to listing or access, the City shall document the properties to the extent possible from public right-of-way and using available research. This information will be provided to the SHPD although formal listing will not be pursued for resources where owners object to the process. All work shall conform to guidance presented in relevant National Register Bulletins. The City will complete all appropriate accompanying documentation, including photographs and mapping. All nomination forms will be submitted to the SHPD for review.

2. The SHPD will provide comments on the NRHP nomination forms within 30 days of receipt. The City will consider the comments and submit final NRHP nomination forms following the established procedures of the National Park Service (36 CFR 60.6(g)). Final nomination forms will be completed before the project begins revenue service operations.
 3. The City will also coordinate with the SHPD to nominate these historic properties to the Hawai'i Register.
 4. The City shall submit a draft nomination form to the SHPD and NPS for review and comment. The SHPD and NPS will provide any comments within 30 days of receipt. The City shall consider all comments while preparing the final documentation.
- D. Properties documented in the Multiple Property Submissions required by Stipulation VI.A will not be documented on separate, individual NRHP forms beyond what is included in the Multiple Property Submission.
- E. All NRHP and Hawai'i Register nominations will follow the procedures set forth in Hawai'i Revised Statutes, Chapter 6E and Hawai'i Administrative Rules, Title 13, Subtitle 8, Chapter 198, as appropriate. Completion of the stipulated National Register of Historic Places nominations does not guarantee listing should the Keeper of the National Register of Historic Places determine that the properties are not eligible for listing.
- F. The City shall develop a searchable database of historic properties (i.e., those listed in or eligible for listing in the NRHP) within the APE and make it publicly available. The database will include an interactive geographic component and include property information (e.g., property name, address, tax map key, construction date, architect, etc.). The City will initiate database development prior to construction commencement and will update, and maintain this database for the project's duration. The City will add links to the documentation included in this PA to the website as it is approved by the appropriate review agency. Culturally sensitive materials related to Stipulation III will not be posted for the general public. However, if the consulting parties agree, it may be included in a password-protected mode.
- G. The City will consult with the SHPD to develop a strategy for making this database and its information available to any organization with the

authority and ability to develop, maintain, and support a public research database at the end of construction.

VII. Educational and Interpretive Programs, Materials, and Signage

- A. The City shall complete an interpretive plan for the Project area and install interpretive signage at appropriate locations. The interpretive plan will highlight historical themes (e.g., Native Hawaiian History, Native Hawaiian Culture, Immigrant History, Plantation Culture, Architecture, Government, Agriculture, Transportation, Military, etc.) and will interpret these themes at an appropriate station location. Interpretive signage will be installed at or near relevant transit stations and, where appropriate, inside transit vehicles.
1. Signatories and concurring parties will be invited to participate in a kick-off meeting to develop the interpretive plan prior to construction of each phase. The City will circulate a draft of the interpretive plan to consulting parties following the kick-off meeting. The City will consider all comments received within 30 days while preparing the final interpretive plan in consultation with the SHPD.
 2. The City will submit draft interpretive signage to the SHPD for review and comment. The SHPD will provide comments on the content, design, and proposed placement of interpretive signage within 30 days of receipt of draft materials. The City will consider all comments while preparing final versions.
 3. All interpretive signage will be installed before revenue service begins.
- B. The City shall complete a color brochure describing the history of the area along the transit line. All materials shall also be produced in a digital format for electronic and/or online distribution. Upon completion, 1,000 physical copies of the product shall be printed and made available at stations to transit riders.
1. Signatories and concurring parties will participate in a kick-off meeting to discuss brochure content. The City will circulate a draft of the brochure plan to consulting parties following the kick-off meeting. The City will consider all comments received within 30 days while preparing the final brochure plan in consultation with the SHPD.
 2. The City will submit a draft brochure, including text and photographs, to the SHPD for review and comment. The SHPD will provide comments on the content and design within 30 days of receipt of draft material. The City will consider all comments while preparing final versions.
 3. The brochure will be completed and printed before revenue service begins.
- C. The City shall prepare materials for children, such as a coloring book or child-friendly game that would educate children about relevant local history. The materials shall be prepared by professional historians and a professional illustrator. All materials shall also be produced in a digital

format for electronic and/or online distribution. The materials will be available on the project website.

