

**MEMORANDUM OF AGREEMENT  
AMONG  
THE FEDERAL HIGHWAY ADMINISTRATION,  
THE ILLINOIS STATE HISTORIC PRESERVATION OFFICER,  
THE MIAMI TRIBE OF OKLAHOMA,  
THE OSAGE NATION,  
THE PEORIA TRIBE OF INDIANS OF OKLAHOMA, AND  
THE ILLINOIS DEPARTMENT OF TRANSPORTATION  
REGARDING  
REPLACEMENT OF THE FLORENCE BRIDGE CARRYING ROUTE 100/106  
OVER THE ILLINOIS RIVER IN SCOTT AND PIKE COUNTIES, ILLINOIS**

**WHEREAS**, the Illinois Department of Transportation (IDOT) plans to construct a new bridge carrying Route 100/106 over the Illinois River near Florence, Illinois in Scott and Pike Counties, Illinois (Project), IDOT Sequence #20790B; and

**WHEREAS**, the Federal Highway Administration (FHWA) may fund the Project thereby making the Project an undertaking subject to review under Section 106 of the National Historic Preservation Act (NHPA), 16 U.S.C. Section 470f, and its implementing regulations, 36 CFR Part 800; and

**WHEREAS**, the FHWA has defined the undertaking's area of potential effects (APE) as the preferred alignment (shown in Exhibit A as "ESR Addendum B Limits"); and

**WHEREAS**, the FHWA in consultation with the State Historic Preservation Officer (SHPO) has determined that, except for the Florence Bridge (SN 068-0001), no architectural resources listed or eligible for listing on the National Register of Historic Places (NRHP) will be adversely affected by the Project (Exhibit B). The Florence Bridge was determined eligible for listing on the NRHP in 2012 under Criterion C because it is one of two remaining lift bridges over the Illinois River; and

**WHEREAS**, the FHWA and IDOT invited the following Tribes to enter consultation: Ho-Chunk Nation, Iowa Tribe of Kansas and Nebraska, Iowa Tribe of Oklahoma, Kaw Nation, Kickapoo Traditional Tribe of Texas, Kickapoo Traditional Tribe of Kansas, Kickapoo Traditional Tribe of Oklahoma, Miami Tribe of Oklahoma, Osage Nation, Peoria Tribe of Indians of Oklahoma, Citizen Potawatomi Nation, Forest County Potawatomi Community, Potawatomi Hannahville Indian Community, Pokagon Band of Potawatomi, Prairie Band of Potawatomi Nation, Sac and Fox Nation of Oklahoma, Sac and Fox Nation of Missouri, and Sac and Fox Tribe of Mississippi in Iowa. Three Tribes agreed to participate and are herein known as "Consulting Tribes": Miami Tribe of Oklahoma, Osage Nation, and the Peoria Tribe of Indians of Oklahoma; and

**WHEREAS**, the FHWA and IDOT, in consultation with the SHPO (Exhibit B), shall (1) avoid adverse impacts to and preserve in-place the North Florence Mound (11PK2014), (2) complete the identification and effects assessment of archaeological resources within the preferred alignment, once IDOT has secured access to the alignment, and (3) coordinate the identification and effects assessment of archaeological resources with Consulting Tribes; and

**WHEREAS**, in accordance with 36 CFR Part 800.4(b)(2), the FHWA and IDOT in coordination with the SHPO and Consulting Tribes shall implement a staged approach to the identification and effects assessment of archaeological resources, as IDOT secures access to parcels within the preferred alignment; and

**WHEREAS**, the FHWA and IDOT invited the following entities to participate in consultation: Historic Bridge Foundation, HistoricBridges.org, Landmarks Illinois, Scott County Historical Society, and Pike County Historical Society and Museum. The Historic Bridge Foundation has agreed; and

**WHEREAS**, the FHWA invited the Miami Tribe of Oklahoma, the Osage Nation, the Peoria Tribe of Indians of Oklahoma, and IDOT to participate in consultation and to become signatories to this MOA; and

**WHEREAS**, the FHWA invited The Historic Bridge Foundation to become a concurring party to this MOA; and

**WHEREAS**, the FHWA and IDOT notified the Advisory Council on Historic Preservation (ACHP) of the preparation of this Memorandum of Agreement (MOA) in an email dated February 27, 2020, and the ACHP declined to participate in a letter dated March 12, 2020; and

**WHEREAS**, execution and implementation of this MOA evidences the FHWA has satisfied its Section 106 responsibilities for the Project; and

**NOW, THEREFORE**, the FHWA, the Miami Tribe of Oklahoma, the Osage Nation, the Peoria Tribe of Indians of Oklahoma, IDOT, and SHPO agree the Project shall be implemented in accordance with the following stipulations to ensure potential effects on historic properties are taken into account.

## **STIPULATIONS**

The FHWA, IDOT, and SHPO agree the following steps will be undertaken for the Project:

### **I. ARCHAEOLOGICAL INVESTIGATIONS**

- A. Identification and Evaluation of Resources.** Additional archaeological surveys and test excavations will be conducted by IDOT in a staged fashion as access to parcels in the preferred alignment are secured. In coordination with the SHPO, FHWA, and Consulting Tribes IDOT will make a good-faith effort to identify archaeological resources and to evaluate their NRHP eligibility.
- B. Mitigation of Adverse Effects.** For those sites determined eligible for the NRHP, IDOT in coordination with the SHPO, FHWA, and Consulting Tribes will attempt to avoid and minimize potential impacts. When impacts

cannot be avoided, data-recovery excavations will be conducted by IDOT. These investigations will follow the data-recovery plans for prehistoric and historic era habitation sites listed in Exhibit C.

