



THE STATE
of **ALASKA**
GOVERNOR BILL WALKER

Department of Natural Resources

DIVISION OF PARKS & OUTDOOR RECREATION
Office of History & Archaeology

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September 20, 2018

File No.: 3130-1R NPS
2018-001095

Lisa Etherington
Acting Superintendent
Glacier Bay National Park and Preserve
PO Box 140
Gustavus, Alaska 99826-0140

Subject: Determination of Eligibility (DOE) for the National Register of Historic Places for the Administrative Road and Headquarters Parking Area of Glacier Bay National Park and Preserve

Finding of Effect for the installation of a riser and drain on Electrical Pull Box No. 13

Dear Ms. Etherington:

The Alaska State Historic Preservation Office (AK SHPO) received your letter (dated September 4, 2018) and attachments on September 5, 2018, regarding the DOE and the subject undertaking. Following our review of the information presented, AK SHPO *concurs with the National Park Service determination that the Administrative Road and Headquarters Parking Area of Glacier Bay Park & Preserve is **not eligible** for the National Register of Historic Places.*

We reviewed the proposed riser and drain installation on Electrical Pull Box No. 13 for potential impacts to historic properties, in compliance with the National Historic Preservation Act, as set forth in its implementing regulations, 36 CFR Part 800, the Section 106 Process.

Based on your description, it is our understanding that the area of potential effects for the project is a 1-to 3-foot-wide trench, 3 feet deep and 30 feet long across the Bartlett Cove Cultural Landscape/Traditional Cultural Property and the Glacier Bay National Park & Preserve Road and Headquarters Parking Area. You stated that "the project area has been extensively surveyed, and no archeological sites have been discovered."

Following our review of the documentation provided, *we **concur with your finding of no historic properties affected** by the riser and drain installation on Electrical Pull Box 13.* Since you have indicated that an archeological monitor will be present during backhoe operation, we would appreciate an archaeological monitoring report within six months of project completion.

We appreciate the opportunity to comment on this project. Please contact Sylvia Elliott at 269-8724 or sylvia.elliott2@alaska.gov if you have any questions or if we can be of further assistance.

Sincerely,

A handwritten signature in blue ink that reads "Judith E. Bittner". The signature is written in a cursive style with a large initial "J".

Judith E. Bittner
State Historic Preservation Officer
JEB: she

cc: Janet Clemens (janet_clemens@nps.gov)



Eligible _____ Not Eligible X

1. Name of Property

Historic name: Glacier Bay National Park and Preserve Administrative Road and Headquarters Parking Area

Other name: Glacier Bay National Park and Preserve Headquarters Compound

AHRS number: unassigned, Associated with JUN-00997

FMSS Location: Administrative Road 101380; Parking Area 74127

2. Location

Map sheet: USGS Juneau (B-6), Alaska

Aliquot: N ½, Section 32, Township 39S, Range 58E, Copper River Meridian

Latitude: 58°27'19.93"N **Longitude:** 135°52'17.20"W

City or town: Gustavus, AK

Land Status: Federal

Verbal Boundary Description: The Glacier Bay National Park and Preserve Headquarters Compound District is inclusive of eleven core buildings and structures, as seen on the 2006 site map. The Park Area is shown in the 2006 site map, however the Administrative Road is not fully shown.

Boundary Justification: The boundaries of the district were chosen because they completely encompass the entire Headquarters area of the Glacier Bay National Park and Preserve, which was originally developed during Mission 66 era as part of the initial development of infrastructure within Glacier Bay. The 2006 district should be updated to encompass the entire Administrative Road.

3. Description

Ownership of property: National Park Service

Category of property: District

Property's function:

Historic: TRANSPORTATION/Road Related (vehicular)

Current: TRANSPORTATION/Road Related (vehicular)

Materials:

Other: Pavements and Curbs: Packed Earth, Gravel

Integrity:

In 2006, the Glacier Bay National Park and Preserve Headquarters Compound (AHRS JUN-00997), was determined ineligible for the National Register of Historic Places due to the of lack of integrity of the remaining Mission 66 era resources.¹ Eleven buildings (Park Headquarters Building, Maintenance Building, Ranger Building, Angle Iron Storage Shed, Mail Trailer, Fairbanks Trailer, A-Frame Cabin, ATCO Trailer, Recycle

¹ U.S. Department of the Interior, National Park Service. Determination of Eligibility, Glacier Bay National Park and Preserve, Headquarters Compound. July 25, 2006, p.7.