1. The City shall solicit student input to propose and develop the content for the materials
 2. The City will submit a draft product, including text and illustrations, to the concurring parties for review and comment. The concurring parties will provide comments on the content and design within 30 days of receipt of draft material. The City will consider all comments while preparing final versions.
 3. The electronic materials will be completed before revenue service begins.
- D. The City shall establish a Humanities Program that will explore human histories, cultures, and values. This program will enhance visitor and resident exposure to the depth of history and culture in the vicinity of the Project. The Humanities Program will educate the public about important topics in Hawaiian history through conferences/seminars, research fellowships, media programs, exhibits, lectures, and publications. The City and concurring parties will consult to develop this program and the City will provide \$100,000 to fund this program
1. Signatories and concurring parties will participate in a kick-off meeting to discuss the establishment and goals of the Humanities Program. The City will circulate a draft of the Humanities Program plan to consulting parties following the kick-off meeting. The City will consider all comments received within 30 days while preparing the final plan in consultation with the SHPD.
 2. The City will consider all input and will establish subcommittees to achieve the goals of the Humanities Program and meet at agreed-upon intervals.
 3. The Humanities Program will continue until all designated funds are exhausted or until revenue service begins.
- E. The City will develop and implement an educational effort/program to encourage the rehabilitation of historic properties located along the transit route. This effort will include printed and electronic information about proper rehabilitation practices; benefits of historic designation; financial incentives available for eligible properties; and existing resources for assistance in pursuing these options. The City will hold two meetings and/or public workshops with owners of historic properties to disperse this information.
1. Signatories and concurring parties will be invited to a kick-off meeting to discuss program content. The City will circulate a draft of the program plan to consulting parties following the kick-off meeting. The City will consider all comments received within 30 days while preparing the final program plan in consultation with the SHPD.

2. The City will submit draft materials, including text and photographs, to the SHPD for review and comment. The SHPD will provide comments on the content and design within 30 days of receipt of draft material. The City will consider all comments while preparing final versions.
 3. The City will provide all owners of eligible or listed properties located within the APE with printed resource materials and will make the materials available on the Project website.
 4. The City will invite all owners of eligible or listed properties located within the APE to the two meetings/workshops and will also announce the meetings/workshops to the public on the Project website. The meeting/workshops will be completed before revenue service begins.
 5. At the conclusion of the effort, the City will submit a summary report to the signatories and concurring parties.
- F. Based on the content developed in Stipulation VII.A, the City will develop an educational field guide of the historic properties (including historic districts) along the transit route. The City will make the field guide available to the public in both print and electronic formats.

VIII. Mitigation of Specific Resources

- A. All lava rock curbstones removed along the edges of pavement because of Project-related work shall be retained by the City for reuse and reinstallation. The stones will be marked prior to removal, stored securely, and replaced at their approximate original mile-point locations. Any stones that are damaged or destroyed during extraction or reinstallation shall be replaced with in-kind materials.
- B. The bridge rails on the Kapālama Canal Bridge do not meet current safety standards; therefore, they must be replaced or retrofitted. The City will maintain or replace the rails matching the current look of the existing rails for to maintain existing views both to and from the bridge. The City shall apply the tenets set forth in the Secretary of the Interior's Standards for the Treatment of Historic Properties contained in 36 CFR 68. Plans will be provided to SHPD for review per Stipulation IV.
- C. The City will replace true kamani trees within the corridor as close as feasible to the current location of the group of 28 true kamani trees on the makai side of Dillingham Boulevard that will be adversely affected.
- D. Improvements to Adversely Affected Parks
 1. Signatories, concurring parties, property owners, and other stakeholders will be invited to participate in a kick-off meeting to discuss improvements to adversely affected parks. Considering comments offered at the kick-off meeting, the City will develop and circulate a draft park improvement plan to consulting parties. The City will consider all comments received within 30 days while preparing the final plan in consultation with the SHPD.

