

Historic Properties Treatment Plan for the Mayflower Wind Project

Historic Properties Subject to Adverse Visual Effect

Nantucket, Massachusetts

Submitted to:



Bureau of Ocean Energy Management
U.S. Department of the Interior

Prepared for:



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LIST OF ACRONYMS

ACHP	Advisory Council on Historic Preservation
ADLS	Advanced Detection Lighting System
APE	Area of Potential Effects
APVI	Area of Potential Visual Impact
BOEM	Bureau of Ocean Energy Management
CFR	Code of Federal Regulations
COP	Construction and Operations Plan
FR	Federal Regulation
HRVEA	Historic Resources Visual Effects Assessment
HDD	Horizontal Directional Drilling
HPTP	Historic Preservation Treatment Plan
HVDC	High Voltage Direct Current
MA	Massachusetts
MARA	Marine Archaeological Resource Assessment
MASHPO	Massachusetts State Historic Preservation Office(r)
MGL	Massachusetts General Laws
MHC	Massachusetts Historic Commission
MOA	Memorandum of Agreement
NHL	National Historic Landmark
NHPA	National Historic Preservation Act
NRHP	National Register of Historic Places
NEPA	National Environmental Policy Act
OCS	Outer Continental Shelf
PAPE	Preliminary Area of Potential Effects
RFP	Request for Proposal
ROD	Record of Decision
SOI	Secretary of the Interior
TARA	Terrestrial Archaeological Resource Assessment

1.0 EXECUTIVE SUMMARY

This Historic Property Treatment Plan (HPTP) provides background data, historic property information, and detailed steps that will be implemented to resolve the adverse visual effects to the Nantucket Historic District in Nantucket, Massachusetts (MA) resulting from the construction and operation of the Mayflower Wind Project (the Undertaking or Project) to satisfy requirements of Section 106 and Section 110(f) of the National Historic Preservation Act (NHPA) of 1966 (54 USC 300101; United States Code, 2016). This HPTP outlines the implementation steps and timeline for these mitigation actions.

Section 1.0, Executive Summary, outlines the content of this HPTP.

Section 2.0, Background Information, briefly summarizes the Undertaking while focusing on cultural resources regulatory contexts (federal, state, and local), identifies the single historic property discussed in this HPTP that will be adversely affected by the Undertaking, and summarizes the pertinent report that guided the development of this document (prepared by AECOM).

Section 3.0, Existing Conditions and Historic Significance, provides a physical description of the Nantucket Historic District (the historic property). Set within its historic context, the applicable National Register of Historic Places (NRHP) criteria for the Nantucket Historic District are discussed with a focus on its overall significance and integrity.

Section 4.0, Mitigation Measures, presents specific steps to carry out mitigation to minimize adverse Project impacts. The mitigation measures include the proposed treatment, purpose and intended outcomes, scope of work, methodology, standards, reporting requirements, and accounting.

Section 5.0, Implementation, establishes the process for executing mitigation measures for the Nantucket Historic District as identified in Section 4.0 of this HPTP.

Section 6.0, Finalization, establishes when the mitigation will be finalized, unless a different timeline is agreed upon by the Section 106 Consulting Parties and accepted by BOEM.

Section 7.0, References, is a list of works referenced and/or cited in preparing this HPTP.

