Revised Environmental Assessment
Woodburn Interchange and Transit Facility
Woodburn, Oregon

Archaeological Resources Technical Report

Prepared for:
Federal Highway Administration
and
Oregon Department of Transportation

Prepared by:
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January 2012
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ARCHAEOLOGICAL RESOURCES TECHNICAL REPORT

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Introduction

The purpose of this archaeological resources technical memorandum is to discuss and disclose any potential environmental effects that may result from the proposed improvements to the Woodburn Interchange and Transit Facility. The project has been previously evaluated under the National Environmental Policy Act (NEPA) and documented in a 2005 Environmental Assessment (EA) and again in 2006 in a Revised Environmental Assessment (REA). Additionally, changes have occurred in the affected environment and to regulations and policies relevant to the proposed project. This evaluation documents changes to the project design, affected environment, and relevant regulations and policies related to archaeological resources and any potential effects on archaeological resources as a result of those changes.

Project Background

The Woodburn Interchange is located on Interstate 5 (I-5) at milepost (MP) 271.85 in Marion County, Oregon, see Figure 1. The overcrossing roadway is Oregon Highway 214 (OR 214) east of the interchange and Oregon Highway 219 (OR 219) west of the interchange. The proposed project consists of reconstruction of the northbound and southbound highway ramps and widening of the overcrossing, as well as related improvements along the OR 214 and OR 219 approaches to accommodate the reconfigured interchange. The project also includes construction of a public transit center at the northwest corner of OR 214 and Evergreen Road.

The 2006 REA analysis of the Recommended Interchange Alternative did not comprehensively address the development of the public transit facility, which is identified in the Woodburn Interchange Area Management Plan (IAMP) as a component of the improvements supporting the function of the reconstructed interchange. Due to this omission, it is necessary to incorporate the potential effects of the transit facility into a Re-evaluation of the 2005 EA and 2006 REA. The Re-evaluation will update technical studies and findings, as needed, to address the transit facility and analyze the completeness of the preceding environmental reports in terms of the latest available information on the interchange design and refinements, changes in the affected environment, regulatory changes, and NEPA compliance. The Re-evaluation and supporting technical reports will not be stand-alone documents, but rather supplement the previous environmental documentation.

The interchange is the only I-5 connection (Exit 271) within the City of Woodburn and also provides access to northern Marion County. Woodburn has grown to a population of 24,080 in 2010, a 20% increase from its 2000 population. In the same time period, Marion County’s population increased by 10.7% to 315,335 people. Average Annual Daily Traffic on I-5, taken from an ODOT traffic counter 0.3 miles south of the Woodburn Interchange, was 81,900 vehicles in 2009 (41,190 vehicles southbound and 40,710 vehicles northbound). At the interchange, average daily traffic (ADT) volumes on the ramps ranged from 6,620 ADT (northbound off-ramp) to 7,810...
ADT (northbound on-ramp) in 2009. Total volume of all four ramps was 28,830 vehicles. The ramp volumes show a substantial increase (89.2%) in traffic over previous years—in comparison, total ramp traffic volume in 2001 was 15,240 vehicles.

The Woodburn Interchange Project ((Key No. 15739 (OR 214 @ Evergreen Rd. Transit Facility); Key No. 12518 (I-5 @ OR 219/214)) is intended to address existing operational and safety deficiencies that are anticipated to worsen with continued growth in Woodburn and the Willamette Valley as a whole. Safety deficiencies are characterized by high crash rates at six intersections and inadequate queuing storage at the southbound off-ramp, leading to traffic queues that occasionally back on to the shoulder of southbound I-5. Road grades that exceed acceptable standards are present on the eastbound and westbound approaches to the overcrossing bridge, resulting in poor sight-distance for drivers and creating delay. To help alleviate these issues and enhance overall function of the interchange area, geometric and capacity improvements to the road network are proposed as well as enhancements to pedestrian/bicycling facilities and multi-modal connectivity.