Shed, Exercise Room, Mail Shed) and two structures (Inner Lagoon Dock, Inner Lagoon Pier) were included in that documentation. However both the Glacier Bay National Park Administrative Road and the Glacier Bay National Park Headquarters Parking Area were not called out as distinct resources in this DOE. Further alterations to the compound since the Determination of Eligibility continue to diminish the evidence of Mission 66 development in this location in the park and now has even less integrity. The road and parking area would not be eligible for the National Register on their own and should have been included in the Compound District in 2006.

Narrative Description:

Administrative Road is a minimally two lane, 0.17 mile long gravel road which connects the Gustavus-Bartlett Cove Road, at an angled T intersection, with the Glacier Bay National Park and Preserve Headquarters Compound and **Parking Area** within Bartlett Cove. The area was originally developed as part of the Mission 66 program in the late 1950s as the headquarters compound for National Park Service. The Administrative Road runs northeast along the south shore of Bartlett Cove and opens up into an oblong gravel and packed earth parking area which is approximately 24,000 square feet and provides parking for park and park employee vehicles at the core of the headquarters area.

Setting

Set within the Bartlett Cove developed area of Glacier Bay National Park and Preserve, near Gustavus in southeast Alaska. The area is subjected to glacial isostatic rebound and covered with Western Hemlock, Sitka Spruce trees, and thick shrubs.

4. Statement of Significance

Applicable National Register Criteria

Criterion A: Yes

Criterion B: No

Criterion C: No

Criterion D: No

Areas of significance: Architecture, Community Planning and Development

Significant date(s): 1963-64, when Headquarters and Maintenance Buildings were constructed as part of the Mission 66 Program.

Period of significance: District AHRS card currently lists 1956-1966 (Mission 66), should be expanded to 1945-1972

Level of significance: State

Significant person(s): N/A

Cultural affiliation: N/A

Architect/Engineer: National Park Service (NPS), Western Office of Design and Construction (WODC)

Historical information:

Mission 66 for the National Parks

The years leading up to Mission 66 were lean ones for the National Park Service (NPS). During World War II federal funding for many agencies had been cut in order to channel more dollars to the war effort, and the National Park Service was no exception. The war brought the end of the CCC and other New Deal programs that had benefited the parks as legislators in Washington, D.C. streamlined the budget by paring down or completely cutting off major public works programs. When the war ended in 1945, the annual NPS budget was only \$4,740,000, down over 70% from the annual budget of \$21,098,000 in 1940.² As a result of this protracted period of underfunding many park units could barely keep up with maintenance as old facilities aged, and staff was stretched so thin that many parks were without adequate protection. Problems were further compounded by exponentially increasing visitor numbers; the American public, flourishing in the post-War economy, had begun to vacation again. The national parks quickly became a popular travel destination as many of them were accessible by car, offering escape from the cities and suburbs across the country. However, the parks were ill-equipped to deal with record visitation, and soon the National Park Service was drawing criticism from the public because of overcrowded campgrounds, deteriorating trails and trampled vistas.³

When Conrad Wirth, formerly a National Park Service recreational planner, first gained the directorship in 1951, the parks were still attempting to deal with repairs on a park by park basis, making individual requests for funds as had been done in the past. The subsequent failure of that system to keep up with demands led to a new style of administrative planning which involved seeking funding on a larger scale. To that end, the NPS was able to secure federal aid highway money specifically for park roads as part of the Federal Highway Act (FHA) of 1954.⁴ Inspired by the success of such multi-year funding proposals in Congress, the very next year Wirth convened a committee of architects, historians, foresters, naturalists, and economists to put together a 10-year funding plan to revive the national parks. Named “MISSION 66” by Wirth, the goal of the program would be “To Provide Adequate Protection and Development of the National Park System for Human Use.”⁵ Wirth presented the Mission 66 proposal during President Eisenhower’s cabinet meeting in January 1956, with the president’s personal endorsement.⁶ That same spring Congress approved the proposal with its initial expected budget of over \$700 million. In order to be considered for part of the Mission 66 funding, each park unit was required to submit a prospectus, outlining a basic idea of what facilities they would need to construct over the next ten years and estimates for expenses.

Beyond the task of restoring the National Park System, Mission 66 was a development program. It was not enough to repair extant buildings (most built during the CCC era of

² Conrad Wirth. *Parks, Politics, and the People*. Norman: University of Oklahoma Press, 1980, p. 261. Figures in period dollar amounts, not adjusted for inflation.