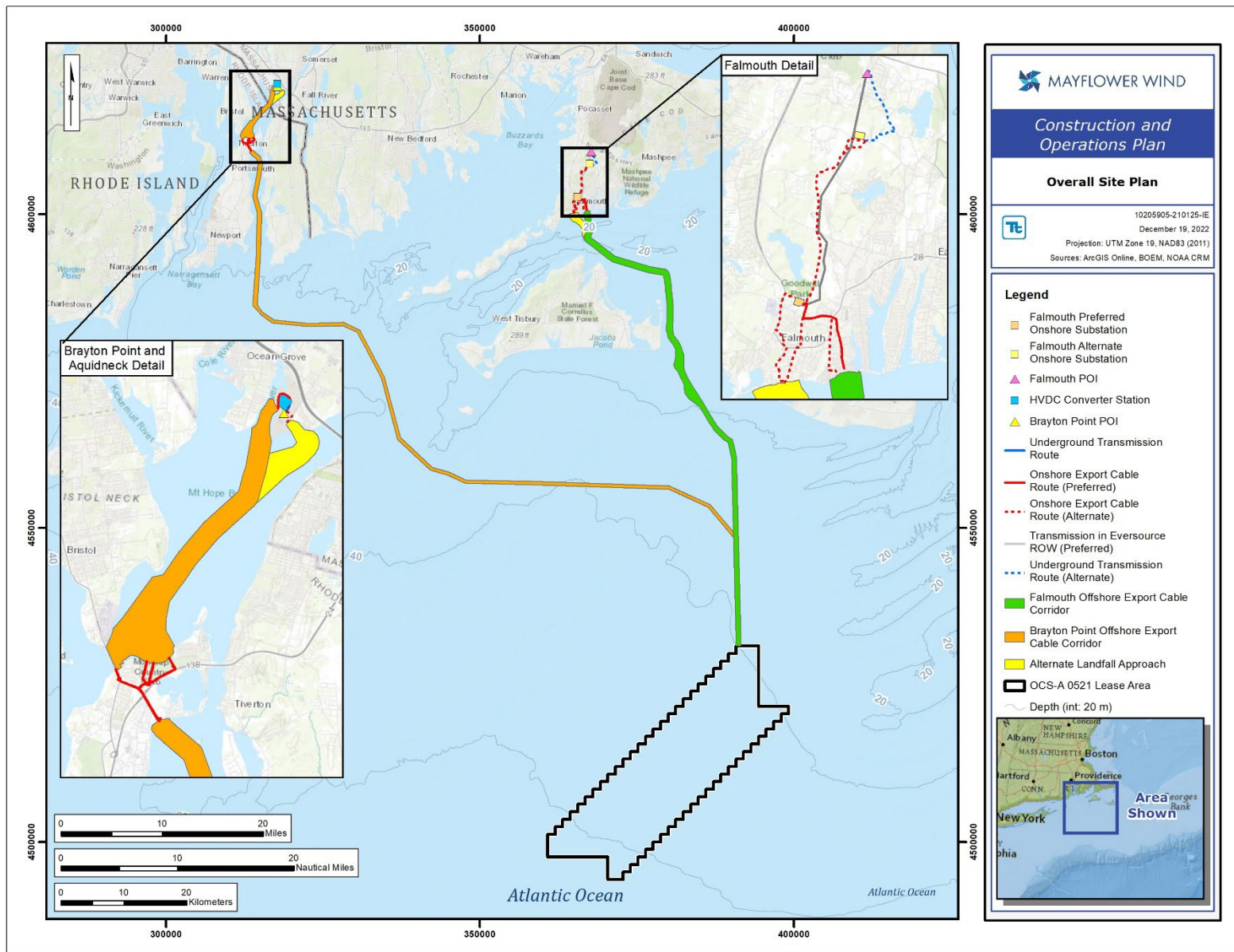
2.0 BACKGROUND INFORMATION

2.1 Project Overview

Mayflower Wind Energy LLC (Mayflower Wind), a joint venture of Shell New Energies US LLC (Shell New Energies) and OW North America LLC (Ocean Winds), proposes to construct and operate the Mayflower Wind Project (Project). The Project includes construction of the Mayflower Wind turbine array inter-array cables, and offshore substation platforms in federal waters on the Atlantic Outer Continental Shelf (OCS) within the Bureau of Ocean Energy Management (BOEM) Renewable Energy Lease Area OCS-A 0521 (Lease Area) approximately 20 nautical miles (37 kilometers) south of Nantucket Island; export cables that traverse federal and state waters with landfalls in Falmouth and Somerset, Massachusetts; and onshore High Voltage Direct Current (HVDC) converter stations at Brayton Point in Somerset and in Falmouth, Massachusetts, points of interconnection, and onshore, underground transmission delivery systems (see Figure 2.1-1). As a part of the onshore components for the Brayton Point export cable corridor, Mayflower Wind is considering several cable duct bank route segment options and horizontal directional drilling (HDD) site options in Portsmouth, Rhode Island.

