PROGRAMMATIC AGREEMENT
AMONG
THE FEDERAL AVIATION ADMINISTRATION,
MISSOURI STATE HISTORIC PRESERVATION OFFICE,
THE CITY OF KANSAS CITY, MISSOURI,
KAW NATION, OSAGE NATION, PAWNEE NATION,
AND THE PONCA TRIBE OF OKLAHOMA
IMPLEMENTING
SECTION 106 OF THE NATIONAL HISTORIC PRESERVATION ACT FOR
THE PROPOSED TERMINAL REPLACEMENT PROJECT AND THE
DEMOLITION OF TERMINALS A, B, AND C AT
KANSAS CITY INTERNATIONAL AIRPORT
KANSAS CITY, PLATTE COUNTY, MISSOURI

WHEREAS, as part of the Section 106 consultation process, this Programmatic Agreement (PA) has been developed, pursuant to 36 CFR 800.14(b), to govern the resolution of adverse effects associated with the proposed Undertaking on historic properties, as described below, and fulfillment of the Signatories’ responsibilities under Section 106. The PA was utilized in this situation to govern the resolution of adverse effects due to the complex project situations and multiple undertakings; and

WHEREAS, the Federal Aviation Administration (FAA) is the lead Federal agency for compliance with Section 106 of the National Historic Preservation Act (NHPA) (16 U.S.C. 470f) and is considering the City of Kansas City, Missouri’s (City) requests (1) to approve the proposed revisions to the Airport Layout Plan for Kansas City International Airport (KCI) pursuant to 49 U.S.C. §§40103 and 47107; and (2) relating to potential eligibility for funding pursuant to 49 U.S.C. §§47106 and 47107 and/or 49 U.S.C. §40117; and

WHEREAS, the City, by and through its Kansas City Aviation Department (KCAD), proposes the following developments (Undertaking) (illustrated in Attachment 1) at KCI and is considered a Signatory to this PA due to the nature of their legal and economic relation to the proposed Undertaking:

- Demolish existing Terminal A, which is currently vacant, including the Terminal A parking garage and aircraft apron;
- Construct a new replacement terminal and provide updated utilities including water lines;
- Construct a new parking garage and surface parking lot;
- Construct new terminal apron area around the replacement terminal including providing new fuel hydrants;
- Modify existing roadways and construct new roadways in the terminal area;
- Construct various storm water collection system improvements including improved glycol recovery system (deicing) and facilities;
- Construct replacement Central Utility Plant (CUP) and provide redundant electrical underground electrical power utility feed;
- Resurface and rehabilitate the taxiways in the vicinity of the replacement terminal;
• Consolidate airline operations at the new replacement terminal, decommission, and
demolish existing Terminals B and C (Terminals B and C would remain open during
construction of the new terminal). The Terminal B and C parking lots would remain
operational for employee parking and/or customer parking and the existing aircraft
aprons would be used for aircraft deicing; and

WHEREAS, the FAA; the City, by and through its KCAD; and the Missouri State Historic
Preservation Office (SHPO) are Signatories to this PA due to the nature of their legal and
economic relation to the proposed Undertaking; and

WHEREAS, the FAA has provided opportunity for the Iowa Tribe of Oklahoma, Kaw
Nation, Miami Tribe of Oklahoma, Omaha Tribe, Osage Nation, Pawnee Nation, Ponca
Tribe of Nebraska, Ponca Tribe of Oklahoma, and Yankton Sioux Tribe of South Dakota to
consult on the proposed Undertaking’s potential to affect properties with religious and
cultural significance; and

WHEREAS, the FAA, SHPO, and KCAD recognize that the Tribes possess the knowledge,
experience, and oral tradition to identify and evaluate historic properties of traditional,
religious, and cultural importance; and

WHEREAS, the Kaw Nation, the Osage Nation, the Pawnee Nation, and the Ponca Tribe of
Oklahoma (Tribes) have accepted the invitation to participate in the consultation and have
been invited to sign this PA as Invited Signatories; and

WHEREAS, the Signatories and Invited Signatories to this PA are collectively known as
the Parties to this PA; and

WHEREAS, the FAA has defined the project’s Area of Potential Effects (APE) in
accordance with 36 CFR 800.16(d), for direct effects and indirect effects (illustrated in
Attachment 2) and SHPO and the Tribes have concurred; and

WHEREAS, KCAD has conducted two surveys of the direct APE; 1) Phase I Archeological
Survey, Kansas City International Airport Archeological Services, Platte County, Missouri,
July 2018, to document the presence or absence of significant archaeological/cultural
resources, and 2) Kansas City International Airport Architectural and Historical Property
Evaluation for the Proposed Replacement Terminal Project, October 2018, to identify
contributing/non-contributing buildings and structures in the potential historic district; and

WHEREAS, no prehistoric or historic artifacts were encountered during the archaeological
survey within the direct APE; and

WHEREAS, in conducting the archaeological survey, the Principal Investigator determined
that there were areas that would not be appropriate for shovel testing or deep testing in the
direct APE and identification efforts could not be completed in advance of implementation of
the proposed Undertaking due to the fact that subsurface investigations were prevented by
the presence of existing infrastructure, e.g., concrete aprons, etc.; and

WHEREAS, the FAA determined that no known archeological resources would be affected
in the direct APE and the SHPO concurred; and
WHEREAS, the FAA, in consultation with the SHPO has evaluated the eligibility of the historic district for listing in the National Register of Historic Places (NRHP) within the APE; and

WHEREAS, the FAA has determined, and the SHPO has concurred, that the KCI Airport is eligible for the NRHP as a district significant under Criterion A in the area of Transportation for its association with the Jet Age and with Kansas City’s efforts to retain TWA as a major employer in the region and under Criterion C in the area of architecture as a work of the prominent Kansas City architectural firm of Kivett and Myers embodying distinctive characteristics of the Brutalist architectural style and for its innovative “Drive-to-the-Gate” configuration, with a period of significance of 1957-1972; and

WHEREAS, the historic district for the proposed Undertaking, includes the airfield, the terminals, the Airport Police station and Central Chilling Plant located in the center of the terminal complex, associated access roads, and the earthen dam and draining control reservoir; and

WHEREAS, the FAA has determined that the proposed Undertaking will have an adverse effect on the historic district and has consulted with the SHPO pursuant to 36 CFR part 800 of the regulations implementing Section 106 of the NHPA (54 U.S.C. §306108); and