Figure 1. Project Vicinity Map
As noted earlier in this report, considerable time has been spent studying potential effects of the proposed interchange improvements on transportation conditions and the surrounding environment. An Environmental Assessment was completed in 2005. In 2006, the Recommended Interchange Alternative was evaluated in a Revised Environmental Assessment, which updated the 2005 EA, as needed, based on acceptance of the preferred alignment alternative. Following review of these environmental documents, a Finding of No Significant Impact (FONSI) was signed by the Federal Highway Administration in December 2006.

The Final Interchange Area Management Plan (IAMP) for the Woodburn Interchange, published June 2006 and adopted by the Oregon Transportation Commission (OTC), documents interchange management measures agreed to by the City and ODOT. It summarizes information on the Woodburn Interchange Project's background, purpose and need, relevant plans and policies, land use and environmental issues, transportation conditions and deficiencies, alternatives development and analysis, plan recommendations, public involvement, and implementation strategies.

Project Description

The Recommended Interchange Alternative is a hybrid of the “widen north” and “widen equal” alternatives (developed and evaluated in the 2005 EA) that would reconstruct the interchange at the junction of I-5 and OR 214 and OR 219 to a partial cloverleaf-A (loop ramps in advance of the overcrossing structure of I-5) and widen OR 214 and OR 219 equally or northerly of the existing centerline, depending on the segment. The Recommended Interchange Alternative widens the overcrossing structure to the north. The design alignment along existing OR 214 east of the Woodburn Interchange is addressed using the following principles:

- Public support for widening north of the existing centerline west of Evergreen Road.
- Shift the alignment towards an equal widening on both sides of the existing centerline, as is practical and feasible, between Evergreen Road and Cascade Drive.
- Between Evergreen Road and Cascade Drive, particular attention should be given to minimizing impacts, as is practical and feasible, to the property currently occupied by Kentucky Fried Chicken and to the Senior Estates properties adjacent to Oregon 214.
- East of Cascade Drive, particular attention should be given to providing as much space as is practical and feasible between the medical offices at the southeast corner of Oregon 214 and Cascade Drive and the back of the sidewalk running along the south side of Oregon 214.
The Recommended Interchange Alternative includes new 6-foot sidewalks with an additional 6-foot wide landscaped buffer between the sidewalk and the curb. A bicycle lane is provided in each direction along OR 214 and OR 219. A raised median is added and modifications to access for city streets would be made at Oregon Way, Evergreen Road, and Lawson Avenue. Further, the project alternative provides dedicated turning lanes onto local streets at key intersections with OR 214 along with local street improvements along Old Arney Road (MP 36.63), Lawson Avenue (MP 36.95), Evergreen Road (MP 37.02), Oregon Way/Country Club Road (MP 37.14), and Cascade Drive (MP 37.27).

As a potential add-on, an Access Option is included that would acquire an additional 60-foot wide strip of right-of-way (ROW) and a 50-foot wide strip of easement. The 60-foot ROW purchase would be acquired south of OR 214, extending west from Lawson Avenue. The 50-foot public road easement would be acquired south of OR 214, extending east from Evergreen Road to the Dairy Queen property. These options will be addressed in conjunction with ROW negotiations.

To support multi-modal use, the project includes a new transit park and ride facility in the northeast quadrant of the interchange at the intersection of OR 214 and Evergreen Road, and an extension of Evergreen Road north of OR 214 to Country Club Court. The transit site, located north of OR 214 and between the extended Evergreen Road and I-5 northbound on-ramp, will facilitate alternative mode (bus) travel at the interchange. The Evergreen Road extension will provide alternative access to adjacent properties during and after construction.

Per discussion with ODOT staff, it is anticipated that construction staging areas will be located within the project footprint.

**Purpose**

The purpose of the Woodburn Interchange Project is to improve the traffic flow and safety conditions of the existing Woodburn/I-5 interchange.