This Historic Properties Treatment Plan (HPTP) addresses the potential for adverse effects to the Nantucket Historic District, which is comprised of the entire island of Nantucket.

Figure 2.1-1. Mayflower Wind Project Overview



2.2 Section 106 of the National Historic Preservation Act

As a project that requires approval from BOEM, the Project is considered a federal undertaking and as such, must comply with Section 106 and Section 110 of the National Historic Preservation Act of 1966 (NHPA), as amended, and the National Environmental Policy Act of 1970 (NEPA). This report addresses adverse visual impacts to historic properties in compliance with Section 106 and Section 110 of the NHPA.

Section 106 of the NHPA requires federal agencies to identify and assess the effects of undertakings on historic resources and to resolve adverse effects by developing and evaluating alternatives that could avoid, minimize, or mitigate these impacts. Section 110 of the NHPA requires federal agencies to establish a historic preservation program for the identification, evaluation, and protection of historic properties under their control or ownership within an Area of Potential Effect (APE). An APE, as defined by 36 CFR § 800.16(d), is “the geographic area or areas within which an undertaking may directly or indirectly cause alterations in the character or use of historic properties, if any such properties exist”.

Regulations under Section 106 (36 Code of Federal Regulations [CFR] 800.8(c)) allow the substitution of the NEPA reviews for the Section 106 process. Under this subsection, an agency can use the NEPA process and the documents it produces to comply with Section 106 in lieu of the procedures set forth in 36 CFR 800.3-800.6. In 2020, BOEM announced its intention to implement the NEPA substitution process for Section 106 review for renewable energy Construction and Operations Plans (COPs). Per the available guidance (Advisory Council on Historic Preservation [ACHP] and Council on Environmental Quality, 2013), the NEPA substitution process provides an opportunity for an agency to streamline its overall environmental and historic preservation review process. A Project Notification Form containing a preliminary Project description, general schedule, and recommended cultural resources studies was submitted to the Massachusetts State Historic Preservation Office (MASHPO, Office of the Massachusetts Historical Commission [MHC]) on February 14, 2020. MASHPO issued a response to the submittal on March 9, 2020. Consultation with MASHPO, the Town of Nantucket, and other Participating Parties is ongoing. Section 106 and Section 110 of the NHPA was initiated with the issuance of a Notice of Intent (NOI) by BOEM on November 1, 2021.

2.2.1 Municipal Regulations

Pursuant to Section 106 requirements, any on-site mitigation measures will be coordinated with the Town of Nantucket and the Nantucket Historical Commission to obtain approvals, as appropriate. Additional information regarding compliance with local requirements appears below in Section 5.2 – Organizational Responsibilities.

Table 2.2.1–1. Municipal Departments Requiring On-Site Mitigation Coordination

Name	Municipality	Departments
Nantucket Historic District	Town of Nantucket	Planning Department Nantucket Historic District of Nantucket, Inc. Nantucket Historical Commission

2.3 Resolution of Adverse Effects Measures

To support BOEM’s efforts to identify historic properties within the Project’s Preliminary Area of Potential Effects (PAPE), Mayflower Wind conducted an Analysis of Visual Effects to Historic Properties (AVEHP) assessment, terrestrial archaeological resources assessment (TARA), and a marine archaeological resources assessment (MARA). The results of these investigations can be found in the Mayflower Wind COP, Volume II, Section 7, Appendix S, Appendix S.1, Appendix R, and Appendix Q. Based on a review of these documents and consultation with Participating Parties, BOEM is expected to issue a Finding of Adverse Effect for the proposed Project on the Nantucket Historic District in Nantucket, MA.