- C. Preservation of the North Florence Mound (11PK2014).** IDOT shall avoid adverse impacts to and preserve in-place in perpetuity the North Florence Mound. IDOT and FHWA will consult with the SHPO and Consulting Tribes to develop a Florence Bridge Construction Monitoring and Long-Term Preservation Plan for the North Florence Mound site. The plan will include the day-to-day monitoring by IDOT archaeologists of ground-disturbing activities during construction in the vicinity of the Mound. The plan will also include submittal of monitoring reports to the Illinois SHPO and Consulting Tribes.
- D. Human Remains.** If human remains are discovered during the investigations covered by this MOA, the provisions of the Illinois Human Skeletal Remains Protection Act (20 ILCS 3440, 17 IAC 4170) and its rules (the Act), will be followed. No excavation of human remains will be performed except under the direction of a Certified Skeletal Analyst (17 IAC 4170.300(f)). Disposition of the remains and associated artifacts will be accomplished as determined under the Act. If the remains are determined to be Native American, the provisions of the Memorandum of Understanding regarding Tribal Consultation Requirements for the Illinois Federal Transportation Program, effective September 19, 2011, will be followed, and Tribes with an interest in Scott and Pike Counties will be consulted.
- E. Tribal Monitoring.** IDOT and FHWA will work with all Tribes with an interest in Illinois lands to develop a statewide programmatic policy for reimbursing Tribes for construction monitoring. If the statewide programmatic policy is complete prior to the letting date of the Florence Bridge Project, then IDOT and FHWA will apply the policy to this Project.

## II. HISTORIC BRIDGE MITIGATION

- A. Historic Illinois Engineering Record (HIER) Level III Recordation.** Prior to beginning of construction activities, IDOT will complete HIER level III recordation of the existing Bridge. IDOT will submit the draft HIER (95%) to the SHPO, and IDOT must receive written concurrence from the SHPO that the draft HIER documentation is acceptable prior to the IDOT initiating demolition of the Bridge. IDOT will ensure the final HIER (100%) documentation is submitted to the SHPO for review and approval.
- B. Video Documentation and Dissemination.** IDOT in consultation with the SHPO shall develop a video summarizing the history of the lift bridges over

the Illinois River, and the video will be made available in a format easily accessible to the public and historic bridge enthusiasts.

### III. PROFESSIONAL STANDARDS

For the purpose of implementing this MOA, IDOT shall continue to employ departmental staff with qualifications that meet the requirements of 36 CFR Part 61, Appendix A. IDOT shall ensure that the professional staff responsible for the implementation of the mitigation measures meet the requirements of 36 CFR Part 61, Appendix A.

### IV. DURATION

This MOA will be null and void if its stipulations are not carried out within five (5) years from the date of its execution. In such an event, the FHWA shall so notify the parties to this MOA and, if it chooses to continue with the Project, then it shall reinitiate review of the Project in accordance with 36 CFR Part 800.

### V. POST REVIEW DISCOVERIES

**A. Procedures for an Unanticipated Discovery of Human Remains and Burials.** In the case of an unanticipated discovery of human remains or burials on Federal land, IDOT will follow the procedures outlined by the Native American Graves Protection and Repatriation Act, as amended (43 CFR 10, Subpart B), and pursuant to the Archaeological Resources Protection Act of 1979 (43 CFR 7). In the event of an unanticipated discovery of human remains or burials on non-Federal lands during IDOT construction activities, IDOT will comply with 20 Illinois Compiled Statutes 3440/0.01, et seq. (Human Skeletal Remains Protection Act) and follow these procedures:

(a) Upon encountering human remains or an unmarked human burial during ground disturbing construction activities, IDOT will ensure that the construction contractor immediately stops work within a one hundred fifty (150) foot radius from the point of discovery. IDOT will ensure that the construction contractor implements interim measures to protect the discovery from vandalism and looting but must not remove or otherwise disturb any human remains or other items in the immediate vicinity of the discovery. Only natural material, such as canvas, will be used to cover the human remains.

(b) IDOT will determine if the skeletal remains are human, the degree to which they were disturbed, and, if possible, assess their potential age and cultural affiliation without any further disturbance.

(c) IDOT will notify the county coroner, Illinois Human Skeletal Remains Protection Act coordinator, the SHPO, Tribes (by phone) with an interest

in Scott and Pike Counties, and other interested parties within forty-eight (48) hours of the discovery.

(d) Within seventy-two (72) hours after notification the county coroner will determine jurisdiction. If the remains are older than one hundred (100) years, the county coroner will notify the Human Skeletal Remains Protection Act coordinator and SHPO.

(e) The Human Skeletal Remains Protection Act coordinator is responsible for notifying the FHWA and IDOT within twenty-four (24) hours of its findings.

(f) If it is determined that intact or fragmented human remains are present IDOT will consult with the Human Skeletal Remains Protection Act coordinator, SHPO, FHWA, Consulting Tribes, and other interested parties regarding additional measures to avoid and protect or mitigate the adverse effect of the Project on the human remains and burial site. These measures may include:

- i. formal archaeological evaluation of the site;
- ii. if the remains are determined to be Native American, consultation with appropriate Tribes will be required;
- iii. visits to the site by the SHPO and other interested parties;
- iv. exploration of potential alternatives to avoid the human remains or burial;
- v. for Native American remains, implementation of a mitigation plan by IDOT in consultation with Consulting Tribes, including procedures for disinterment and re-interment;
- vi. implementation of the mitigation plan; and
- vii. the FHWA approval to resume construction following completion of the fieldwork component of the mitigation plan.