**Need**

The exiting Woodburn/I-5 interchange does not meet current design and operational standards, which causes traffic to move at slower speeds and increases congestion. Future growth in the interchange area will increase congestion problems, increase the difficulty to access adjacent businesses, and increase the risk of safety to drivers, bicyclists, and pedestrians.
Affected Environment

Relevant Policies and Regulations

No changes in regulations have occurred that would affect the identification and treatment of archaeological resources previously identified within the Area of Potential Impact (API).

Affected Environment

Project Design Changes
No archaeological resources were previously identified in the API that would have been affected by changes in the project design.

Area of Potential Impact
The majority of the current API was previously covered in a survey of the Woodburn I-5 interchange vicinity conducted by CH2M Hill in 2003 (Ballantyne 2004) and a survey of the proposed transit park and ride facility/Evergreen extension conducted by Heritage Research Associates, Inc. in 2009 (Carlisle and Tochihara 2009). However, the current API includes small sections that were outside the boundaries of the previous archaeological study areas. These additional sections needed to be examined for cultural resources. Since the previous studies were completed less than ten years ago and conducted according to modern standards, the State Historic Preservation Office did not require a re-survey of previously covered areas (Dennis Griffin, personal communication May 16, 2011). It was considered prudent, though, that open areas in the previously surveyed expanses of the API be spot-checked to assess whether field conditions had changed to allow examination of undisturbed native soil (Carlisle 2011).

On July 15, 2011, Heritage conducted an archaeological survey of the previously unexamined sections of API as well as re-visited open areas within the boundaries of the earlier CH2M Hill survey (Figure 2). Some of the previously unexamined areas were developed (containing roads, buildings, parking lot, graveled surfaces), but most were open (consisting of golf course, artificial swales and embankments, grassy lots). Overall, surface visibility was poor, limited by extant roadways, gravel and pavement, as well as vegetation. Opportunities to examine mineral soil were primarily found in landscaped areas, around trees, and in rodent burrow backdirt. The re-visited open areas contained altered topography (e.g., drainage swales and fill embankments) associated with highway lanes or ramps. As in the previous surveys, no archaeological resources were noted.
Environmental Consequences

Potential Impacts

No archaeological resources have been identified that would be impacted as a result of changes to the overall affected environment since publication of the 2005 EA and 2006 REA. Although the potential for a historical homestead site within the API was noted during archival research, field surveys found no physical evidence of cultural resources (the homestead site, if originally present, has likely been destroyed or buried by highway ramp construction).

Archival research also revealed that paleontological materials had been discovered in the Mill Creek drainage, roughly a mile to the east of the API. These were found in peat deposits that started as shallowly as a meter (ca. 3 feet) below surface and extended, in some locales, to at least 4 meters (ca. 14 feet) below surface (Connolly 2003; Stenger et al. 2000; Stenger and Hibbs 1996). In addition, prehistoric artifacts and human hair were reportedly recovered from the peat and underlying Willamette Silt (Connolly 2003). These discoveries indicate that the API may have “archaeological potential beneath existing transportation corridors, utility corridors, and other buildings and structures…(consisting) mainly of paleontological and paleo-archaeological resources, although more recent prehistoric and historic archaeological resources may also be present…” (Ballantyne 2004:4).

In an effort to identify whether such resources occur in the API, field logs from 39 boreholes drilled for the project were examined. The boreholes were positioned throughout the project area; most extended 5 to 12.6 meters (16.5 to 41.5 feet) below surface. A few went as deep as 38.2 to 45.7 meters (125.2 to 150 feet) below surface. The stratigraphic profile in the boreholes largely consisted of Willamette Silt (sometimes capped by modern fill). In the few deepest holes, a basal sandy alluvium was encountered below the silt. Based on the stratigraphic profile, it appears the boreholes were sufficiently deep as to encounter the peat and associated faunal and cultural materials, if present; however, no such evidence was noted.