WHEREAS, the public was afforded the opportunity to review and comment on the proposed Undertaking. Scoping meetings for agencies and the public were held on March 15, 2018 to provide an opportunity to comment on the scope of environmental issues to be addressed. Notices of the opportunities to comment on the Draft Environmental Assessment (EA) and Section 106 Evaluation for the Replacement Terminal at Kansas City International Airport (Draft EA) and the Draft Section 4(f) Statement were published in the Kansas City Star newspaper and were sent to governmental agencies and other parties who expressed interest in commenting on the proposed Undertaking. The Draft EA was released for public review and open to comment from August 23, 2018 to October 2, 2018. The Draft Section 4(f) Statement was released for public review and open to comment from September 10, 2018 to October 10, 2018. A Public Hearing was conducted on September 24, 2018; and

WHEREAS, the FAA has considered the views of the public and the Parties to the PA and has reviewed all the comments received by the close of the comment period for the Draft EA and Draft Section 4(f) Statement and will provide responses in the Final EA; and
**WHEREAS**, all Parties to the PA agree that once this PA is executed and the FAA approves the Undertaking, the City may proceed with demolition of Terminal A and construction of the proposed replacement terminal upon compliance with Stipulations IV and VII; and

**WHEREAS**, the Parties to the PA agree that the City may only proceed with demolition of Terminal B and Terminal C upon compliance with Stipulation VIII; and

**WHEREAS**, the FAA will submit an executed copy of this PA pursuant to 36 CFR 800.11(f), to the ACHP; and

**NOW, THEREFORE**, the FAA; the SHPO; the City, by and through its KCAD; the Kaw Nation; the Osage Nation; the Pawnee Nation; and the Ponca Tribe of Oklahoma agree that the proposed Undertaking shall be carried out in accordance with the following stipulations in order to address any unknown archaeologic or cultural resources and resolve the adverse effect of the proposed Undertaking on the historic district.

**STIPULATIONS**

If the FAA issues a determination approving the proposed Undertaking as described in the Environmental Assessment, Section 4(f) Statement, and Section 106 evaluation, the FAA, in coordination with the SHPO, the City, and the Tribes will ensure that the following mitigation measures are carried out:

**I. APPLICABILITY**

This PA establishes procedures for consultation and coordination among the FAA, the SHPO, KCAD, and the Tribes for compliance with Section 106 of the NHPA regarding the proposed Undertaking. This PA also establishes the mitigation measures that must be completed to resolve the adverse effects of the proposed Undertaking.

**II. ROLES AND RESPONSIBILITIES**

**A.** The director of the FAA Central Region, Airports Division is the Federal agency official responsible for compliance with this PA.

**B.** The FAA will ensure that its personnel or individuals carrying out historic preservation compliance work on its behalf meet the Secretary of the Interior’s Professional Qualification Standards (36 CFR Part 61) and have the knowledge to assess the resources within the Undertaking’s APE.

**C.** The FAA is responsible for consultation with the Tribes. This responsibility may not be carried out on behalf of the FAA by another entity. However, routine coordination, such as work activities and daily reports, may be carried out by KCAD and their consultants, on the FAA’s behalf.
D. The FAA remains responsible for all determinations of NRHP eligibility and effect. The FAA may not delegate consultation for findings and determinations to professional services consultants.

III. COMMUNICATION

A. The FAA, SHPO, and KCAD agree to maintain the confidentiality of information pertaining to historic properties of traditional religious or cultural importance to the Tribes.

B. Project correspondence related to compliance with the stipulations in this PA will be submitted to the FAA, SHPO, KCAD, and the Tribes concurrently.

C. The FAA, SHPO, KCAD, and the Tribes shall each designate a consultation representative. The points of contact for each is provided in Attachment 3. Changes to the consultation representatives will be provided to the FAA, SHPO, KCAD, and the Tribes within seven (7) calendar days of such change.

IV. CONSTRUCTION MONITORING

KCAD will have a professional archaeologist who meets the Secretary of Interior’s Professional Qualification Standards present to conduct construction monitoring during certain ground disturbing activities associated with the proposed Undertaking. The FAA, SHPO, KCAD, and the Tribes agree to adhere to the Plan for Construction Monitoring as provided in Attachment 4.

V. UNANTICIPATED DISCOVERIES OF CULTURAL RESOURCES AND ARTIFACTS

In the event that previously unreported and unanticipated cultural resource sites or artifacts are encountered during construction of the proposed Undertaking, KCAD will ensure that the proposed Undertaking is in compliance with all applicable Federal and state laws and regulations, including Section 106 of the NHPA. The FAA, SHPO, KCAD, and the Tribes agree to adhere to the Plan for Unanticipated Discoveries of Cultural Resources Sites and Artifacts as provided in Attachment 5.

VI. INADVERTENT DISCOVERIES OF HUMAN REMAINS, FUNERARY OBJECTS, SACRED OBJECTS, AND OBJECTS OF CULTURAL PATRIMONY

The respectful treatment of human remains and burial furniture is a paramount concern to the FAA, the SHPO, KCAD, the Tribes, and the local community. Should KCAD personnel, contractors, or other individuals fail to report a post-review discovery of human remains, they may be subject to penalties under the Missouri unmarked human burial law (Missouri Revised Statute 194.400–410) and under the Missouri public and private cemeteries human burial law (Missouri Revised Statute §214). These, and other laws, protect and provide consultation procedures for addressing impacts to, and discoveries of, human remains and graves on private lands within the State of Missouri. In the event of an inadvertent discovery of human
remains, even if such remains are in fragmentary form, the FAA, SHPO, KCAD, and the Tribes agree to adhere to the Plan for Inadvertent Discoveries of Human Remains, Funerary Objects, Sacred Objects, and Objects of Cultural Patrimony as provided in Attachment 6.

VII. PHOTOGRAPHIC RECORD OF TERMINAL A

Prior to the demolition of Terminal A, KCAD will create a photographic record of Terminal A in accordance with the National Register Photo Policy Standards. The SHPO will consult on the selection of images to be printed for archival purposes. The FAA, SHPO, and KCAD agree to adhere to the Plan for Photographic Record of Terminal A as provided in Attachment 7. The photographic record of Terminal A does not need to be completed concurrently with Stipulation VIII.