**B. Procedures for an Unanticipated Discovery of Historic Properties.** In the event of an unanticipated discovery of historic properties during IDOT construction activities, IDOT will follow these procedures:

(a) The construction contractor must immediately stop all construction activity within a one hundred fifty (150) foot radius of the discovery, notify IDOT of the discovery and implement interim measures to protect the discovery from looting and vandalism. Within forty-eight (48) hours of receipt of this notification of the discovery, IDOT shall:

- i. inspect the work site to determine the extent of the discovery and ensure that construction activities have halted;
- ii. clearly mark the area of the discovery;
- iii. implement additional measures, as appropriate, to protect the discovery from looting and vandalism; and
- iv. notify the FHWA, the SHPO, Consulting Tribes, and other interested parties of the discovery.

(b) IDOT/FHWA will have seven (7) business days following notification to determine the National Register eligibility of the discovery after considering the filed comments of the SHPO, Consulting Tribes, and other interested parties. IDOT/FHWA may assume the newly discovered property to be eligible for the National Register for the purposes of Section 106 pursuant to 36 CFR§ 800.13(c)

(c) If the find is determined to be potentially significant IDOT will consult with the SHPO, Consulting Tribes, and other interested parties regarding appropriate measures for site treatment. For properties determined eligible for the NRHP, IDOT/FHWA will notify the SHPO, Consulting Tribes and other interested parties, of those actions for which it proposes to resolve adverse effects. The SHPO, Consulting Tribes, and other interested parties will have seven (7) business days to provide their views on the proposed actions to resolve adverse effects. These measures may include:

- i. formal archaeological evaluation of the site;
- ii. visits to the site by the SHPO, Consulting Tribes, and other interested parties;
- iii. exploration of potential alternatives to avoid the site;
- iv. preparation of a mitigation plan by IDOT in consultation with Consulting Tribes and other interested parties for approval by the SHPO;
- v. implementation of a mitigation plan; and
- vi. The FHWA approval to resume construction following completion of the fieldwork component of the mitigation plan.

(d) If the find is determined to be either isolated or completely disturbed by construction activities, IDOT will consult with the SHPO, Consulting Tribes, and other interested parties prior to resuming construction.

(e) Dispute Resolution: The FHWA will seek and take into account the recommendations of the ACHP in resolving any disagreements that may arise regarding determination of effects.

## **VI. DISPUTE RESOLUTION**

Should any signatory to this MOA object at any time to any actions proposed or the manner in which the terms of this MOA are implemented, the FHWA shall consult with such party to resolve the objection. If the FHWA determines such objection cannot be resolved, the FHWA will:

- A. Forward all documentation relevant to the dispute, including the FHWA's proposed resolution, to the ACHP. The ACHP shall provide the FHWA with its advice on the resolution of the objections within thirty (30) days of receiving adequate documentation. Prior to reaching a final decision on the dispute, the FHWA shall prepare a written response that takes into account any timely advice or comments regarding the dispute from the ACHP and signatories and provide them with a copy of this written response. The FHWA will then proceed according to its final decision.
- B. If the ACHP does not provide its advice regarding the dispute within thirty (30) days, the FHWA may make a final decision on the dispute and proceed accordingly. Prior to reaching such a final decision, the FHWA shall prepare a written response that takes into account any timely comments regarding the dispute from the signatories to the MOA and provide them and the ACHP with a copy of such written response.
- C. The FHWA's responsibility to carry out all other actions subject to the terms of this MOA that are not the subject of the dispute remain unchanged.

## **VII. AMENDMENTS**

This MOA may be amended when such an amendment is agreed to in writing by all signatories. The amendment will be effective on the date a copy signed by all of the signatories is filed with the ACHP.

## **VIII. TERMINATION**

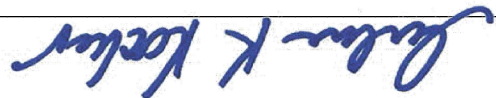
If any signatory to this MOA determines its terms will not or cannot be carried out, that party shall immediately consult with the other parties to attempt to develop an amendment. If within thirty (30) days an amendment cannot be reached, any signatory may terminate the MOA upon written notification to the other signatories. Once the MOA is terminated and prior to work continuing on the undertaking, the FHWA must request, take into account, and respond to the comments of the ACHP under 36 CFR § 800.7. The FHWA shall notify the signatories as to the course of action it will pursue.

Execution of this MOA by the FHWA, SHPO, and IDOT, and the implementation of its terms evidence the FHWA has taken into account the effects of this undertaking on historic properties and afforded the ACHP an opportunity to comment.