Pursuant to 36 CFR § 800.6 (a), Mayflower Wind will be required to mitigate the adverse effect in accordance with requirements laid out by BOEM in a forthcoming Record of Decision (ROD). BOEM will be executing a Memorandum of Agreement (MOA) with the MASHPO and other Participating Parties, which will outline the mitigation stipulations. This HPTP will be referenced in an attachment to the MOA.

This HPTP provides background data, and steps that may be implemented to carry out any mitigation measures. Standard mitigation measures for visual impacts that have been taken into consideration include the color of the turbines and blades that will allow them to blend in with their setting, as well as implementing Aircraft Detection Lighting System (ADLS) which will significantly reduce impacts in twilight and nighttime hours (see COP Appendix Y.3, Aircraft Detection Lighting System Efficacy Analysis). Alternative mitigation measures implemented under this HPTP will be conducted in consultation with the Town of Nantucket, and other Participating Parties, as appropriate, and in accordance with applicable local, state, and federal regulations and permitting requirements. Responsibilities for specific compliance actions are described in further detail in Section 5.2, Organizational Responsibilities.

For the purposes of this HPTP, Participating Parties are defined as a subset of the NHPA Section 106 consulting parties that have a functional role in the process of fulfilling the mitigation measure implementation processes described herein. Participating Parties with an interest in the adversely affected historic properties as summarized in Table 2.3-1.

Table 2.3-1. Participating Parties Potentially Involved with the Nantucket Historic District, National Historic Landmark Historic Property

Name	Relationship to Historic Property	Address
Advisory Council on Historic Preservation	Federal Agency	Federal Property Management Section, 401 F St NW, Suite 308, Washington DC 20001
Massachusetts State Historic Preservation Office/ Massachusetts Historical Commission	State Historic Preservation Office / State Historical Commission	220 Morrissey Boulevard, Boston, MA 02125
Town of Nantucket/Nantucket Historical Commission	Local Government / Local Historical Commission	59 Town Hall Square, Town Hall, Nantucket, MA 02540
Nantucket Historic District of Nantucket, Inc.	Property Owner	46 Jones Road, Nantucket, MA 02540
Wampanoag Tribe of Gay Head (Aquinnah)	Traditional Homeland	20 Black Brook Road Aquinnah, MA 02535-1546
Mashpee Wampanoag Tribe	Traditional Homeland	483 Great Neck Road South Mashpee, MA 02649

Figure 2.3-1. Nantucket Historic District Location (and NAN.C and NAN.D), Nantucket, Massachusetts



3.0 HISTORIC SIGNIFICANCE OF THE HISTORIC PROPERTY

3.1 Historic Property

This HPTP involves one historic property, the Town of Nantucket, Nantucket County. The Nantucket Historic District, designated a National Historic Landmark (NHL) (NRIS 66000772) in 1966, now encompasses the entire island of Nantucket and contains 27,207 acres and approximately 13,000 historic resources built before or in 1975. In 1966 the Historic District NHL did not include the entire island; the boundaries were expanded in 1975 to include the entire island. An update to the NRHP Form/NHL was completed in 2012 and definitively included the islands of Tuckernuck (878 acres) and Muskeget (296 acres). *The following sections on historic context and significance are excerpted from the 2012 National Park Service (NPS) National Register of Historic Places (NRHP) Registration Form.*

3.2 Historic Context and Significance

The historic context for Nantucket spans its history from 1659 when Thomas Macy and his family together with Edward Starbuck, James Coffin and Isaac Coleman sailed from Salisbury, Massachusetts to Nantucket and spent the winter in a hut near Madaket Harbor at the southwest corner of the island. The context extends through the Settlement Period until 1722, continuing through the Colonial and Revolutionary Periods (1723-1791), the Federal and Classic Periods (1791 – 1860), and including Tourism (1835 -1935) and Preservation & Revivalist Architecture (ca. 1880-1955) and finally the Modern Period from 1955 -1975. For an extensive history of Nantucket please refer to the 2012 NPS Registration Form.