VIII. ADDITIONAL MITIGATION MEASURES

In recognition of the loss of integrity that would render the historic district ineligible for the NRHP as a consequence of the demolition of the terminal complex, additional mitigation measures will be developed to fully resolve the adverse effects of the proposed Undertaking. Once selected, the mitigation measures must be complete before the City may implement the remainder of the proposed Undertaking, specifically the demolition of Terminal B and Terminal C (anticipated by 2022). The FAA, SHPO, and KCAD agree to adhere to the Plan for Additional Mitigation Measures as provided in Attachment 8. These additional mitigation measures may be completed after Terminal A is demolished and the new replacement terminal is constructed.

IX. MONITORING AND REPORTING

Each year following the Effective Date of this PA until it expires or is terminated, KCAD will provide to the FAA, the SHPO, and Tribes a summary status report detailing work undertaken pursuant to its terms. Such report shall include any scheduling changes proposed, any problems encountered, and any disputes and objections received in the efforts to carry out the terms of this PA. The report will be submitted electronically and hardcopy via regular mail to the FAA, the SHPO, and Tribes. The timeframe for the annual report shall commence from the Effective Date of this PA.

X. EFFECTIVE DATE AND DURATION

A. This PA will be effective on the date the last Signatory signs the PA.

B. This PA will expire if its terms are not carried out within five (5) years from the Effective Date. Prior to expiration of the PA, the Signatories shall consult to reconsider the terms of the PA and amend it in accordance with Stipulation XII.
XI. DISPUTE RESOLUTION

Should any Party to the PA provide written objection at any time to any actions proposed, or the manner in which the terms of this PA are implemented, FAA shall consult with the objecting party to resolve the objection. If, after initiating such consultation FAA determines that the objection cannot be resolved through consultation, FAA shall:

A. Forward all documentation relevant to the dispute, including FAA’s proposed resolution, to the ACHP with a copy to the other Parties to this PA and request that the ACHP provide FAA with its advice on the resolution of the objection within thirty (30) calendar days of receiving adequate documentation. All Parties shall be given fifteen (15) calendar days to provide FAA its comments on any advice provided by the ACHP. Prior to reaching a final decision on the dispute, FAA shall prepare a written response that takes into account any timely advice or comments regarding the dispute from each Party and provide the Parties and the ACHP with a copy of this written response. FAA will then proceed according to its final decision.

B. If the ACHP does not provide its advice regarding the dispute within the thirty (30) calendar day time period, FAA may make a final decision on the dispute and proceed accordingly. Prior to reaching a final decision on the dispute, FAA shall prepare a written response that takes into account any timely advice or comments regarding the dispute from each Party and provide the Parties and the ACHP with a copy of this written response.

C. FAA may then proceed according to its decision. The Parties remain responsible for carrying out all the other actions subject to the terms of this PA that are not the subject of the dispute.

XII. AMENDMENTS

Any Party to this PA may propose that the PA be amended, whereupon the Parties will consult in accordance with 36 CFR Part 800.6(c)(7) to consider such an amendment. The amendment will be effective on the date the last Signatory signs the amendment. No amendment shall be effective unless it is in writing and signed by all Signatories to this PA.

XIII. TERMINATION

A. If any Party to this PA determines that its terms will not, or cannot be carried out, that Party shall immediately consult with the other Parties to attempt to develop an amendment per Stipulation XII. If within forty-five (45) calendar days (or another time period agreed to by all Parties) an amendment cannot be reached, any Party may terminate the PA upon written notification to the other Parties.
B. Once the PA is terminated and prior to work continuing on the proposed Undertaking, FAA must either (a) execute another PA or agreement with different terms pursuant to 36 CFR §800.6 or (b) take into account and respond to the comments of the ACHP under 36 CFR §800.7. FAA shall notify the Parties as to the course of action it will pursue. The FAA will undertake its obligations pursuant to applicable statutes, regulations, and Orders.

Execution of this PA by the FAA, the SHPO, the KCAD, the Kaw Nation, the Osage Nation, the Pawnee Nation, and the Ponca Tribe of Oklahoma and implementation of its terms evidences that the FAA has taken into account the effects of this proposed Undertaking on historic properties and afforded the ACHP an opportunity to comment.
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Signatory:

Federal Aviation Administration

By: ___________________________ Date: ___________________________

Jim Johnson, Director, Central Region, Airports Division ACE-600
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Signatory:

Missouri State Historic Preservation Office

By: Dr. Toni M. Prawl, Deputy State Historic Preservation Officer

Date:
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Signatory:

City of Kansas City, Missouri (by and through Kansas City Aviation Department)

By: ___________________________ Date: ___________________________

Pat Klein, Director, Aviation Department

Approved as to form:

By: ___________________________ Date: ___________________________

Galen P. Beaufort, Senior Associate City Attorney
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Invited Signatory:

Kaw Nation

By: Date:

Crystal Douglas, Tribal Historic Preservation Officer
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Invited Signatory:

Osage Nation

By: Geoffrey M. Standing Bear, Principal Chief
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Invited Signatory:

Pawnee Nation

By: Date:

Matt Reed, Tribal Historic Preservation Officer
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Invited Signatory:

Ponca Tribe of Oklahoma

By: Halona Cabe, Tribal Historic Preservation Officer
Attachment 1: Proposed Undertaking

The drawing shows a conceptual layout of buildings, roadways, and taxiways.
Attachment 2: Areas of Potential Effects
Attachment 3: Points of Contact

Federal Aviation Administration

Primary contact:
Jim Johnson
Central Region Airport Division Director
Airports Division (ACE-600), Room 364
901 Locust St.
Kansas City, MO 64106-2325
816-329-2600
Jim.Johnso@faa.gov
Method of contact for project notification and documentation: email
Method of contact for other communication: email or phone

Secondary contact:
Scott Tener
Environmental Specialist
901 Locust St., Room 364
Kansas City, MO 64106-2325
816-329-2639
Scott.Tener@faa.gov
Method of contact for project notification and documentation: email
Method of contact for other communication: email or phone

Missouri State Historic Preservation Office

Primary contact:
Dr. Toni M. Prawl
Director
PO Box 176
Jefferson City, MO 65102
573-751-2123
Toni.Prawl@dnr.mo.gov
Method of contact for project notification and documentation: [postal mail and email]
Method of contact for other communication: [postal mail, email, phone call]