Title: Division Administrator, FHWA - Illinois Division

Print Name: Arlene K. Kocher

Date: September 20, 2021

By: 

FEDERAL HIGHWAY ADMINISTRATION

(Signatory)

MEMORANDUM OF AGREEMENT  
AMONG  
THE FEDERAL HIGHWAY ADMINISTRATION,  
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THE MIAMI TRIBE OF OKLAHOMA,  
THE OSAGE NATION,  
THE PEORIA TRIBE OF INDIANS OF OKLAHOMA, AND  
THE ILLINOIS DEPARTMENT OF TRANSPORTATION  
REGARDING  
REPLACEMENT OF THE FLORENCE BRIDGE CARRYING ROUTE 100/106  
OVER THE ILLINOIS RIVER IN SCOTT AND PIKE COUNTIES, ILLINOIS



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REGARDING  
REPLACEMENT OF THE FLORENCE BRIDGE CARRYING ROUTE 100/106  
OVER THE ILLINOIS RIVER IN SCOTT AND PIKE COUNTIES, ILLINOIS**

(Signatory)

ILLINOIS DEPUTY STATE HISTORIC PRESERVATION OFFICER

By: Carey L. Mayer Date: 9/13/2021

Print Name: Carey L. Mayer, AIA

Title: Illinois Deputy State Historic Preservation Officer  
Illinois Department of Natural Resources

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OVER THE ILLINOIS RIVER IN SCOTT AND PIKE COUNTIES, ILLINOIS**

(Invited Signatory)

MIAMI TRIBE OF OKLAHOMA

By: \_\_\_\_\_ Date: \_\_\_\_\_

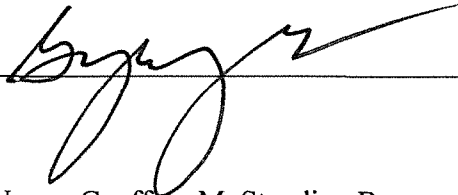
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Title: \_\_\_\_\_

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(Invited Signatory)

OSAGE NATION

By:  \_\_\_\_\_ Date: 9-15-2021

Print Name: Geoffrey M. Standing Bear

Title: Principal Chief  
Osage Nation

**MEMORANDUM OF AGREEMENT  
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REGARDING  
REPLACEMENT OF THE FLORENCE BRIDGE CARRYING ROUTE 100/106  
OVER THE ILLINOIS RIVER IN SCOTT AND PIKE COUNTIES, ILLINOIS**

(Invited Signatory)

PEORIA TRIBE OF INDIANS OF OKLAHOMA

By: \_\_\_\_\_ Date: \_\_\_\_\_

Print Name: \_\_\_\_\_

Title: \_\_\_\_\_

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(Invited Signatory)

ILLINOIS DEPARTMENT OF TRANSPORTATION

By:  Date: 09/21/2021

Print Name: Jeffrey P. Myers

Title: Region 4 Engineer

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THE ILLINOIS STATE HISTORIC PRESERVATION OFFICER,  
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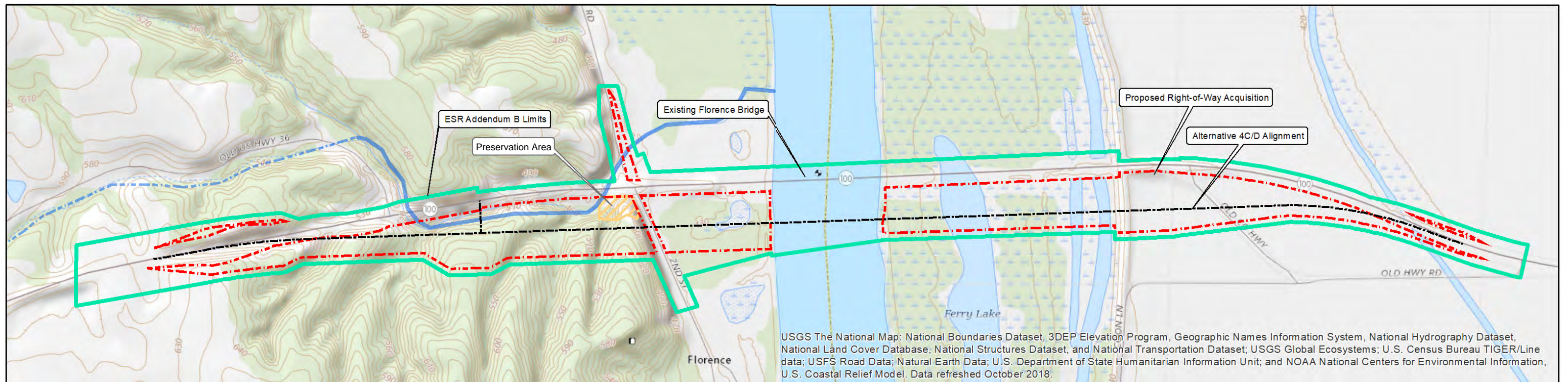
(Concurring Party)

HISTORIC BRIDGE FOUNDATION

By: \_\_\_\_\_ Date: \_\_\_\_\_

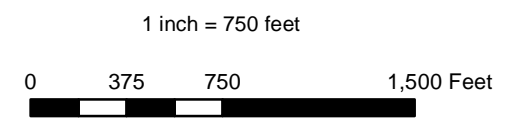
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Title: \_\_\_\_\_



**Legend**

ESR Addendum B Limits	Preservation Area
Alternative 4C/D Alignment	Intermittent Stream
Existing Right-of-Way	Permanent Stream
ESR Addendum B Proposed ROW	
County Parcel Boundary	



**IL 100/106 River Crossing Project  
Florence, Illinois  
Pike and Scott Counties**

**IDOT BDE Sequence #20790  
Environmental Resources Review  
Addendum B  
Alternative 4C/D**



# Illinois Department of Transportation

2300 South Dirksen Parkway / Springfield, Illinois / 62764

RECEIVED

JUL - 3 2019

PRESERVATION SERVICES

July 3, 2019

Scott & Pike Counties  
 Florence  
 FAP 757, IL 100/106  
 Florence Bridge over the Illinois River  
 Bridge Replacement  
 IDOT Sequence #20790A  
 ISAS Log #18007  
 SHPO Log #004073118