Possible Mitigation

Discussion of possible mitigation measures is not warranted at this time due to the absence of known archaeological resources in the current API. However, given the archaeological potential of the area, it has been recommended that “subsurface construction in areas of intact, previously undisturbed soils be closely observed by construction crews and other project workers during project implementation. Intact soils within the project area are most likely to exist beneath roadway overburden and ramping fill, under parking lot pavement and fill and under sidewalk areas, and beneath the first several (3-6) feet of disturbed soils in buried utilities corridors. Intact soils are not likely to exist around building footings and foundations, interstate overpass pilings and footings, in
fill locations, etc.” (Ballantyne 2004:4). An inadvertent discovery protocol (IDP) should be prepared for this project, and implemented should the need arise during construction.

Conclusion

Given the heavily developed nature of the API, and associated high level of surface/near-surface disturbance, the methods and findings of the archaeological resources studies performed to date are considered adequate. To summarize, no archaeological resources have been observed in the current API; however, it is recognized that there is the potential for archaeological resources to be found below the zone of modern disturbance associated with extant roadways, utilities, and structures. Project construction personnel should be made aware of this and advised to be vigilant during excavations in areas/at depths likely to contain intact soils, where archaeological resources may be encountered.

If buried archaeological deposits are exposed during ground-disturbing activities, Oregon State laws (ORS 97.740 to 97.760, 358.905 to 358.955, and 390.235), as well as any federal laws and regulations that may be applicable, require that work in the vicinity of such discoveries be suspended. The State Historic Preservation Office (SHPO), City of Woodburn, appropriate tribes, and other involved agencies should be notified immediately, and a qualified archaeologist should be contracted to evaluate the find and recommend subsequent courses of action in consultation with the SHPO and the appropriate tribes.
## Table 1: Woodburn Interchange and Transit Facility Summary of Potential Impacts, Benefits and Mitigation Measures

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<tr>
<td>Archaeological Resources</td>
<td>None (API contains no known/verified archaeological resources, but has general potential for archaeological resources to be encountered at depths below limit of modern disturbance).</td>
<td>None (API contains no known/verified archaeological resources, but has general potential for archaeological resources to be encountered at depths below limit of modern disturbance).</td>
<td>Not currently a consideration due to the absence of known/verified archaeological resources in the API (may be necessary if archaeological resources are inadvertently encountered during construction excavations); IDP shall be prepared for implementation during construction should the need arise.</td>
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</tbody>
</table>
References

Ballantyne, Raena

Carlisle, Kendra
*Cultural/Archaeological Resources Review Memorandum for the Woodburn Interchange (Key No. 12518)/Transit Facility (Key No. 15739) Project.* Prepared by Heritage Research Associates, Inc. for OTAK. May 2011.

Carlisle, Kendra and Tama Tochihara
*OR 214 at Evergreen Road Transit Facility Project (Key No. 15739).* PA Memo prepared by Heritage Research Associates, Inc. for OTAK. 2009.

Connolly, Tom

Stenger, Alison T. and Charles H. Hibbs

Stenger, Alison T., William N. Orr, and Charles H. Hibbs, Jr.
Figure 2. Map showing recent and older survey coverage of the Woodburn Interchange/Transit Facility API (air photo taken June 23, 2009).
DATE: March 7, 2012

TO: Bréece Edwards, Archaeologist, Cultural Protection Specialist, Confederated Tribes of the Grand Ronde Community of Oregon
David Harrelson, Cultural Protection Specialist, Confederated Tribes of the Grand Ronde Community of Oregon
Robert Kentta, Cultural Resources Director, Confederated Tribes of Siletz Indians
Roberta Kirk, Review and Compliance Coordinator, Geo Visions, Confederated Tribes of Warm Springs Reservation of Oregon
Eirik Thorsgard, Cultural Protection Coordinator, Confederated Tribes of the Grand Ronde Community of Oregon
Donna Hinze, Region 2 Environmental Coordinator, ODOT
Anthony Boesen, Operations Engineer, FHWA
Kurt Roedel, Archaeologist, ODOT
Key Number 12518, File Type C