Nantucket retains two exceptionally well-preserved village centers (Nantucket Town and Siasconset) which retain nationally important examples of architecture from the Colonial, Federal, Greek Revival and Victorian periods, as well as from the 20th century when architectural preservation and architectural revivals based upon Nantucket's past became the dominant themes of local architecture because of the island's nationally significant historic preservation movement. Three historic properties in Nantucket have individual historic listing designations. The Jethro Coffin House, built in 1686 and likely the oldest Nantucket house on its original site, was designated an NHL in 1966. Brant Point Light Station and Sankaty Light Station were listed separately in the National Register in 1987. Brant Point Light, built in 1901, is the tenth light on the point. Sankaty Head Light, built in 1850, was one of the first lighthouses in the country to receive a Fresnel lens. Both lighthouses were automated in 1965.

The period of significance of the NHL, as listed in the 2012 update extends from 1659 to 1975 in the areas of architecture, commerce, conservation, entertainment/recreation, ethnic heritage of Black and Native Americans, maritime history, and social history.

3.3 National Register of Historic Places and National Historic Landmark Criteria

Nantucket, including the islands of Tuckernuck and Muskeget, is eligible at the National level to the NRHP under Criteria A, B, C, and D.

- A. Associated with events that have made a significant contribution to the broad patterns of history.
- B. Associated with the lives of persons significant in our past.
- C. Embodies the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction.
- D. That have yielded or may be likely to yield information important in prehistory or history.

Nantucket is a nationally significant property under Criteria 1 through 4 of the six NHL criteria:

Criterion 1: Properties that are associated with events that have made a significant contribution to, and are identified with, or that outstandingly represent, the broad national patterns of United States history and from which an understanding and appreciation of those patterns may be gained.

Criterion 2: Properties that are associated importantly with the lives of persons nationally significant in the history of the United States.

Criterion 3: Properties that represent some great idea or ideal of the American people.

Criterion 4: Properties that embody the distinguishing characteristics of an architectural type specimen exceptionally valuable for a study of a period, style, or method of construction, or that represent a significant, distinctive, and exceptional entity whose components may lack individual distinction.

Criterion 5: Properties that are composed of integral parts of the environment not sufficiently significant by reason of historical association or artistic merit to warrant individual recognition but collectively

compose an entity of exceptional historical or artistic significance, or outstandingly commemorate or illustrate a way of life or culture.

Criterion 6: Properties that have yielded or may be likely to yield information of major scientific importance by revealing new cultures, or by shedding light upon periods of occupation over large areas of the United States. Such sites are those which have yielded, or which may reasonably be expected to yield, data affecting theories, concepts and ideas to a major degree.

4.0 MITIGATION MEASURES

This section details the proposed mitigation measures to resolve adverse effects to historic properties as described in the Mayflower Wind COP, and describes the purpose and intended outcome, scope of work, methodology, standards, deliverables, and funds and accounting for the measure. The content of this section was developed on behalf of Mayflower Wind by individuals who meet the Secretary of the Interior (SOI) Qualifications Standards for Archaeology, History, Architectural History, and/or Architecture (62 FR 33708) and is consistent with fulfilling the mitigation measures such that they fully address the nature, scope, size, and magnitude of the adverse visual effect. Fulfillment of the mitigation measures will be led by personnel with demonstrated experience working in historic preservation, in coordination with individuals who meet SOI Qualifications Standards for Archaeology, History, Architectural History, and/or Architecture. This document identifies which mitigation measures are likely to trigger the need for compliance with the identified state/local level legislation.

4.1 Mitigation Measure – Nantucket Historic District

Mayflower Wind is prepared to fund historic property surveys of neighborhoods along the south coast depicted on Figure 2-3.1, specifically in the Southwest and, South neighborhoods in consultation with the Town and the Nantucket Historical Commission.

Mayflower Wind also may fund an Archaeological Overview and Assessment of these same neighborhoods. This assessment will concentrate on the pre-contact history of the south coast of the island, a period that has not been recognized in the NRHP/NHL designation. The assessment also will take particular note of those areas along the coast in these neighborhoods that are subject to coastal erosion that is impacting archaeological sites.