IHPA REVIEW  
 H/A \_\_\_\_\_  
 AC COMAR JOK 7/5/19  
 AR \_\_\_\_\_  
 File \_\_\_\_\_

FEDERAL – SECTION 106 PROJECT

*Conditional No Adverse Effect*

*Archaeological Resources – Alternative 4C/D*

Mr. Robert F. Appleman  
 Deputy State Historic Preservation Officer  
 Illinois Department of Natural Resources  
 Illinois State Historic Preservation Office  
 1 Natural Resources Way  
 Springfield, Illinois 62702

Dear Mr. Appleman:

In continuing coordination with your office and the Federal Highway Administration (FHWA), the Illinois Department of Transportation (IDOT) proposes to replace the bridge over the Illinois River and realign IL 100/106 through the bluff near the village of Florence, Pike County. Preliminary surveys have been completed by Illinois State Archaeological Survey (ISAS) personnel and are documented in the attached Archaeological Survey Short Report. Separate consultation with your office about potential impacts to architectural resources is ongoing.

The ISAS investigations identified a possible ancient blufftop burial mound: North Florence Mound (11PK2014). In consultation with your office and FHWA, IDOT has selected a proposed alignment for IL 100/106 through the bluff that will not directly impact the possible mound, see attached preliminary plan sheet and cross-section for the 4C/D Alternative. This Alternative will cut through the bluff with construction activities reaching within about 25 feet of the mound limits. It will, however, not directly impact the mound but will modify the adjoining bluff, separating the mound area from the bluff line as it runs to the south towards the village of Florence and its associated blufftop cemetery.

IDOT plans to preserve the mound area (about one acre) in perpetuity by developing and implementing a preservation covenant in coordination with your office. Moreover, intensive archaeological survey of Alternative 4C/D will be conducted by ISAS, once IDOT has secured access to the area. The results of this survey will be coordinated with your office.

Therefore, IDOT requests concurrence of the State Historic Preservation Office (SHPO) in our preliminary finding that the proposed undertaking, by following Alternative 4C/D, will



not adversely affect archaeological resources subject to protection under Section 106 of the National Historic Preservation Act, provided that (1) Alternative 4C/D is intensively examined for archaeological resources, (2) the North Florence Mound (11PK2014) is preserved, and (3) these activities are coordinated with your office.

If adverse impacts to archaeological properties cannot be avoided, then a Memorandum of Agreement will be developed stipulating agreed upon mitigation measures.

In accordance with 36 CFR Part 800.3(c)(4), FWHA will proceed to the next step in the Section 106 process if we do not receive a written response from your office within 30 days.

Sincerely,



Brad H. Koldehoff, RPA  
Cultural Resources Unit Chief  
Bureau of Design & Environment

**CONCUR**

By: Robert Appleman  
Deputy State Historic Preservation Officer

Date: 7-10-19



# Illinois Department of Transportation

2300 South Dirksen Parkway / Springfield, Illinois / 62764

RECEIVED  
JAN 10 2020

January 10, 2020

Preservation Services

Scott & Pike Counties  
Florence  
FAP 757, IL 100/106  
Florence Bridge over the Illinois River  
Bridge Replacement  
IDOT Sequence #20790A  
SHPO Log #004073118

IHPA REVIEW  
H/A \_\_\_\_\_  
AC \_\_\_\_\_  
AR \_\_\_\_\_  
File \_\_\_\_\_

concur  
RB 1/21/2020

## FEDERAL – SECTION 106 PROJECT

### *Historic Architectural Resources – Adverse Effect*

Ms. C. J. Wallace  
Cultural Resources Coordinator  
Illinois Department of Natural Resources  
Illinois State Historic Preservation Office  
1 Old State Capitol Plaza  
Springfield, Illinois 62701

Dear Ms. Wallace:

The Illinois Department of Transportation (IDOT) and the Federal Highway Administration (FHWA) propose to replace the bridge that carries IL Route 100/106 over the Illinois River at Florence. This undertaking is being processed under the National Environmental Policy Act as an Environment Assessment, with the preferred alignment (Alternate 4CD) selected. On August 31, 2018, your office concurred with the Area of Potential Effect (APE) for historic architectural resources. On October 19, 2018, your office provided recommendations on the IDOT identification of historic architectural resources, and IDOT agreed with the recommendations of National Register of Historic Places (NRHP) eligibility.

Consultation with your office regarding archaeological resources is being conducted separately. On July 10, 2019, your office concurred that the undertaking may have an adverse effect to archaeological resources. Further field investigations are required, and the results of these investigations will be coordinated with your office.

The effects of the undertaking to the architectural historic properties in the APE have been assessed by IDOT's Architectural Historian, Elizabeth L. Roman, as detailed in the enclosed Assessment of Effect (AOE) Memorandum, with attachments. Two architectural historic properties fall within the APE for the chosen alternative, the Abandoned Bridge over Little Blue Creek (SN 075-0160) and the Florence Lift Bridge (SN 086-0001).

Given the location of the Abandoned Bridge over Little Blue Creek just outside the project footprint, the undertaking will not directly impact or introduce new elements that adversely alter or diminish its setting. Thus, the undertaking will have no adverse effect to this historic property.