Secondary contact:
Amanda Burke, MFA
Historic Preservation Specialist
PO Box 176
Jefferson City, MO 65102
573-522-4641
Amanda.Burke@dnr.mo.gov
Method of contact for project notification and documentation: [postal mail or email]
Method of contact for other communication: [postal mail, email, phone call]
City of Kansas City, Missouri

Primary contact:
Pat Klein
Director of Aviation (Airport Director)
City of Kansas City, Aviation Department
601 Brasilia Avenue
Kansas City, MO 64153
816-243-3107
Pat.Klein@kcmo.org
Method of contact for project notification and documentation: [email, phone, postal mail]
Method of contact for other communication: [email, phone, postal mail]

Secondary contact:
Jade Liska
Deputy Director - Planning and Engineering Division
City of Kansas City, Aviation Department
601 Brasilia Avenue
Kansas City, MO 64153
816-243-3045
Jade.Liska@kcmo.org
Method of contact for project notification and documentation: [email, phone, postal mail]
Method of contact for other communication: [email, phone, postal mail]

Kaw Nation

Primary contact:
Crystal Douglas
Historic Preservation Office
P.O. Box 50
Kaw City, Oklahoma
1-866-404-5297 extension 235
Crystal.Douglas@kawnation.com
Method of contact for project notification and documentation: [postal mail or email]
Method of contact for other communication: [postal mail, email, phone call]

Secondary contact:
N/A
Osage Nation

Primary contact:
Dr. Andrea A. Hunter
Tribal Historic Preservation Officer/Director
Osage Nation
627 Grandview Avenue
Pawhuska, OK 74056
918-287-5671
ahunter@osagenation-nsn.gov
Method of contact for project notification and documentation: postal mail/courier
Method of contact for other communication: email, phone call

Secondary contact:
John Fox
Archaeologist
Osage Nation
627 Grandview Avenue
Pawhuska, OK 74056
918-287-5274
jfox@osagenation-nsn.gov
Method of contact for project notification and documentation: postal mail/courier
Method of contact for other communication: email, phone call

Pawnee Nation

Primary contact:
Matt Reed
Historic Preservation Officer Pawnee Nation
P.O. Box 470
Pawnee, Oklahoma 74058
918-762-2180
jreed@pawneenation.org
Method of contact for project notification and documentation: postal mail/courier
Method of contact for other communication: [postal mail, phone call]

Secondary contact:
N/A
Ponca Tribe of Oklahoma

Primary contact:
Halona Cabe
Tribal Historic Preservation Officer
121 White Eagle Drive
Ponca City, Oklahoma 74601
580-763-0120
Halona.Clawson@ponca.com
Method of contact for project notification and documentation: [postal mail or email]
Method of contact for other communication: [postal mail, email, phone call]

Secondary contact:
N/A
Attachment 4: Plan for Construction Monitoring

KCAD will have a professional archaeologist (project archaeologist) who meets the Secretary of Interior’s Professional Qualification Standards present to conduct construction monitoring during certain ground disturbing activities associated with the proposed Undertaking.

Monitoring is defined as active observation of earth-moving or other work that could adversely affect unknown cultural resources within the direct APE. KCAD will ensure that all stages of any necessary field investigation, laboratory work, analysis, and report preparation comply with the Secretary of the Interior’s Standards and Guidelines for Archeology and Historic Preservation (48 FR 44716). In addition, both the Principal Investigator and any supervising archaeologists employed subsequent to any unanticipated discovery will meet the Secretary of Interior’s Professional Qualification Standards and the professional qualification requirements for certification in the Register of Professional Archaeologists and follow the Code of Conduct and Standards for Research and Performance.

(1). KCAD will ensure that the selected contractor(s) will implement all provisions, stipulations, techniques, methods, analyses, interpretation, and documentation called for in this PA.

(2). Based on past work and investigations, not all areas of the direct APE are considered likely to yield unknown cultural resources. In order that the project archaeologist is aware of the areas with the most potential for unexpected archaeological discoveries, KCAD will provide the results of all previous archaeological investigations within the direct APE to the project archaeologist.

(3). KCAD will supply the project archaeologist with a construction schedule and design plans prior to the initiation of ground disturbing activities. It is estimated that the project archaeologist would be required to be on-site in three main phases of construction including; 1) demolition of Terminal A and initial stages of construction, such as site preparation and foundation work, for the replacement terminal; 2) demolition of Terminal B; and 3) demolition of Terminal C.

(4). Any grading and excavation activities within the direct APE that have not been identified as containing redeposited fill material from the construction of the original terminals or having been previously disturbed shall be monitored by a qualified archaeologist. The project archaeologist shall be empowered to halt construction activities in the immediate area if potentially significant resources are identified. Test excavations may be necessary to reveal whether such findings are significant or insignificant. In the event of notification by the project archaeologist that a potentially significant or unique archaeological/cultural find has been unearthed, Stipulations identified in V and/or VI will be implemented.
Initial determinations of those areas that require archaeological monitoring will be made based on construction plans prior to the start of grading and construction activities by the qualified archaeologist. The known depth of redeposited fill or disturbance versus the depth of the planned grading activities are crucial factors in the determination of the areas in which archaeological monitoring is required. The identification of those areas that should be subjected to archaeological monitoring (e.g., those areas not identified as containing redeposited fill material or having been previously disturbed) will be made by the project archeologist, and will be made in consultation with the FAA, SHPO, and the Tribes.

The project archeologist will provide a Master Monitoring Plan including a map of anticipated areas requiring archaeological monitoring and the methodology both for determining those areas and how they will be monitored. KCAD will submit the plan prior to the start of each of the three main phases of construction for review by FAA, SHPO, and Tribes with a maximum of 30 days for review and comment. Because the Undertaking is a design-build project, if there are any changes from the original Master Monitoring Plan or any changes identified by the project archaeologist, KCAD would submit any new information to the FAA, SHPO, and Tribes for a 15-day review resulting from more specific construction plans.

If there is disagreement between the City, the FAA, the SHPO, and the Tribes on which anticipated areas require archaeological monitoring or how they will be monitored, there will be a meeting via telecom to discuss the issues to work out a solution. All comments by the FAA, the SHPO, and the Tribes will be taken into account. The final determination will be made by the project archeologist who will have the best understanding of the conditions on the ground.