³ Ethan Carr. *Mission 66: Modernism and the National Park Dilemma*, p. 55.

⁴ Carr, *Mission 66: Modernism and the National Park Dilemma*, p. 88.

⁵ United States Department of the Interior, National Park Service. *Mission 66 for the National Park System*. Washington, D.C.: Government Printing Office, 1956. Title page.

⁶ Ethan Carr, Elaine Jackson-Retondo, and Len Warner. National Register of Historic Places Multiple Property Documentation Form, “The Mission 66 Era of National Park Development, 1945-1972”. Draft, January 2006. Section E, Page 4.

park construction.) New visitor and administration facilities were also required to accommodate future growth, especially in the newer and more remote park units that had never experienced extensive use before, or had no infrastructure to speak of at all. According to Ethan Carr, by 1966 the National Park Service would spend over \$1 billion on land acquisition, new staff and training, general operations, and all types of construction activity.⁷ However, the philosophy of NPS planners was to keep the impact of new development as minimal as possible, either by building in already developed areas or by keeping new construction to the periphery of the park away from sensitive natural and cultural resources. Visitor centers were also developed to more efficiently provide the public with information, and sidewalks, trails and viewpoints were built to more effectively control visitor impact on the landscape.⁸ Separate park headquarters compounds were built elsewhere, separating administrative and visitor functions so as to facilitate smooth operations within the parks. Not only were the planning principles modern, but so was the style of the buildings, which had strong modernist lines. Some of the more important building complexes were even designed by top flight contemporary architects such as Richard Neutra and Eero Saarinen. All of this was done not only to create a mental break with past Rustic style architecture and planning, but so that NPS could take advantage of the latest labor-saving technologies and materials to keep costs down.

While Mission 66 began with enthusiastic public support, by the 1960s growing concern over environmental issues began to make people question whether the program was not overdeveloping the parks. Controversies over such projects as the reconstruction of the Tioga Road in Yosemite stirred debate over whether portions of the national parklands should be set aside as wilderness and the definition of wilderness.⁹ Tensions within the Department of the Interior also put pressure on the program, as the new Secretary of the Interior Stewart L. Udall was appointed in 1961. Udall was himself sympathetic to the environmental cause, and had conflicting ideas with Wirth as to how the national parks fit into the new wilderness legislation passing through Congress.¹⁰ Wirth ended up stepping down as director of the National Park Service at the end of 1963, to be replaced by George B. Hartzog, Jr.¹¹ Hartzog saw the Mission 66 program through to the grand completion celebrations in 1966, and tried to use the funding momentum created by Mission 66 to launch his own initiative entitled “PARKSCAPE, U.S.A.” to be completed by the Yellowstone Centennial in 1972.¹² The Parkscape program continued many aspects of the Mission 66 program that came before, but did not represent the same scale or level of the original planning for Mission 66.¹³

⁷ Carr et al., Section E, Page 4

⁸ Sarah Allaback. *Mission 66 Visitor Centers: The History of a Building Type*. Washington, D.C.: National Park Service, 2000, p. 17

⁹ Carr et al., Section E, Page 69.

¹⁰ The Wilderness Act became law in 1964.

¹¹ Carr et al., Section E, Page 99

¹² Carr et al., Section E, page 106

¹³ Carr et al., Section E, page 107

The legacy of Mission 66 is one of long term planning and development that not only shaped the way the parks look today, but how the National Park Service manages them and how the public interacts with them.

Glacier Bay National Monument

Glacier Bay National Monument was created by executive order in 1925, under the authority of the Antiquities Act of 1906. The establishment of the monument was the dream of Dr. William S. Cooper, assistant professor of botany at the University of Minnesota.¹⁴ Cooper wanted Glacier Bay preserved because it is a superlative example of the processes of glaciation and reforestation in the aftermath of glacial retreat. At the time the monument was declared, the area received very few visitors, a mix between miners, homesteaders, and tourists coming to see the epic landscape that John Muir has described decades earlier. For the first twelve years Glacier Bay had no local administration, but was managed from afar by the NPS director and visited occasionally by Mount McKinley's superintendents.¹⁵ Between 1937 and 1953 management of the monument was transferred to the regional office in San Francisco. The first permanent position, chief ranger, was not created for the monument until 1951. At that time Glacier Bay and Sitka National Monuments were being co-managed by a single superintendent, Benjamin Miller, based out of Sitka. At the time, the only permanent NPS structure within the monument was in Bartlett Cove; a small cabin that had been dragged to Lagoon island by a seasonal ranger the same year.¹⁶ In addition to no administrative facilities, there were no visitor facilities, either, making visitation to Glacier Bay difficult and hard to manage.