The undertaking will physically alter the Florence Lift Bridge through its complete removal and replacement, causing an adverse effect to this historic property. Multiple alternatives to replacement of this NRHP eligible structure were evaluated, including rehabilitation, as summarized in the enclosed memorandum, and removal and replacement was chosen as the best alternative.

In coordination with the FHWA, IDOT requests the concurrence of the State Historic Preservation Office in our determination that the Abandoned Bridge over Little Blue Creek (SN 075-0160) will not be adversely affected by the proposed undertaking and that the Florence Lift Bridge (SN 086-0001) will be adversely affected.

The Historic Bridge Foundation has stepped forward as a consulting party for this undertaking (See enclosed AOE Memorandum). Consultation on activities to mitigate the adverse effect to the Florence Lift Bridge (SN 086-0001) to be stipulated in a Memorandum of Agreement will be coordinated with your office and this organization during the next phase of this project. Given the large size of the bridge, an alternative to standard Historic Illinois Engineering Record (HIER) level III recordation is warranted.

In accordance with 36 CFR Part 800.3(c)(4), the FHWA will proceed to the next step in the Section 106 process if we do not receive a written response from your office within 30 days.

Sincerely,



Brad H. Koldehoff  
Cultural Resources Unit  
Bureau of Design & Environment

BK:br

**CONCUR**

By: Robert Appelman  
Deputy State Historic Preservation Officer

Date: 1/21/2020

## ***EXHIBIT C***

### **PART A: STANDARD DATA RECOVERY PLAN FOR PREHISTORIC SITES**

#### **Introduction**

The Illinois State Archaeological Survey (ISAS), a joint program of the University of Illinois at Urbana-Champaign (UIUC) and the Illinois Department of Transportation (IDOT), prepared this data recovery plan for the archaeological mitigation of prehistoric habitation sites. This plan was developed in accordance with the Secretary of the Interior's Standards and Guidelines for Archaeology and Historic Preservation (48 FR 44716), and "The Treatment of Archaeological Properties" published in 1980 by the Advisory Council on Historic Preservation. All procedures outlined in this plan are implemented using standard ISAS techniques, which are outlined in ISAS Field Manual 2005: Standard ISAS Field Procedures for Phase I, II and III Archaeological Investigations.

The IDOT and the Illinois State Historic Preservation Officer have jointly determined that the prehistoric sites to be investigated with this recovery plan are eligible for the National Register of Historic Places under Criterion D and that these sites may not be avoided by the proposed project.

#### **Natural Setting**

The natural setting for archaeological sites excavated under this data recovery plan will be examined (prior to conducting further excavation) in the appropriate existing documentation (such as the Geological Survey Soil Survey) and in the field. A verbal description of the natural setting will accompany maps and photographs in the final reporting of the site.

#### **Summary of Previous Investigations**

In general, sites to be investigated under this data recovery plan were recorded by ISAS personnel during the Phase I survey of the proposed project area. When necessary, existing archaeological and historical property lists will be consulted and oral histories conducted to fully develop a site's history and aid in locating possible features and an understanding of a site's stratigraphy and distribution across the landscape. Phase I testing at the site will have revealed the presence of intact cultural material and the site's potential to significantly contribute to our understanding of the prehistory of this area in order to warrant additional investigation.

#### **Research Design**

The data generated by excavations at the prehistoric site(s) will be used to examine at least three topics: (1) chronology; (2) technology; and (3) subsistence practices. Insights into changing patterns of community organization may also be granted, as may insights into changes in social organization. The data recovered will then be compared to data from other regional sites.

1. Chronology. It is expected that the recovered artifact assemblage at the prehistoric site(s) will suggest the presence of at least one cultural component (such as the Mississippian or Late Woodland). Insights into more precise time spans at both sites can be gained through analysis of point and ceramic styles, as well as the acquisition of charcoal samples for radiocarbon analysis.
2. Technology. The lithic artifacts recovered from the prehistoric site(s) are expected to reflect the inhabitant's use of this material for a variety of tasks involved in procuring and processing resources. Analysis of the lithic assemblage will identify raw materials, heating stage, overall stages of tool manufacture, and lithic reduction strategies. Analysis of the ceramics, if ceramics are recovered, may also aid in the identification of pottery manufacturing processes.
3. Subsistence. If plant and animal remains are recovered at the prehistoric site(s), standardized flotation samples will be collected and analyzed from excavated feature fills to identify patterns of plant and animal use by the site inhabitants. These data will be used in the interpretation of seasonality and site function.

### **Mitigation Plan**

Investigations will be conducted in compliance with the National Historic Preservation Act of 1966, as amended, and will be carried out by ISAS archaeologists who meet the Secretary of the Interior's professional qualification standards (48 FR 447838-9). In designing and carrying out the work, ISAS staff will also take into account the Advisory Council on Historic Preservation's publication on the "Treatment of Archaeological Properties."

Standard ISAS methods (as outlined in the ISAS Field Manual 2005) will be employed in all aspects of the data recovery. Portions of the plow zone at the site(s) will be removed; if warranted, a backhoe with a smooth-bladed bucket will likewise be utilized to carefully remove the plow zone at the site(s) in test trenches to recover artifacts, reveal features, and more fully investigate site stratigraphy.