The project archaeologist will be provided the limits of cut and fill from the original terminals construction records. Monitoring in areas with the potential for subsurface archaeological deposits will be monitored at a frequency to be determined by the project archaeologist. The project archaeologist would pay close attention to any changes in the soil morphology, color, and features that might be exposed during sediment scrapings done by bulldozers or other construction equipment.

There will be only one project archaeologist. However, depending on the construction schedule, the project archaeologist may use other monitors, including Tribal monitors if applicable in order to ensure the protection of unexpected archaeological discoveries. The project archaeologist will direct these monitors, including Tribal monitors if applicable in the field.
Procedures for archaeological monitoring in the direct APE for this Undertaking are as follows:

**a.** Excavation and any other ground-disturbing activity in areas designated as having a high potential for subsurface archaeological deposits will be monitored full time by the project archaeologist. Areas having a high potential for archaeological deposits will include areas determined to contain undisturbed, native soils. As the potential for unidentified resources changes, the project archaeologist has the authority to change the monitoring requirement to part-time observation or periodic spot checking. The project archaeologist will have the responsibility of stipulating the preservation or protection of newly discovered archaeological sites. Only after these areas have been viewed during grading, and these observations verify the reduced potential for cultural resources corresponding to the level of disturbances encountered, will the monitoring requirements be relaxed. The project archaeologist will have the final decision regarding the time, duration, and intensity of monitoring activities.

**b.** Construction excavation and any other ground-disturbing activity in areas designated as potentially containing redeposited fill or having been disturbed to an unknown depth will be monitored periodically or suspended entirely as determined by the project archaeologist.

**c.** The project archaeologist will determine the number of monitors including Tribal monitors if applicable on any given day based on the level of effort proposed for excavation and other ground-disturbing activities. Any activity in areas designated as having a high potential for subsurface archaeological deposits are more likely to require additional archaeological monitors.

**d.** Monitor(s) will examine all exposed soil profiles for archaeological deposits as safety conditions permit. The archaeological monitor(s) shall also have access to all geological soils testing in order to track the documented locations and depths of fill soil.

**e.** If the project archaeologist, in consultation with the FAA, KCAD, SHPO, and Tribes, determines that excavations are needed in order to evaluate the significant of the identified cultural deposit, the site will be fenced or flagged off and construction activity diverted away from the area as described in the applicable stipulation. The fencing or flagging will serve to mark site boundaries and to keep construction equipment away from the potential archaeological deposit until further investigation is conducted.
f. All monitoring activity will be recorded on a daily basis. These daily reports will provide the basis for the monitoring closure report. The project archaeologist and monitor(s), including Tribal monitor(s) if applicable will take photographs to aid in the documentation efforts. The project archaeologist will submit daily and weekly electronic reports summarizing the day’s and week’s monitoring activity to the FAA, KCAD, SHPO, and Tribes. The FAA, KCAD, SHPO, and Tribes will have forty-eight (48) hours to comment on all daily reports and seven (7) calendar days to comment on all weekly reports. The weekly report will consist of the combined daily reports so they can be reviewed efficiently. If there are any significant findings that require immediate attention an email marked urgent will be sent to the FAA, SHPO, and Tribes.

g. The project archaeologist and monitor(s) and Tribal monitor(s) if applicable shall follow the safety and access protocol defined by KCAD and construction contractor. All archeological monitors working at the site shall be properly attired with construction vests, hard hats, construction boots, and long pants at all times within the construction zones.

(5). If during construction there are any Unanticipated Discoveries of Cultural Resources Sites and Artifacts or Inadvertent Discoveries of Human Remains, Funerary Objects, Sacred Objects, and Objects of Cultural Patrimony, Stipulations V and/or VI of this PA will be implemented.

(6). Thirty (30) calendar days after the conclusion of the construction monitoring for each of the three main phases of construction including; 1) demolition of Terminal A and initial stages of construction for the replacement terminal; 2) demolition of Terminal B; and 3) demolition of Terminal C; the project archaeologist will complete a descriptive monitoring closure report and provide the report to the FAA, KCAD, SHPO, and Tribes. The monitoring closure report shall contain at a minimum: field notes, formal written descriptions of the monitoring activities, and a summary of the findings. The monitoring closure report will be submitted electronically and hardcopy via regular mail to the FAA, KCAD, SHPO, and Tribes. The FAA, KCAD, SHPO, and Tribes will have forty-five (45) calendar days to review and comment on each monitoring closure report.
KCAD will ensure that the following procedures are used in the event that previously unreported and unanticipated cultural resource sites or artifacts are encountered during the construction of the proposed Undertaking. The procedures are intended to ensure that the proposed Undertaking is in compliance with all applicable federal and state laws and regulations, including Section 106 of the NHPA. KCAD will include in all contractor agreements and other documentation step-by-step procedures for the contractor or other individuals to follow regarding their role when inadvertent discoveries occur.

(1). In the event that previously unidentified resources are discovered during ground disturbing activities, all work within a designated buffer zone shall stop immediately. The buffer zone will be one hundred (100) meter radius around the discovery and in the surrounding area where further subsurface archaeological resources can reasonably be expected to occur. The project archaeologist, as defined above in Attachment 4, Plan for Construction Monitoring, will ensure that the boundaries of any identified sites are appropriately established and recorded. Construction may continue outside this buffer zone. KCAD by and through its contractor will implement interim measures to protect the discovery from looting and vandalism, including, but not limited to, flagging or fencing the area, and providing additional security.

(2). If KCAD representatives are not present, the contractor will immediately contact KCAD, see Attachment 3, Points of Contact, which will immediately notify the FAA, the SHPO, and law enforcement (Missouri Revised Statute §194.406).

(3). Within twenty-four (24) hours of receipt of notification of the discovery, an archaeologist meeting the Secretary of the Interior’s Standards and Guidelines (SOI) shall:

   a. Inspect the work site to determine the extent of the discovery and ensure that work activities have halted within the buffer zone; and
   b. Clearly mark the area of the discovery by means of flagging or fencing to protect the area from looting and vandalism; and
   c. Provide an initial assessment of the site’s condition and eligibility to KCAD and the FAA. The FAA will then immediately notify the SHPO and the Tribes by phone and email.