2. The City shall apply the tenets set forth in the Secretary of the Interior's Standards for the Treatment of Historic Properties contained in 36 CFR 68.
3. The park improvement plan will be completed before construction is complete.
4. Project funds in the sum of \$750,000 shall be budgeted for parks improvements. Should the conferees determine that circumstances preclude improving these parks, project funds budgeted for parks shall be transferred for use to the Honolulu High-Capacity Transit Corridor Project Historic Preservation Committee (Stipulation IX.B).
5. Project elements within the boundaries of eligible or listed resources, including the Dillingham Transportation Building and the O'ahu Rail and Land terminal building parcel will follow the standards established in Stipulation IV.

IX. Measures to Address Reasonably Foreseeable Indirect and Cumulative Effects Caused by the Project

- A. The City shall include a staff position for a qualified Project Architectural Historian, defined in Stipulation I.F. The architectural historian shall oversee completion of the stipulations of this PA, coordinate with the SHPD regarding the elements included in this PA, and coordinate with the Department of Planning and Permitting regarding land use planning activities, including the integration of transit oriented development with historic preservation, in the vicinity of project stations.
 1. The Project Architectural Historian shall oversee the provisions of this PA and coordinate with signatories and concurring parties as described in each stipulation.
 2. The Project Architectural Historian shall consult with the DPP regarding historic preservation planning efforts and transit-oriented development within the APE.
- B. The City, in consultation with the PA signatories and concurring parties, shall create, chair, and provide technical, administrative, and financial support for the operation of a Honolulu High-Capacity Transit Corridor Project Historic Preservation Committee (HPC). The City shall allocate two million dollars (\$2,000,000) within the Project's budget to fund the program administered by the HPC. The City will create and schedule the first meeting of the HPC within three months after execution of this PA. Prior to the creation of the HPC, the City will submit to the SHPO for approval, a list of the agencies, groups, and organizations that will be invited to be represented and serve on the HPC. The HPC shall be comprised of the following seven members: the director of DTS, or his designee, to serve as a voting member and chair of the HPC; one representative, or its designee, from each of the following: the office of the SHPO, DTS, and DPP; and one representative each from three (3) non-governmental groups or organizations with expertise in historic preservation, cultural

resources, architecture, planning, or landscape architecture. The HPC shall establish the goals, criteria, program guidelines, administrative procedures, and funding distribution for the disposition of these funds that will be provided by the City for exterior improvements to eligible or listed historic properties (including contributing resources within historic districts) within the Project's APE consistent with the Secretary of the Interior's Standards for the Treatment of Historic Properties accomplished through grants provided under this section. The HPC shall identify and select an entity or entities that will administer the funds for the purposes established. This entity or entities shall be compliant with the requirements of Chapter 6, Article 29 of the Revised Ordinances of the City and County of Honolulu 1990, as amended, *Standards for the Appropriation of Funds to Private Organizations*. The City will dissolve the HPC when the funds are exhausted, but no later than three (3) years after completion of the Project, whichever occurs first.

- C. To monitor Project impacts related to development along the Project corridor, the City shall monitor the loss of eligible or listed resources within the APE. Per the reporting process of Stipulation XIII.C, the City shall provide a list of permits granted for demolition of resources within historic districts or individual historic resources within the APE.