If features are encountered, the archaeological studies will be conducted following the standard ISAS excavation techniques described in the ISAS Field Manual 2005. Any features encountered will be mapped by hand and tied into the site maps with an electronic transit. After plan mapping, features will be bisected along their long axis with hand tools (shovels and trowels). The subsequent profile will be mapped and photographed. Generally, the first half of each pit feature will be excavated as a single unit, with all artifacts bagged together; flotation samples generally will not be collected from the first halves of features. The second half of each pit will be excavated by fill zones identified in profile, with artifacts and flotation samples collected accordingly and screened with ¼-inch hardware cloth as appropriate. At least one 10-liter flotation sample will be collected from each zone. Charcoal-rich zones will be more intensively sampled.

Human remains are not expected to be found during the excavations; however, if encountered, the remains will be mapped and removed in accordance with all procedures and guidelines associated with the Illinois Human Skeletal Remains Protection Act (20 ILCS 3440, 17 IAC 4170). Disposition of the human remains and any burial artifacts will be accomplished under the provisions of the Act.

In the laboratory, all lithic artifacts will be washed, labeled and analyzed by ISAS personnel at the appropriate Survey Division office. Botanical, zoological and human remains

will be analyzed by specialists at ISAS's main office at the University of Illinois or by qualified consultants.

All archaeological reports resulting from the project will comply with contemporary standards, including the Secretary of the Interior's "Standards for Final Reports of Data Recovery Programs" (42 FR 5377-79). The ISAS will also insure that all final archaeological reports are presented in a format acceptable to the Illinois State historic Preservation Officer (SHPO) following Illinois SHPO guidelines on report preparation, and that all such reports are presented in a format acceptable to the National Park Service for possible peer review and submission to the National Technical Information Service (NTIS). This report will be submitted to the Illinois DOT and IHPA in a timely manner after the completion of all field and laboratory investigations.

### **Curation**

All artifactual materials, records, photographs and other data associated with this project will be curated at the University of Illinois at Urbana-Champaign and managed by ISAS in accordance with federal standards as outlined in 36 CFR Part 79

## **PART B: STANDARD DATA RECOVERY PLAN FOR HISTORIC SITES**

### **Introduction**

The Illinois State Archaeological Survey (ISAS), a joint program of the University of Illinois at Urbana-Champaign (UIUC) and the Illinois Department of Transportation (IDOT), prepared this data recovery plan for the archaeological mitigation of historic sites. This plan was developed in accordance with the Secretary of the Interior's *Standards and Guidelines for Archaeology and Historic Preservation* (48 FR 44716), and "The Treatment of Archaeological Properties" published in 1980 by the Advisory Council on Historic Preservation. All procedures outlined in this plan are implemented using standard ISAS techniques, which are outlined in *ISAS Field Manual 2005: Standard ISAS Field Procedures for Phase I, II, and III Archaeological Investigations*.

The IDOT and Illinois State Historic Preservation Officer have jointly determined that the historic sites to be investigated with this recovery plan are eligible for the National Register of Historic Places (NRHP) under Criterion D and that these sites may not be avoided by the proposed project.

### **Natural Setting**

The natural setting for archaeological sites excavated under this data recovery plan will be examined (prior to conducting further excavation) in the appropriate existing documentation and in the field. A verbal description of the natural setting will accompany maps and photographs in the final reporting of the site. Midwestern archaeological studies have noted a

preference among early Euro-American pioneers to build their first homes along timber-prairie borders. Environmental factors, such as protection from the elements and proximity to timber, water, and wild animal resources, and cultural factors, such as origin of the settler and proximity to roads, both affect the placement of early settlement homes and farms. General Land Office survey and plat maps, coupled with native vegetation information from county soil surveys, assist in the reconstruction of local environments during the early settlement era. In much of the State, survey maps were created prior to and immediately following the initial Euro-American settlement. Government land transfer and original land entries/patents provide information about locations of early settlements. Further information from county history books, census data, and assorted primary source documents such as letters and diaries can also assist in reconstruction of the environmental and cultural factors affecting individual and group settlement. Aerial photographs and modern maps (US Geological Survey, USDA soil survey, etc.) provide documentation of more recent environmental conditions.

### **Summary of Previous Investigations**

In general, sites to be investigated under this data recovery plan were recorded by ISAS personnel during the Phase I survey of the proposed project area. When necessary, existing archaeological and historical property lists will be consulted and oral histories conducted to fully develop a site's history and aid in locating possible features and an understanding of a site's stratigraphy and distribution across the landscape. Phase I testing at the site will have revealed the presence of intact cultural material and the site's potential to significantly contribute to the history of this area in order to warrant additional investigation.

### **Research Design**

The data generated by excavations at the historic site(s) will be used to examine at least three broad topics: (1) settlement patterns and land distribution; (2) architecture; and (3) subsistence practices. Insights into changing patterns of community organization may also be gained, as may insights into changes in social organization and subscription to mass-produced goods. The data recovered will then be compared with that from other regional sites.

- 1. Settlement Patterns and Land Distribution.** The mitigation of historic sites requires the study of patterns of settlement by the pioneers who came to Illinois. The types of sites, their location, number and distribution, all provide important information on early settlement patterns and how they influenced later land development and settlement. In order to understand these settlement patterns, detailed artifact and archival information is required to determine the age, type, and function of specific sites. In addition, data indicating when specific features originated and any transformations in function through time is also needed. Inter- and intra-spatial orientation of structures and features must also be studied.
- 2. Architecture.** Building techniques and architectural forms can reflect ethnic identity, stylistic concerns, economic status, and the relative availability of local and imported construction materials. Intact structures dating from the era of earliest Euro-American

settlement are comparatively scarce, as many buildings have been abandoned, dismantled, or otherwise destroyed and/or replaced by more recent construction. Early structures are generally poorly documented and specific details regarding their construction are not available. Intact subsurface remains provide information on dwelling size and shape and details of cellar and footing construction. The distribution of hardware, wood, glass, and other structural items within and around the foundation fill offers clues to the appearance of the superstructure. Exposure and detailed mapping of complete foundations is necessary to document the size, orientation, and shape of the dwelling. The construction materials employed need to be identified along with their likely places of origin. Measured plan views, profiles, and photographs of structural features will provide details on construction techniques. Horizontal and vertical provenience data on other structural remains will aid in the interpretation of aspects of the building superstructure.