(4). Within fourteen (14) calendar days of the original notification of discovery, the FAA, in consultation with the SHPO and the Tribes, will determine the NRHP eligibility of the resource. The FAA, SHPO, or the Tribes may extend this fourteen (14)-day calendar period one time by an additional seven (7) calendar days, with the party requesting extension providing written notice to the other parties prior to the expiration date of the said fourteen (14)-day calendar period.
(5). If the resource site or artifact is or may be eligible for the NRHP, the FAA, in consultation with the SHPO and Tribes, shall submit to the SHPO and/or Tribes depending on applicability a plan for its avoidance, protection, or recovery of information through the established Section 106 process. Said plan will be submitted to the SHPO and Tribes for comment within fourteen (14) calendar days of a determination of eligibility. The SHPO/Tribes shall approve the final plan prior to implementation.

(6). Following consultation and concurrence with the SHPO and the Tribes, work in the affected area may resume pending either:

a. Development and implementation of an appropriate data recovery plan or other recommended mitigation procedures. Statements regarding the potential significance of any site remnants not removed during data recovery will be included; or

b. Determination that the located site or artifact is not eligible for inclusion in the NRHP.

(7). Upon request, the Tribes and the SHPO shall be able to visit the site with the FAA and KCAD.

(8). All artifacts will be collected and temporarily curated by the project archaeologist until returned to the landowner, KCAD, in accordance with state law. The artifacts will be permanently curated at an institution determined in consultation among the FAA, the SHPO, KCAD, and the Tribes. All artifacts must be curated and preserved according to the National Park Service’s Standards for Historic Vessel Preservation Projects.

(9). The FAA will seek and take into account the recommendations of the Keeper of the NRHP in resolving any disagreements regarding eligibility of a site or artifact to the NRHP or ACHP in resolving any disagreements that may arise regarding resolution of adverse effects.

(10). If required under 36 CFR Part 800, the FAA will conduct additional consultation not specifically addressed herein.

(11). The project archaeologist will provide daily and weekly progress reports in electronic format documenting any recovery efforts to the FAA, SHPO, KCAD, and the Tribes. The FAA, SHPO, KCAD, and the Tribes will have forty-eight (48) hours to review and comment on the daily reports and seven (7) calendar days to review and comment on all weekly reports. Within thirty (30) calendar days after recovery is complete, the project archaeologist will provide a closure report electronically and hardcopy via regular mail to the FAA, SHPO, and the Tribes. The FAA, SHPO, and the Tribes will have forty-five (45) calendar days to review and comment on the closure report. Statements regarding the potential significance of any site remnants not removed during data recovery will be included in the closure report. Data that would divulge the specific location of the site or any remaining features will not be included in any report made available to the public and will be made available only to the FAA, the SHPO, and the Tribes.
Attachment 6:
Plan for Inadvertent Discoveries of Human Remains, Funerary Objects, Sacred Objects, and Objects of Cultural Patrimony

The respectful treatment of human remains and burial furniture is a paramount concern to the FAA, the SHPO, the KCAD, the Tribes, and the local community. The following will be a condition to the proposed Undertaking. KCAD will include in all contractor agreements and other documentation step-by-step procedures for the contractor or other individual to follow regarding their role when inadvertent discoveries occur. Should KCAD personnel, contractors, or other individuals fail to report a post-review discovery of human remains, they may be subject to penalties under the Missouri unmarked human burial law Missouri Revised Statute §§194.400–410 and under the Missouri public and private cemeteries human burial law Missouri Revised Statute §214. These, and other laws, protect and provide consultation procedures for addressing impacts to, and discoveries of, human remains and graves on private lands within the State of Missouri. The purpose of these procedures is to ensure the respectful treatment of human remains and burial furniture and to ensure that the Tribes’ and the local community’s concerns are fully considered. In the event of an inadvertent discovery of human remains, even if such remains are in fragmentary form, KCAD will ensure the following occurs.

(1). Any City employee, contractor, subcontractor, or other individual who knows or has reason to know that he or she has inadvertently discovered human remains, funerary objects, sacred objects, or objects of cultural patrimony during construction or maintenance activities must provide immediate telephone notification of the inadvertent discovery to KCAD, Airport Director, see Attachment 3, Points of Contact.

(2). KCAD will ensure that all work is immediately stopped within a one hundred (100) meter radius buffer zone around the point of discovery. KCAD will assume responsibility for implementing additional measures, as appropriate, to protect the discovery from looting and vandalism until the requirements of the Missouri unmarked human burial law (Missouri Revised Statute §§194.400–410) have been completed, but must not remove or otherwise disturb any human remains or other items in the immediate vicinity of the discovery.

(3). KCAD, Airport Director, will immediately notify local law enforcement in accordance with Missouri Revised Statute §194.406 by telephone of the discovery of unmarked human remains and accompany local law enforcement personnel during all field investigations. Local law enforcement will investigate the human remains and contact the Medical Examiner Office.

(4). KCAD will notify the FAA, and the FAA will notify the SHPO and the Tribes by telephone and email within twenty-four (24) hours of the discovery of human remains, funerary objects, sacred objects, items of cultural patrimony, or burial furniture and inform them of the steps already taken to address the discovery.
(5). KCAD will take immediate steps, if necessary, to further secure and protect inadvertently discovered human remains, funerary objects, sacred objects, or items of cultural patrimony, including, as appropriate, stabilization, or covering using natural materials, i.e., canvas tarps of the find location.

(6). Other than for crime scene investigation, no excavation, examination, photographs, or analysis of human remains will be conducted by the FAA, KCAD, or any other professional without first consulting with the Tribes. In the instance of human remains suspected of being Native American, the Tribes or, if affiliation is established, the specific Tribe must provide permission for excavation, examination, photographs, or analysis of human remains. Upon discovery of human remains suspected of being Native American, KCAD and FAA will consult with the Tribes or specific Tribe to create mitigation measures or alterations to the Undertaking to address if the Tribes would like the remains to stay in place. If the remains are unable to stay in place consultation under Native American Graves Protection and Repatriation Act (NAGPRA) would be initiated. It may be possible for immediate reinternment of remains on other airport property that would not interfere with long-term airport development plans.

(7). If upon investigation, the local law enforcement officer determines that the remains are not involved in a legal investigation, the protocol implementing the Missouri unmarked human burial law (Missouri Revised Statute §§194.400-410) will apply.

(8). The KCAD in consultation with the FAA, SHPO, and Tribes, will have seven (7) calendar days to determine the degree to which the human remains were disturbed; and, if possible without any further disturbance, using reasonable measures to assess their potential age, cultural affiliation, and identity. The KCAD will notify the FAA, SHPO, and the Tribes of its findings. This notification must include pertinent information as to kinds of human remains, funerary objects, sacred objects, or items of cultural patrimony discovered, their condition, and the circumstances of their inadvertent discovery. The FAA will also inform the Tribes of any involvement the SHPO plans to have in the process.