X. Construction Protection Plan

- A. During final design, the Department of Transportation Services, in cooperation with its contractors, will create and carry out a Construction Mitigation Plan (CMP). The CMP will include a Noise and Vibration Mitigation Plan using any and all of the mitigation measures defined in the FEIS and the FTA Noise & Vibration Impact Assessment (2006) guidance. Numeric limits and monitoring measures will be developed to minimize noise and vibration impacts. Vibration criteria included in Table 12-3 of the FTA guidance (FTA 2006) will be applied. Note that most historic resources in the corridor are non-engineered timber or masonry; a criteria of 0.2 inches per second of peak particle velocity would be applicable to these structures. Noise and vibration mitigation strategies will be included in the Construction Noise and Vibration Mitigation Plan.
- B. Before project construction begins, the City shall meet with the construction contractor(s) to review and transmit the CMP.
- C. The City will monitor project construction to ensure that the measures in the construction protection plan are implemented and shall provide a record of monitoring activities in progress reports prepared pursuant to Stipulation XIII.C.
- D. The City shall complete post-construction noise monitoring as stipulated in the Final Environmental Impact Statement within U.S. Naval Base, Pearl Harbor NHL.
- E. FTA shall ensure that any inadvertent damage resulting from the Project to properties listed in or eligible for listing in the National Register of Historic Places or those that are contributing resources of eligible or listed

districts shall be repaired, to the extent possible, in accordance with the Secretary of the Interior's Standards for the Treatment of Historic Properties. The City shall submit a scope of work or treatment plan to address inadvertent damage to the SHPD for comment before initiating repairs.

XI. Post-Review Discoveries

- A. While post-review discoveries are not anticipated for built resources, the City agrees to cease all work in the vicinity of the discovery should another potential historic built resource be discovered or an unanticipated adverse effect on a historic built resource be found. The City will begin the consultation process with the signatories and resolve any adverse effects in accordance with Section 106 of the National Historic Preservation Act within a period of 3 days. The FTA will not allow work to resume in the vicinity of the discovery until the adverse effects have been resolved through an amendment of this PA or by other means consistent with 36 CFR 800.
- B. While post-review archaeological discoveries after completion of AISs are not anticipated, any archaeological sites/burials discovered during construction will be treated according to HRS 6E-43.6. In the event human skeletal remains are inadvertently discovered, any activity in the immediate area that could damage the remains or the potential historic site shall cease until the requirements of the law have been met.
- C. In the event of any inadvertent discoveries of burials, the OIBC shall be included in consultation as specified in HAR 13-300-40. When suspected human skeletal remains are found, all work in the vicinity must stop and the archaeologist must secure the area to avoid any additional disturbance. With confirmed human skeletal remains the archaeologist must notify the OIBC, SHPD, the County Coroner's Office, and the County Police Department. With all inadvertent burial finds, SHPD determines burial treatment, either preservation in place or relocation, in consultation with the land owner, the district representative of the OIBC, and any recognized cultural or lineal descendents for the project. By law, SHPD has one day to make its treatment determination for single burials and two days for multiple burials found on O'ahu. Construction must remain halted in the vicinity of the burial find until SHPD's treatment decision has been carried out. For preservation in place, typically the planned construction is modified to allow for the remains to stay in place in an appropriate and relatively undisturbed manner. For relocation, typically the remains are disinterred and curated either on the project site, or at SHPD's repository, until the project is completed and reinterment is arranged within the project area. Less commonly, for relocation, the remains are disinterred and immediately reinterred within the agreed upon burial relocation site. Burial treatment is documented in either a "burial site component of an archaeological data recovery plan" for burials that are relocated, or a "burial site component of an archaeological preservation plan" that documents the burial treatment that was carried out. These plans/reports

document the conditions of the discovery, the burial treatment, and any subsequent measures that have been agreed to by the land owner to safeguard either the relocation site or the preserve site. Preserved or relocated burial sites are recorded with the Bureau of Conveyances so that the burial sites are not further disturbed in the future.

XII. Public Information

Elements of public involvement and information are included throughout this PA. In addition, the City shall undertake the following:

- A. To keep the public informed about PA implementation, the semi-annual progress reports described in Stipulation XIII.C will be posted on the Project website.
- B. The City shall add all documentation completed as part of this PA that does not contain sensitive information or locations to the historic resources database that will be created as part of Stipulation VI.F.
- C. At any time during implementation of the activities covered in this PA, should an objection pertaining to this PA or the effect of any activity on historic properties be raised by a member of the public, FTA will notify the parties to this PA and take the objection into account, consulting with the objector, and should the objector so request, with any of the parties of this PA, to resolve the objection.