- 3. Subsistence.** Subsistence in early Euro-American farmsteads was based largely on foods produced directly for household consumption. With limited transportation systems and access to processed flour, wheat was an important crop. Water-powered gristmills were among the earliest important industries. Hogs were important sources of meat, cattle provided milk and butter, and chickens were commonly kept for eggs. Fruit trees and vegetable gardens were also important sources of food on many nineteenth century farms. In addition to these homegrown foods, wild plants and animals supplemented the diet. Deer, various small game mammals, fish, waterfowl, and wild turkey were common, along with wild nuts and fruits, which were seasonally available. Flotation samples taken from feature contexts should provide abundant evidence of subsistence. Identification of carbonized and uncarbonized plant remains will document the range of wild, domestic, and exotic plant species present. Wild, domesticated, and imported animal resources will be identified through the analysis of faunal remains recovered from flotation samples, as well as larger specimens recovered through standard excavation procedures.

### **Mitigation Plan**

Investigations will be conducted in compliance with the National Historic Preservation Act of 1966, as amended, and will be carried out by ISAS archaeologists who meet the Secretary of the Interior's professional qualifications standards (48-FR-447838-9). In designing and carrying out the work, ISAS staff will also take into account the Advisory Council on Historic Preservation's publication on the "Treatment of Archeological Properties."

Standard ISAS methods (as outlined in the *ISAS Field Manual 2005*) will be employed in all aspects of the data recovery. A standard controlled surface collection grid (generally comprised of 10x10m collection units) will also be used, where possible, as the basis for a gridded metal detector survey to recover that class of artifacts. These individual grid cells will also form the parameters for subsequent machine-aided excavation units, which will be removed in an incremental fashion to increase the artifact sample from the site. Experience indicates that a significant percentage of the historic artifacts from a given site are located in the plow zone and this material, if collected systematically, can provide information about



the location of activity loci that are generally not represented by subsurface features (i.e. barnyard activities).

Given this type of systematic plow zone sampling approach, hand excavated units will be used more sparingly on 19<sup>th</sup> century historic period sites, because intact subsurface deposits are generally rare outside the limits of subterranean facilities. Thus, adequate artifact samples can typically be derived from surface collection, metal surveys, feature excavation, and systematically collected, standard sized machine excavation blocks. However, more rigorous plow zone and A-Horizon sampling, including dry or water screening and bulk flotation sample collection, will be undertaken on sites believed to be attributable to historic Indian, French, and very early British/American period components to amass adequate samples and recover micro-artifacts, such as glass beads.

Due to the large size of many historic cellars and the extremely deep nature of some water collection facilities, standard ISAS excavation protocols allow these features to be sampled as opposed to completely excavated. The cellars will be excavated in quarters (similar to prehistoric structures) so that both the long and short axis profiles can be mapped and documented. Deeper features, such as wells and cisterns, will typically only be sampled to a reasonable depth (ca. one to two meters) because their absolute limits often cannot be established through hand excavation given personal safety considerations. The overall depths of these features may be assessed through additional hand probing or machine trenching once the hand-excavated samples have been removed. Such sampling strategies, however, must obtain an adequate artifact assemblage and other forms of information to determine the feature's temporal placement and construction techniques. In addition, historic posts will be mapped in plan view, but only a subset may be formally excavated depending upon the number encountered and their relationship to other site features. Any posts that are not excavated will be hand-probed to assess their overall depth.

While not expected, should historic mortuary sites or features be encountered, the remains will be mapped and removed in accordance with all procedures and guidelines associated with the Illinois Human Skeletal Remains Protection Act (HSRPA, 20 ILCS 3440, 17 IAC 4170) and detailed in the ISAS excavation manual (ISAS 2005). Disposition of the human remains and any burial artifacts will be accomplished under the provisions of the Act.

In the laboratory, all artifacts will be washed, cleaned, labeled, and sorted by ISAS personnel at the appropriate Survey Division office, following standard ISAS procedures (ISAS 2005). Botanical, zoological, and historical materials will then be analyzed by ISAS specialists at the University of Illinois or by qualified consultants.

All archaeological reports resulting from the project will comply with contemporary standards, including the Secretary of the Interior's "Standards for Final Reports of Data Recovery Programs" (42-FR-5377-79). The ISAS will also insure that all final archeological reports are presented in a format acceptable to the Illinois State Historic Preservation Officer (SHPO), following Illinois SHPO guidelines on report preparation, and that all such reports are presented in a format acceptable to the National Park Service for possible peer review and submission to the National Technical Information Service (NTIS). These reports will be submitted to the Illinois DOT and the IHPA in a timely manner after the completion of all field and laboratory investigations.

**Curation**

All artifactual materials, records, photographs, and other data associated with this project will be curated at the University of Illinois at Urbana-Champaign and managed by the ISAS in accordance with federal standards as outlined in 36 CFR, Part 79.