(9). The Tribes will have seventy-two (72) hours to respond verbally followed by written response via U.S. mail and electronic mail. The response will specify each Tribe’s intent to conduct or decline further consultation.
(10). The FAA will consult with the Tribes and the SHPO, or other interested parties such as living descendants whether they are Parties to this PA or not, regarding additional measures to avoid and protect or mitigate the adverse effect of the proposed Undertaking on the human remains and grave site. These measures may include:

a. Formally evaluate the archaeological site for NRHP-eligibility;
b. Visits to the site by the SHPO, Tribes, and other consulting parties;
c. Explore potential alternatives to avoid the human remains or grave;
d. Develop a mitigation plan by the KCAD in consultation and concurrence with the appropriate SHPO, Tribes, or identified lineal descendant, including procedures for disinterment and re-interment; and
e. Implementation of the mitigation plan.

(11). The FAA and KCAD, in consultation with the SHPO, the Tribes and other interested parties (such as living descendants whether they are Parties to this PA or not), may consult with a qualified physical anthropologist, forensic scientist, or other experts as may be needed to examine and assess the inadvertent discovery. The evaluation will be conducted at the site of discovery. The consulting expert will be allowed to draw and measure the exposed remains and associated funerary objects. No photographs or digital images will be permitted. Drawings and other records will be curated by the SHPO. Drawings cannot be published in any form or shown as part of scholarly presentations without the written permission of the Tribes or nearest living descendant, as applicable. If, after a determination by a qualified physical anthropologist, forensic scientist, or other experts in consultation with SHPO, Tribes, and other consulting parties, the human remains are not Native American then FAA, in consultation with the SHPO will determine how to treat the remains per Missouri Revised Statute §§194.400–410.

(12). KCAD recognizes that it is preferable to leave a burial in place along with all associated artifacts; however, if the burial is to be removed, KCAD commits to reburying the human remains in accordance with state law, along with all associated prehistoric and/or historic artifacts. If the burial is to be removed, the human remains and all associated objects will be mapped prior to their removal and then removed. The decision to disinter the remains as well as subsequent plans for reburial will be made in consultation and concurrence with the Tribes and other consulting parties. In the instance of human remains suspected of being Native American, the Tribes or, if affiliation is established, the specific Tribe must provide permission to disinter the remains as well as approve any subsequent plans for reburial. If the remains are determined to be Native American, KCAD and FAA will consult with the Tribes or specific Tribe to create mitigation measures or alterations to the Undertaking to address if the Tribes would like the remains to stay in place. If the remains are unable to stay in place consultation under Native American Graves Protection and Repatriation Act (NAGPRA) would be initiated. It may be possible for immediate reinternment of remains on other airport property that would not interfere with long-term airport development plans. Additionally, if the remains are determined to be non-Native American remains they would be subject to state law which requires the Missouri Advisory Council of Historic Preservation to be involved in the reinternment decision. KCAD would be willing to handle reburial if necessary.
(13). KCAD will provide daily human remains recovery reports in the event human remains are discovered in electronic format to the FAA, the SHPO, and the Tribes. The FAA, SHPO, KCAD, and the Tribes will have forty-eight (48) hours to review and comment on the daily reports.

(14). KCAD will prepare a report of findings describing the Inadvertent Discoveries of Human Remains, Funerary Objects, Sacred Objects, and Objects of Cultural Patrimony within thirty (30) calendar days of the resolution of each inadvertent discovery. This report must meet the Secretary of the Interior’s Standards and Guidelines for Archeology and Historic Preservation (49 FR 44716). Copies of the report will be provided electronically and hardcopy via regular mail to the SHPO, the FAA, the Tribes, and, if appropriate, other interested parties (such as living descendants whether they are Parties to this PA or not).
Attachment 7: Plan for Photographic Record of Terminal A

(1). KCAD will contract with a historian or architectural historian who meets Secretary of the Interior’s Professional Qualification Standards (36 CFR Part 61) to create a photographic record of Terminal A with a high-resolution digital camera in accordance with the National Register Photo Policy Standards. The views of the photographs include general environment, front facade, front and rear perspective views, typical windows, and exterior and interior views. The photographs will be submitted to the SHPO for review. The SHPO will consult on the selection of approximately eighty (80) images to be printed for archival purposes and provide final approval within thirty (30) calendar days of submittal of the printed photographs. These photographs may be submitted before products in Stipulation VIII. Demolition of Terminal A may be begin upon written acceptance of the printed and digital photographs, photo key, photo log, photo map by SHPO, and execution of this PA.

(2). Upon final approval of the images to be archived by the SHPO, KCAD will print one set of images as 8 inches by 10 inches black and white photographs on Epson Ultra-Premium Luster Photo Paper. The final photo submissions will include the photographs labeled on the back with soft lead pencil or archival pen. The final printed photographs will be submitted to the SHPO.

(3). KCAD will provide an archival CD with the original color.JPG images, photo key, photo log, and map documenting the location and direction of each photo all of which meet the National Register Photo Policy Standards to the FAA and the SHPO.

(4). Upon written acceptance of the printed and digital images by the SHPO and execution of this PA, KCAD may begin demolition of Terminal A.

(5). The KCAD and the SHPO will be the repository for this information. KCAD will notify the Missouri State Archives or other interested institutions or repositories to determine if they would like a copy of the documentation, KCAD will provide access to any interested institutions with a free, digital copy of the images. Physical copies may be provided at the requester’s expense for printing and shipping.
Attachment 8: Plan for Additional Mitigation Measures

There is already a good amount of information known and recorded about the existing historic property. Therefore, the following provides for development of additional mitigation measures to resolve the adverse effects of the proposed Undertaking. Once selected, the mitigation measures must be complete before the City may implement the demolition of Terminal B and Terminal C (anticipated by 2022).