FROM: Rebecca Littau, Geo-Environmental Administrative Staff

SUBJECT: Amended Request for Concurrence, SHPO Case No. 04-2949
Finding of No Historic Properties Affected (Archaeology)
I-5 @ OR 219/214 Interchange (Woodburn) Development Project
Marion County, Oregon
Key Number 12518, Federal Aid Number S140(9)PE
ODOT EA: PE000559-031-J13

Attached is the signed Concurrence from the State Historic Preservation Office for the above referenced project, approved on Feb. 29, 2012.
February 16, 2012

Roger Roper
Deputy State Historic Preservation Officer
Oregon State Historic Preservation Office
725 Summer Street NE, Suite C
Salem, OR 97310-1271

Subject: Amended Request for Concurrence, SHPO Case No. 04-2949
Finding of No Historic Properties Affected (Archaeology)
I-5 @ OR 219/214 Interchange (Woodburn) Development Project
Marion County, Oregon
Key Number 12518, Federal Aid Number S140(9)PE
ODOT EA: PE000559-031-J13

Dear Mr. Roper:

The Oregon Department of Transportation (ODOT) proposes to reconstruct the northbound and southbound interstate ramps, widen the overcrossing, and improve OR 219/214 approaches to accommodate the reconfigured interchange. The proposed project also includes a public transit center near OR 214 and Evergreen Road (Key Number 15739, SHPO Case No. 09-1829).

In 2011, Carlisle (2012) conducted a pedestrian survey of the proposed project not previously examined in 2004 (Ballantyne 2004, SHPO Bibliography No. 19415, not enclosed, SHPO Case No. 04-2949). Carlisle (2012) also reviewed geotechnical boring logs to determine the potential for precontact and/or paleontological deposits in the project area. Archaeologists did not identify any cultural resources but recommended the preparation of an Inadvertent Discovery Plan (attached).

Preliminary application of Section 106 Criteria for Identification and Evaluation of Historic Properties [36 CFR 800.4(d)] indicates a finding of “No Historic Properties Affected” for the I-5 @ OR 219/214 Interchange (Woodburn) Development Project, based on the findings outlined above. ODOT, acting as an agent of the Federal Highway Administration (FHWA), requests your concurrence with a FINDING OF NO HISTORIC PROPERTIES AFFECTED (Archaeology) for the project.
Please contact Anthony Boesen, Operations Engineer, FHWA, at 503-316-2554, or James Norman, Environmental Planning Unit Manager, ODOT, 503-986-3514, if you have any questions.

Sincerely,

[Signature]

James B. Norman
Environmental Planning Unit Manager

The State Historic Preservation Office concurs that the I-5 @ OR 219/214 Interchange (Woodburn) Development Project will have No Effect on Historic Properties (Archaeology).

[Signature]  2/29/12

SHPO Official  Date

Copies with attachments:
Briese Edwards, Archaeologist, Cultural Protection Specialist, Confederated Tribes of the Grand Ronde Community of Oregon
David Harrelson, Cultural Protection Specialist, Confederated Tribes of the Grand Ronde Community of Oregon
Robert Kenta, Cultural Resources Director, Confederated Tribes of Siletz Indians
Roberta Kirk, Review and Compliance Coordinator, Geo Visions, Confederated Tribes of Warm Springs Reservation of Oregon
Eirik Thorsgard, Cultural Protection Coordinator, Confederated Tribes of the Grand Ronde Community of Oregon
Key Number 12518, File Type C

Copies without attachments:
Donna Hinze, Region 2 Environmental Coordinator, ODOT
Anthony Becsen, Operations Engineer, FHWA
Kurt Roedel, Archaeologist, ODOT
References Cited:

Ballantyne, Raena

Carlisle, Kendra
Inadvertent Discovery Plan for Cultural Resources

I-5 @ OR219/214 Interchange (Woodburn) Development Project
Marion County, Oregon
ODOT Key No. 12518

The Oregon Department of Transportation (ODOT) proposes to reconstruct the northbound and southbound highway ramps and widen the overcrossing, as well as undertake related improvements along the OR 214 and OR 219 approaches to accommodate the reconfigured interchange. The proposed project also includes construction of a public transit center at the northwest corner of OR 214 and Evergreen Road.

The Inadvertent Discovery Plan (IDP) should be followed if cultural material including human remains are encountered during construction. In addition, please refer to SPECs 290.50 & 290.51.

Protocol for coordination in the event of inadvertent discovery:

- In the event of an inadvertent discovery of possible archaeological materials, all work will stop immediately in the vicinity of the find.

- The area will be secured and protected.

- The ODOT REC, Archaeologist, and lead Inspector will be notified. ODOT Archaeologist or REC will notify the State Historic Preservation Office (SHPO). If possible human remains are encountered, the Oregon State Police, Commission on Indian Services (CIS), SHPO, and Tribes will also be notified.

  Oregon State Police: Chris Allori 503-731-4717

  CIS: Karen Quigley 503-986-1067

  SHPO: Matt Diederich 503-986-3309

- No work may resume until ODOT Archaeology staff are on-site and able to assess the situation.

- If human remains are encountered, do not disturb them in any way. Do not call 911. Do not speak with the media. Secure the location. Do not take Photos.

- The ODOT Archaeologist will consult with SHPO and appropriate Tribal Governments and determine an appropriate course of action.
• Additional archaeological excavations may be required. This is handled on a case by case basis by the agency Archaeologist in consultation with SHPO and appropriate Tribes.

**When to stop work:**

Construction work may uncover previously unidentified Native American or Euroamerican artifacts. This may occur for a variety of reasons, but may be associated with access restrictions during project development, or if the area contains impervious surfaces throughout most of the project area which would have prevented standard archaeological site discovery methods.

Work must stop when the following types of artifacts and/or features are encountered:

**Native American artifacts may include (but are not limited to):**

- Flaked stone tools (arrowheads, knives scrapers etc.)
- Waste flakes that resulted from the construction of flaked stone tools.
- Ground stone tools like mortars and pestles.
- Layers (strata) of discolored earth resulting from fire hearths. May be black, red or mottled brown and often contain discolored cracked rocks or dark soil with broken shell.
- Human remains
- Structural remains- wooden beams, post holes, fish weirs

**Euro-American artifacts may include (but are not limited to):**

- Glass (from bottles, vessels, windows etc.)
- Ceramic (from dinnerware, vessels etc.)
- Metal (nails, drink/food cans, tobacco tins, industrial parts etc.)
- Building materials (bricks, shingles etc.)
- Building remains (foundations, architectural components etc.)
- Old Wooden Posts, pilings, or planks (these may be encountered above or below water)
- Even what looks to be old garbage could very well be an important archaeological resource
- Remains of ships or sea-going vessels, marine hardware etc.
- Old farm equipment may indicate historic resources in the area

*When in doubt, call it in!*
Proceeding with Construction

- Construction can proceed only after the proper archaeological inspections have occurred and environmental clearances are obtained. This requires close coordination with SHPO, FHWA and the Tribes.

- After an inadvertent discovery, some areas may be specified for close monitoring or ‘no work zones.’ Any such areas will be identified to the Lead Inspector, Project Manager, and appropriate Contractor personnel.

- In coordination with the ODOT Archaeologist, the Lead Inspector will verify these identified areas by engineer’s station if available, mark them on site if appropriate.

- The Contractor will follow ODOT Standard Specifications for Construction 290.51 and Special Provisions throughout the duration of the project.