4.1.1 Purpose and Intended Outcome

The purpose of the mitigation will be to offset the visual effects that may affect Nantucket. These effects involve the presence of visual infrastructure, i.e., the WTGs and OSPs in the Lease Area, and their lighting. Some visual effects will be minimized by the color of the towers and turbines, and the proposed ADLS to be implemented on all turbines. Other proposed mitigation will provide a benefit to the public and Native American tribes that are affected by elements of the wind farm through documentation of properties that are important to the communities.

4.1.2 Scope of Work

The scopes of work for the historic surveys and the Archaeological Overview and Assessment will consist of the following:

4.1.3 Methodology

4.1.3.1 Historic Properties Survey

Coordination:

Areas subject to survey will be selected by the Town of Nantucket in consultation with the Massachusetts SHPO, Wampanoag THPOs, and other participating parties as necessary. All surveys will follow the MHC's *Historic Properties Survey Manual: Guidelines for the Identification of Historic and Archaeological Resources in Massachusetts* (1992), *Survey Technical Bulletin #1* (1993), *MHC Interim Survey Guidelines* (March 1999, et seq.), *MHC Interim Guidelines for Inventory Form Photographs* (2009), *MHC's Guidelines for Inventory Form Locational Information* (2013), and related technical guidance. The survey will include new survey work and updating existing forms. All survey work will be recorded on large-scale maps and entered in the Town's GIS data. Most historic resources on Nantucket are buildings, and the Nantucket Historic District is a local historic district, therefore, the individual **Form B – Building** will be the most used form. Other types of individual resources are found on Nantucket and will be documented on specific forms as follows: Monuments and markers on **Form C – Objects**; cemeteries on **Form E – Burial Grounds and Cemeteries**; bridges, walls, piers on **Form F – Structures**; and parks and landscapes on **Form H – Parks and Landscapes**. The **Form A - Area** is used to document a collection of adjacent and related historic resources that share a design or event history, such as in a neighborhood, cottage colony or other building complex, or streetscape resources within a given work effort. Descriptions will include the overall characteristics of the area and key and representative resources.

Research:

Research will be conducted to supplement and update existing historical contexts for a comprehensive understanding of the history and potential significance of individual surveyed resources. The Nantucket Island-wide historical contexts are generally well developed in the 1966 NHL nomination and the 2012 NHL Nomination Update and other past research and publications. Research conducted by local historians and

students under the Nantucket Historical Association, Nantucket Atheneum, Nantucket Historic Preservation Trust, and Preservation Institute: Nantucket will be reviewed.

Fieldwork:

Most locations are accessible on foot and by car. Data collected will include the built resource, its property characteristics, and its town or natural settings. Survey updates will record changes that have occurred since the original survey. Buildings with existing survey information that have been demolished or moved will be noted. The surveyors will use GIS mapping to locate properties, handheld devices or paper for field notes, and high-resolution digital color photography.

National Register of Historic Places Eligibility Evaluations:

National Register nomination eligibility recommendations and other related recommendations will be made for individual properties as well as the selected neighborhoods. The recommendations will be based on the NRHP criteria listed in Section 3.3.

4.1.3.2 Archaeological Overview and Assessment

The Archaeological Assessment and Overview may consist of a narrative report and graphics that summarize background research and provide environmental and cultural frameworks for pre-contact and post-contact site potential across the southwest and south neighborhoods (see Figure 2.3-1) of Nantucket with special emphasis on the coast.

Coordination:

The principal investigator will coordinate the project schedule and deliverables for the overview and assessment project with the Town of Nantucket and the Massachusetts SHPO and other participating parties, as necessary, including the Native American Tribes.

Research:

Background information specific to Nantucket will be reviewed, placed in the larger context of local, state, and regional environmental and cultural history, and tied to the predictive models for archaeological pre-contact and post-contact site potential. A comprehensive review of primary and secondary sources of

information including published and unpublished paleoenvironmental and geological studies, paleoecological studies, informant interviews, and previous archaeological reports will be conducted.