(1). Commission Creation. The City and KCAD understands it is important to involve the public in the development of meaningful mitigation projects and to afford community leaders and stakeholders the opportunity to collaborate with the City and help select the mitigation projects that are the most meaningful to the Kansas City community. The following provides the procedures for selection of the mitigation participants (Commission) and the process to determine the appropriate mitigation for the proposed Undertaking.

a. At the request of the SHPO, KCAD initially contacted the following organizations to determine their interest in participating in this mitigation process:

   • TWA Museum (Pamela R. Blaschum, Director)
   • Platte County Historical Society (Lisa Wittmeyer, Curator)
   • Historic Kansas City (Lisa Briscoe, Executive Director)
     (KCModern is an affiliate group of Historic Kansas City)
   • AIA KC (Dawn Taylor, Executive Director)
   • City of Kansas City, Missouri (Bradley Wolf, City Historic Preservation Officer)

The total Commission participants shall be no more than nine (9) members. The five (5) organizations contacted have initially agreed to participate. The SHPO, the FAA, and KCAD may recommend other Commission participants; however, the KCAD, Airport Director, has discretion to make up to four (4) final selections to the Commission.

b. KCAD shall be responsible for hosting and providing meeting space for a series of meetings by the Commission to consider suitable mitigation projects for the adverse effect to the historic property. The total number of meetings for this Commission should not exceed six (6) meetings lasting in duration of between one (1) hour to one and half hours. If the Commission feels at the end of these six (6) meetings additional time is needed, KCAD will accommodate additional meetings at the Commission’s request. KCAD will inform the FAA and the SHPO of any additional meetings.
c. After final determination of all the members of the Commission, KCAD will poll the members to determine the day and time that works for all members for the meetings. KCAD will make every effort to establish a time when all members of the Commission can be present for the kickoff meeting. It is anticipated that the kickoff meeting will be held within thirty (30) calendar days of the Effective Date of this PA. If that is not possible, the first meeting will occur at the soonest agreed upon date and time by all members. The KCAD shall be responsible for recording the meeting minutes of each of the meetings. These meeting minutes will be provided electronically to the Commission participants and the SHPO within one (1) week of each meeting.

During the first meeting, KCAD will provide a history of the historic property and a description of the proposed Undertaking. KCAD will provide the preliminary list of potential mitigation ideas for consideration. KCAD will also be tasked to provide the Commission with any supplemental reports or documentation that they have available concerning the historic property. The KCAD, Airport Director, will be responsible for determining a reasonable budget for potential mitigation measures to help the Commission in their discussion. The initial meeting will also include a discussion of a general timeline for the development of the mitigation projects along with any funding limitations, particularly if federal funding or airport revenues are involved.

The goal of this Commission is to come up with specific creative mitigation options that can be implemented and to rank these potential mitigation projects in order of the Commission’s preference. The role of KCAD is to support the Commission in creating mitigation options. As such, KCAD will be available during Commission meetings to answer questions. Commission members will create a process for coming up with specific creative mitigation options. The Commission will be charged with recording a summary of their recommendations and providing to KCAD. The Commission’s recommendations should take funding limitations into consideration; however, it should not be the sole factor considered. If a recommendation goes over the reasonable budget determined by the KCAD, Airport Director, it may still be presented by the Commission to KCAD for review.

d. After the Commission has reached its recommendations, these recommendations will be provided by KCAD to the FAA and the SHPO either electronically or physically. The City, FAA, and the SHPO shall be provided the opportunity to review and comment on the recommendations provided by the Commission. The City, FAA, and the SHPO shall have thirty (30) calendar days to review. After the thirty (30) calendar days, the KCAD, the FAA, and the SHPO will participate in a meeting either in person or via telecom to discuss the potential mitigation. All comments by the City, the FAA, and the SHPO will be taken into account prior to approval of final mitigation options. The KCAD, the FAA, and the SHPO will approve the potential mitigation projects after consideration of the Commission’s preference and any budgetary limitations to resolve the adverse effects of this proposed Undertaking. If there is disagreement between the City, the FAA, and the SHPO on how the mitigation measures are to be implemented there will be a reconvening of the Commission to determine their intent.
e. The Commission will be consulted throughout the implementation process to ensure the selected mitigation is appropriate and successful. After implementation of the selected mitigation, KCAD will provide the SHPO and the FAA documentation of the completed mitigation efforts. The SHPO will provide acknowledgement of receipt of the documentation when all terms have been met. After the SHPO provides acknowledgement that all the terms have been met, the City may proceed with the demolition of Terminal B and Terminal C.

(2). Preliminary Mitigation Ideas. A preliminary list of potential mitigation ideas for consideration was developed by the KCAD. These mitigation ideas are not intended to be all inclusive but a starting point for deliberation. It is intended that these ideas combined with other ideas should be considered by the Commission when developing the final list of mitigation measures that will resolve the adverse effects of the proposed Undertaking.

a. Select 10-20 images from the photographic record and from historical prints of Terminals A, B, and C to create large format displays. The large format prints would be displayed in the new replacement terminal with an interpretation of these prints to provide insight into the history and architectural style of the existing Terminals A, B, and C.

b. Prepare a scale model, 3-D representation using a laser scan (LIDAR), or interactive display of the historic district that would be displayed in the new replacement terminal. The model or display would include a narrative or other signage about the architect, “Drive-to-the-Gate Concept”, interpret the history of the terminals and the historic district, and information about the Brutalist style of architecture used in the original design.

c. Collect oral histories about the construction and early days of the terminals from construction workers, city leaders, airline employees, and others who were involved with the existing terminals. These oral histories could be created in conjunction with the national StoryCorps project or a similar organization. All participants shall receive a copy of their recordings. In addition, written memoirs, letters, and notes may be included and could be compiled for possible publication or available on the Airport’s website. There is an existing video available on Youtube that documents the construction of the existing terminals. This video was not created as part of this mitigation effort. The Commission may recommend the creation of a new video or altering the existing video.

d. Prepare a video about the design and construction of the existing terminals, “Drive-to-the-Gate Concept”, and the life of the architect Clarence Kivett. The video should be appropriate for use on public television. The video would also be made to run on a screen in the new terminal and available on the Airport’s website along with posting to YouTube.
e. Provide a permanent interpretive electronic display potentially in the form of a kiosk in the new replacement terminal on the history of the airline industry in Kansas City.

f. Create an interactive website presenting the selected ideas including selected images from the photographic record of the historic terminal, oral histories about the construction and early days of the terminals, video about the construction of the existing terminals, history of the airline industry in Kansas City and the architect Clarence Kivett, 3-D representation or virtual walkthrough model of the existing terminals to be available on the Airport’s website.