Glacier Bay National Monument¹⁷, as well as Sitka National Monument, Mount McKinley National Park (now Denali National Park and Preserve), and Katmai National Park and Preserve received a substantial amount of Mission 66 funding.¹⁸ The Master Plan developed by Superintendent Miller in 1952 became the basis for the Mission 66 prospectus for Sitka and Glacier Bay National Monuments.¹⁹ The prospectus requested \$1,823,000 for development of administrative and visitor facilities in Bartlett Cove, South Sandy Cove, and other outlying areas within Glacier Bay.²⁰ As the area would essentially be built from scratch, a power plant, administration building, residences, lodge, pier and boat dock were proposed, among other items. However, it should be noted that limiting the impact of the development on the monument was an important consideration, especially since the monument was created specifically to preserve its natural, scenic, and scientific wonders. While a substantial amount of infrastructure was going to be required to prepare the monument for increased visitation²¹, it was planned to

¹⁴ Catton, Theodore. *Land Reborn: A History of Administration and Visitor Use in Glacier Bay National Park and Preserve*. Seattle: Government Printing Office, 1995, p.49

¹⁵ Catton, p. 134.

¹⁶ Cotton, p. 136.

¹⁷ It would not become a National Park and Preserve until 1980 with the passing of ANILCA.

¹⁸ G. Frank Williss, "A New Beginning: The NPS in Alaska, 1950-1960" in *Do Things Right the First Time: Administrative History: The National Park Service and the Alaska National Interest Lands Conservation Act of 1980*, 1985.

¹⁹ Catton, p. 138

²⁰ United States Department of the Interior, National Park Service. "Mission 66 for Sitka and Glacier Bay National Monuments." 1957, revised 1960 and 1964, p. 9

²¹ Estimated to jump from 3,000 a year in 1956 to upwards of 15,000 in 1966. *Prospectus*, p.7.

be only a few acres in size, leaving the remaining millions of acres of the monument untouched.²²

Mission 66 Glacier Bay Headquarters Area

An important aspect of the Mission 66 plan for Glacier Bay was developing a permanent headquarters and housing area for park employees to operate within the national monument. As early as the 1940s Bartlett Cove had been chosen as the likely location for facilities development within the park, not only for its access to the waters of the bay, but because of its close proximity to the Gustavus Airport and the military development happening within the monument during World War II.²³

The 1952 Master Plan (the basis for the monument's Mission 66 Prospectus) outlined development along the south shore of Bartlett Cove. Survey of the designated sites in Bartlett Cove began as early as September 1955, when a team from the Western Office of Design and Construction (WODC) arrived to complete topographic mapping of the area.²⁴ Construction began soon after.

Later Development

The Ranger Building, Angle Iron Storage Shed, Mail Trailer, Fairbanks Trailer, A-Frame Cabin, ATCO Trailer, Recycle Shed, Exercise Room, Mail Shed, called out in the 2006 DOE as non-contributing, were all developed between the 1970s and 1990s in the Headquarters area. Of these resources, only the Exercise Room (now called the Headquarters Emergency Cache Building), and the Mail Shed are still extant. The trailers and other "temporary" structures have been replaced with a series of permanent buildings.

The two main Headquarters area Mission 66 resources – The Park Headquarters Building and Maintenance Building had gone through many alterations prior to the 2006 DOE resulting in being determined ineligible for inclusion in the National Register. These two Mission 66 era resources have since gone through further significant alterations, even converting the Maintenance Building into the Resources Building which is full of offices, meeting space, curatorial storage and the library.

Statement of significance:

It would be recommended that the period of significance for the district be expanded from the current is "1956-1966 (Mission 66)" but should be expanded to 1945-1972, encompassing the pre-planning, execution, and successive results of Mission 66 at Glacier Bay National Monument (now Glacier Bay National Park and Preserve.) The district was considered for nomination under Criterion A, as an example of headquarters and infrastructural development in the national parks under the Mission 66 Program.

²² *Prospectus*, p. 8.

²³ Catton, p. 91-92

²⁴ Superintendent's Monthly Report, October 1955.