XIII. Administrative Provisions

- A. **Dispute Resolution:** Should any party to this PA object to any action proposed pursuant to the PA, the FTA shall consult with the objecting party to resolve the objection. If the FTA determines that the objection cannot be resolved, the FTA shall forward all documentation relevant to the dispute, including FTA's proposed resolution, to the ACHP.
 1. Within 30 days after receipt of all pertinent documentation, the ACHP is expected to provide the FTA with its advice on the resolution of the objection. FTA will then prepare a written response that considers any timely advice offered by the ACHP or by other signatories to the PA. FTA will provide all consulting parties with a copy of this written response and then proceed according to its final decision.
 2. If the ACHP does not provide its advice regarding the dispute within 30 days of receiving appropriate documentation about the dispute, FTA may make its final decision on the dispute and proceed accordingly. Prior to reaching a final decision, FTA shall prepare a written response that considers any timely comments by other signatories to the PA and provide them and the ACHP with a copy of that response.
 3. The responsibility of the FTA and the City to carry out all actions that are required by this PA and are not affected by the dispute remains unchanged.
- B. **Duration**

1. This PA shall take effect on the date it is signed by the last signatory and shall be in effect until the completion of construction or terminated pursuant to Stipulation XIII.G.
2. Within 90 days of the execution of this PA, the City shall develop a schedule for the implementation of the provisions of the agreement. The City will submit the schedule to the signatories and concurring parties for review and comment. The final schedule will include timelines and milestones for completion of deliverables and will be posted on the project website. The City will update the schedule to reflect project changes and will notify the signatories and concurring parties of any alterations to the schedule.

C. Monitoring and Reporting

1. Any signatory to this PA may request, at any time, a review of the implementation of the terms of this PA.
2. Every six months following the execution of this PA, until it expires or is terminated, the City shall provide all signatories to this PA a summary report detailing the work undertaken pursuant to its terms. Such report shall include any scheduling changes proposed, any problems encountered, and any disputes or objections received during efforts to carry out the terms of the PA.
3. The City shall conduct an annual informational meeting for signatories and concurring parties.
4. Work products not containing sensitive information will be submitted to the following repositories so that the information generated is made available to the public: SHPD, State Publications Distribution Center (15 copies), University of Hawai'i, and the Municipal Reference Library (3 copies).

D. Emergency Situation—In the event that during the Project, an emergency situation should occur, such as a natural disaster, which represents an immediate threat to public health, safety, life, or property creating a hazardous condition in relation to a historic property, the City shall notify FTA, ACHP, and SHPD of the conditions which have initiated the situation and the measures to be taken to respond to the emergency or hazardous condition. The FTA and SHPD may submit additional measures to resolve adverse effects within seven days of the notification. Should the nature of the emergency warrant immediate attention, the City shall consult with the FTA and SHPD via telephone or e-mail. Should the SHPD or the FTA desire to provide technical assistance to the City in responding to such condition, they shall submit comments within five days from notification, if the nature of the emergency or hazardous conditions allows for such coordination.

E. Coordination with Other Federal Involvement—In the event that the City or other agency applies for additional federal funding or approvals for the Honolulu High-Capacity Transit Corridor Project and the undertaking

remains unchanged, such funding or approving agency may comply with Section 106 by agreeing in writing to the terms of this PA and notifying and consulting with SHPD and ACHP. Any necessary modifications will be considered in accordance with Stipulation XIII.F.