Archaeological site files maintained at the MHC and in MACRIS will be reviewed and site locational data and information will be included in the report text and on scaled USGS maps of Nantucket. Town and county histories, historical maps, and archaeological reports from nearby surveys and from those surveys previously conducted on Nantucket also will be reviewed for information pertinent to the study area. Research will be conducted at the NHS and coordinated with NHS staff.

Fieldwork:

The principal investigator will conduct a surface examination (walkover/drive over) of Nantucket to examine the current physical condition of recorded archaeological sites and historically documented/mapped resources on the island. Information collected during the fieldwork will be used to assist in the development of the site sensitivity model for pre-contact and historic site potential within each refuge. Digital photographs of representative environmental zones and site locations will be taken. GIS-based sensitivity maps will be produced and include I the final report.

4.1.4 Standards

The Project will comply with the following standards:

- The Secretary of the Interior's Standards for the Treatment of Historic Properties (1983).
- The Secretary of the Interior's Standards and Guidelines: Archeology and Historic Preservation (1983).

4.1.5 Documentation / Deliverables

The following draft and final documents will be provided for review and comment by the Participating Parties:

- Historic survey reports for selected neighborhood areas of the island of Nantucket.
- Appropriate MHC Forms (A, B, C, F, H) for all inventoried properties in the selected neighborhoods.
- Archaeological Overview and Assessment report of the southwest and south neighborhoods of Nantucket as depicted on Figure 2.3-1.
- MHC archaeological site forms for newly identified sites.
- Updates, where warranted, to existing MHC forms.

- Publication(s) suitable for public distribution by Mayflower Wind

4.1.6 Reporting

Following Project approval, Mayflower Wind shall prepare a summary report detailing the mitigation measures undertaken pursuant to the HPTP. The report will be provided to the Town of Nantucket and all other Participating Parties. The report will be prepared, reviewed, and distributed by January 31 of each calendar year until the HPTP is complete. The report will summarize the work undertaken during the previous year.

4.1.7 Funds and Accounting

Mayflower Wind will be responsible for funding and implementation of these mitigation measures.

5.0 IMPLEMENTATION

5.1 Timeline

The mitigation measures identified within this HPTP may be implemented prior to the commencement of, during, or after construction for the Undertaking.

5.2 Organizational Responsibilities

5.2.1 Bureau of Ocean Energy Management

- Will be the lead federal agency
- Make all federal decisions and determine compliance with Section 106.
- Consult with Mayflower Wind, MASHPO, relevant federally recognized tribes, and other Participating Parties with demonstrated interest in the affected historic properties.
- Review and approve all deliverables prepared and distributed to the Participating Parties.

5.2.2 Mayflower Wind

- Fund and implement the mitigation measures described in Section 4.0 of this HPTP.
- Prepare a summary report, submit report to BOEM for review and approval, and distribute to Participating Parties per Section 4.1.6.
- Submit information for Participating Parties review per Sections 4.1.2, 4.1.3, and 5.1.
- Creation and distribution of RFP to solicit consultant support for mitigation measure fulfillment.
- Selection of a consultant who meets the Secretary of the Interior's Professional Qualifications Standards for History, Architectural History and Archeology (36 CFR Part 61). Initial review of documentation for compliance with the Scope of Work, Methodology and Standards.
- Distribution of documentation to Participating Parties for their review.
- Review and comment on deliverables.

5.2.3 Massachusetts State Historic Preservation Office

- Consult, when necessary, on implementation of this HPTP.

5.2.4 Advisory Council on Historic Preservation

- Consult, when necessary, on implementation of this HPTP.

6.0 FINALIZATION

The HPTP will be finalized with the execution of the MOA. Mitigation measures within this HPTP will be completed within five years of execution of the MOA, unless a different timeline is agreed upon by Participating Parties and accepted by BOEM. Mitigation measures may be completed simultaneously, as applicable.

7.0 REFERENCES

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