However, the Mission 66 Development within the Headquarters Area of Glacier Bay, located on the south shore of Bartlett Cove, has poor historical integrity as a district due to significant alterations in form and function. The entire compound has undergone significant alterations over time. The compound has lost integrity of design, materials, workmanship, setting, feeling and association, primarily due to alterations to the Mission 66 plan caused by subsequent park development. Alone without their historic context, these buildings no longer convey the story of Mission 66 at Glacier Bay, and with significant building alterations they no longer possess enough overall integrity to be eligible for the National Register. The road and parking area would not be eligible for the National Register on their own and should have been included in the Compound District in 2006.

5. Major Bibliographic References

Allabeck, Sarah. *Mission 66 Visitor Centers: The History of a Building Type*. Washington, D.C.: National Park Service, 2000.

Carr, Ethan. *Mission 66: Modernism and the National Park Dilemma*. Amherst: University of Massachusetts Press, 2007.

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Williss, G. Frank, "A New Beginning: The NPS in Alaska, 1950-1960" in *Do Things Right the First Time: Administrative History: The National Park Service and the Alaska National Interest Lands Conservation Act of 1980*, 1985,
http://www.nps.gov/history/history/online_books/williss/adhild.htm

- 6. Form Prepared By:** Heather Feil, Architectural Historian, National Park Service Alaska Regional Office

7. Additional Material

Maps:

Map 1. Topographic Map, Juneau B-6; N ½, Section 32, Township 39S, Range 58E, Copper River Meridian (included in the 2006 DOE)

Map 2. Glacier Bay National Park and Preserve Headquarters Compound Site Map dated 2003, Submitted with the 2006 DOE.

Map 3. Overview map with Historic District Boundaries along the Bartlett Cove south shore.

Map 4. Map of Glacier Bay National Park and Preserve Headquarters Compound, with Road and Parking Area called out.

Photographs:

Photo 1: Administrative Road, Toward Southwest, NPS CLI Program, 2017

Photo 2: Administrative Road, Toward Northwest, with Headquarters Compound and Parking Area, NPS CLI Program, 2017

Photo 3: Administrative Road, Toward Southwest, Cones denotes Electrical Pull Box 13 location, NPS CLI program, 2017

Photo 4: Headquarters Parking Area, with Administrative Road in far distance, Toward Southwest, NPS CLI program, 2017

Photo 5: Headquarters Parking Area, Former Maintenance Building (now Resource Management Office) in background, Toward North, NPS CLI program, 2017

Photo 6: Headquarters Parking area, Toward South NPS CLI program, 2017

Photo 7: Headquarters Parking Area, with Headquarters Building in background, Toward Southeast, NPS CLI Program, 2017



Photo 1: Administrative Road, Toward Southwest, NPS CLI Program, 2017



Photo 2: Administrative Road, Toward Northwest, with Headquarters Compound and Parking Area, NPS CLI Program, 2017



Photo 3: Administrative Road, Toward Southwest, Cones denotes Electrical Pull Box 13 location, NPS CLI program, 2017



Photo 4: Headquarters Parking Area, with Administrative Road in far distance, Toward Southwest, NPS CLI program, 2017