- F. Amendments—Any signatory to this PA may propose that this PA be amended, whereupon the signatories and consulting parties to the PA shall consult to consider such amendment. Any amendment must be agreed to in writing by all signatories. The amendment will be effective on the date a copy with all signatures is filed with the ACHP.
- G. Termination—If any signatory to this PA determines that its terms will not or cannot be carried out, that party shall immediately consult with the other parties to attempt to develop an amendment per Stipulation XIII.F. If within 30 days (or another time period agreed to by all signatories) an amendment cannot be reached, any signatory may terminate the PA upon written notification to the other signatories. Once the PA is terminated and prior to work continuing on the undertaking, FTA must either: (1) execute a new agreement pursuant to 36 CFR 800.6; or (2) request, take into account, and respond to comments of the ACHP under 36 CFR 800.7. FTA shall notify the signatories as to the course of action it will pursue. This PA may be terminated by the execution of a subsequent agreement that explicitly terminates this PA or supersedes its terms.
- H. Execution of this PA by FTA, SHPD, and the ACHP and implementation of its terms evidence that FTA has taken into account the effects of this undertaking on historic properties and afforded the ACHP an opportunity to comment.

SIGNATORY

**Approval and Signature Page for the
PROGRAMMATIC AGREEMENT**

among the

U.S. Department of Transportation Federal Transit Administration

the

Hawai'i State Historic Preservation Officer

and the

Advisory Council on Historic Preservation

regarding the

Honolulu High-Capacity Transit Corridor Project

in the

City and County of Honolulu, Hawai'i

**Federal Transit
Administration**

Leslie Rogers
Regional Administrator

Date

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**Hawai'i State Historic
Preservation Officer**

Laura Thielen
Chairperson of Land and Natural Resources

Date

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**Advisory Council on
Historic Preservation**

John M. Fowler
Executive Director

Date

10/19/09

INVITED SIGNATORY

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**City and County of
Honolulu**

Wayne Y. Yoshioka
Director, Department of Transportation Services

Date

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National Park Service

Regional Administrator

Date

CONCURRING PARTY

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**Historic Hawai'i
Foundation**

Date

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**National Trust for Historic
Preservation**

Date

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**University of Hawai'i
Historic Preservation
Certificate Program**

Date

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**American Institute of
Architects**

Date

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**Hawai'i Community
Development Authority**

Date

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Office of Hawaiian Affairs

Date

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**O'ahu Island Burial
Council**

Date

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**Hui Malama I Na Kupuna O
Hawai'i Nei**

Date

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**Royal Order of
Kamehameha**

Date

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The Ahahui Ka'ahumanu

Date

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**The Hale O Na Ali'i O
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**The Daughters and Sons
of the Hawaiian Warriors**

Date

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**Association of Hawaiian
Civic Clubs**

Date

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**Ali'i Pauahi Hawaiian Civic
Club**

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**Ka Lei Maile Ali'i Hawaiian
Civic Club**

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**King Kamehameha
Hawaiian Civic Club**

Date

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**Nanaikapono Hawaiian
Civic Club**

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**Hawaiian Civic Club of
Wahiawa**

Date

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**Ahahui Siwila Hawai'i O
Kapolei Hawaiian Civic
Club**

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**Waikiki Hawaiian Civic
Club**

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**Princess Ka'iulani
Hawaiian Civic Club**

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**Waianae Hawaiian Civic
Club**

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**Merchant Street Hawaiian
Civic Club**

_____ **Date**

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**Prince Kūhiō Hawaiian
Civic Club**

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in the
City and County of Honolulu, Hawai'i

**Pearl Harbor Hawaiian
Civic Club**

Date

CONCURRING PARTY

**Approval and Signature Page for the
PROGRAMMATIC AGREEMENT**

among the

U.S. Department of Transportation Federal Transit Administration

the

Hawai'i State Historic Preservation Officer

and the

Advisory Council on Historic Preservation

regarding the

Honolulu High-Capacity Transit Corridor Project

in the

City and County of Honolulu, Hawai'i

**Hawaiian Civic Club of
'Ewa-Pu'uloa**

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Attachments

Attachment 1: APE for Historic Resources; APE for Archaeological Resources
Attachment 2: Information on Resources with Adverse Effect Determinations

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