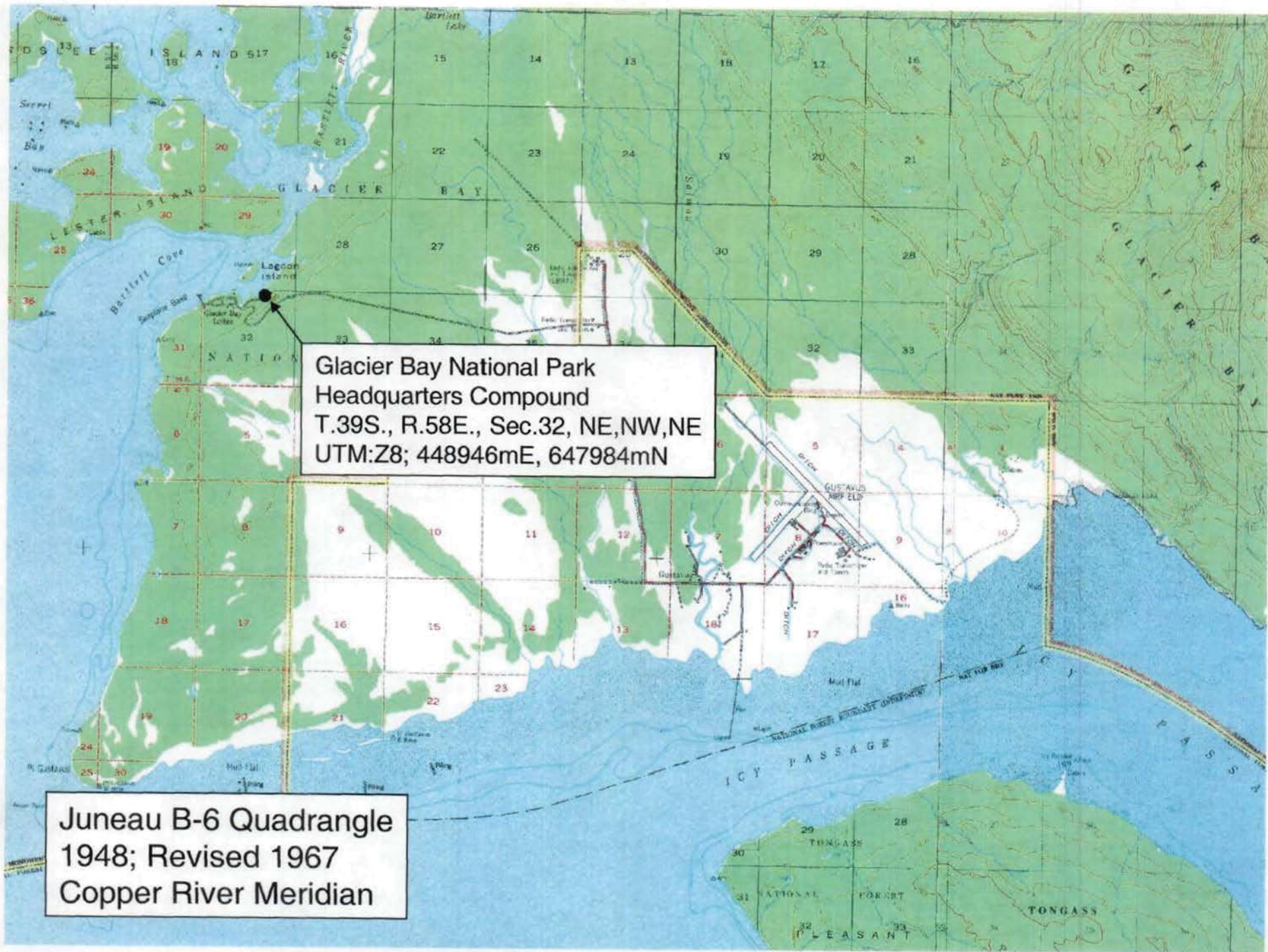
Photo 5: Headquarters Parking Area, Former Maintenance Building (now Resource Management Office) in background, Toward North, NPS CLI program, 2017



Photo 6: Headquarters Parking area, Toward South NPS CLI program, 2017



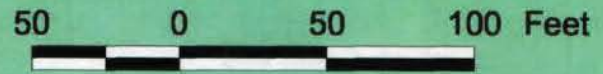
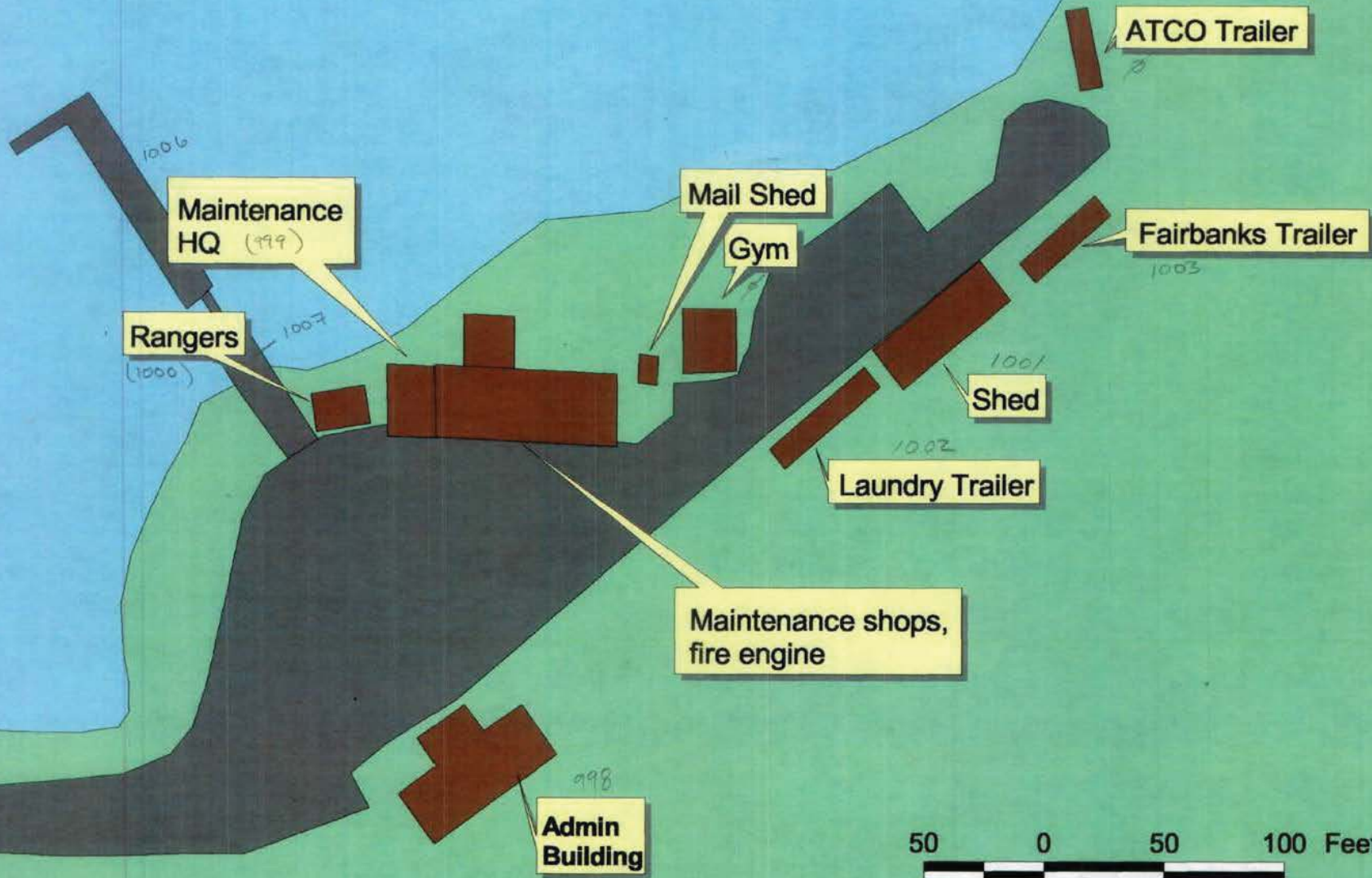
Photo 7: Headquarters Parking Area, with Headquarters Building in background, Toward Southeast, NPS CLI Program, 2017



Glacier Bay National Park
Headquarters Compound
T.39S., R.58E., Sec.32, NE,NW,NE
UTM:Z8; 448946mE, 647984mN

Juneau B-6 Quadrangle
1948; Revised 1967
Copper River Meridian

**Glacier Bay National Park and Preserve
Bartlett Cove Headquarters Area
April, 2003**



Bartlett Cove

Lagoon Island

Map 3 Overview of Districts in Bartlett Cove

Glacier Bay National Park and Preserve

NOTE: All areas shown in this map are included within the Bartlett Cove Cultural Landscape and Traditional Cultural Property (Eligible for NRHP).

Legend

- Buildings
- Trail
- Park Road
- Park Access Only Road
- GLBA Marine Docks
- Bartlett Cove Residential District Boundary
(Not Eligible for the National Register)
- Headquarters Compound Boundary
(Not Eligible for the National Register)
- Headquarters Administrative Road
- GLBA Lodge Historic District Boundary
- Land
- Tidelands
- Water

Residential District

Glacier Bay Lodge
Historic District











Headquarters



**Map 4
Headquarters
Compound including
Administrative Road**

**Glacier Bay National
Park and Preserve**

NOTE: All areas shown in this map are included within the Bartlett Cove Cultural Landscape and Traditional Cultural Property (Eligible for NRHP).

- Legend**
-  Buildings
 -  Trail
 -  Park Road
 -  Park Access Only Road
 -  GLBA Marine Docks
 -  Headquarters Compound Boundary
(Not Eligible for the National Register)
 -  Headquarters Administrative Road
 -  Land
 -  Tidelands
 -  Water

