

EXHIBIT 11



**National Trust for
Historic Preservation**
Save the past. Enrich the future.

November 30, 2012

Ted Matley
Region IX
Federal Transit Administration
201 Mission Street, Suite 1650
San Francisco, CA 94105

Daniel Grabauskas
Honolulu Authority for Rapid Transportation
1099 Alakea Street, 17th Floor
Honolulu, HI 96813

**Re: Inadequate Compliance with Section 106 Programmatic Agreement
(PA) for the Honolulu High-Capacity Transit Corridor Project**

Dear Mr. Matley and Mr. Grabauskas:

On behalf of the National Trust for Historic Preservation, I am writing to express our serious concerns that the Federal Transit Administration (FTA) and the Honolulu Authority for Rapid Transportation (HART) have failed to comply with a number of provisions in the Section 106 Programmatic Agreement (PA) for the Honolulu High-Capacity Transit Corridor Project.

The Hawaii State Historic Preservation Office (SHPO) and the Historic Hawaii Foundation (HHF) have already written to you, on October 15 and 17, 2012, expressing their concerns about the fact that the City of Honolulu is not in compliance with a number of the stipulations in the PA for the project. (Copies of the SHPO and HHF letters are attached as exhibits to this letter.) As far as we are aware, the FTA has not issued any response to these charges.

The National Trust for Historic Preservation would like to echo the concerns that have been raised by the SHPO and HHF about violations of the PA. The National Trust has been involved with this project as a consulting party under Section 106 since 2008. We have continued to participate actively as a consulting party in quarterly conference calls with the City, and more recently, conference calls with the Kako'o. Our involvement and the severity of this project's impacts on historic and cultural resources have given us a keen interest and direct stake in ensuring that the PA is enforced.

Moreover, since the National Trust is designated by Congress as a member of the Advisory Council on Historic Preservation, it is incumbent upon us to remind the FTA that Section 110(I) of the National Historic Preservation Act specifically provides that a Section 106 agreement is binding and enforceable. "Where a section 106 memorandum of agreement has been executed with respect to an undertaking, such memorandum shall govern the undertaking and all of its parts." 16 U.S.C. § 470h-2(I). The FTA must "ensure" that the project is carried out "in accordance with" the agreement. 36 C.F.R. § 800.6(c). To date, there are multiple PA provisions that have not been followed, or have been unreasonably

delayed, in direct violation of the National Historic Preservation Act's commands.

Failure to Hire an Architectural Historian

One of the greatest frustrations among the consulting parties has been the City's failure to hire a professionally qualified architectural historian as explicitly required by Stipulation IX.A. and Stipulation I.G. of the PA. The PA has been in effect for two full years now, and still this glaring compliance deficiency remains unresolved. This issue has been discussed in every recent quarterly conference call and status report. The City has explained that it has "binders full of" architectural historians who are qualified potential candidates for the job, but it has failed to hire one, as required. The time for talk on this issue has long since passed; this violation needs to be cured immediately.

The Historic Hawaii Foundation letter explains in detail that this violation of the PA is not merely a procedural technicality, but will result in demolition and irreparable harm to historic properties. The role of the architectural historian is to ensure that historic preservation concerns are raised and considered during all stages of the planning process, and that these concerns are coordinated across City departments. Having this position filled is critical to ensuring that these goals of the PA will be accomplished.

Among other things, the architectural historian is specifically responsible for coordinating with the City's Department of Planning and Permitting (DPP) to ensure that historic preservation is included in the City's planning for Transit Oriented Development (TOD) along the rail corridor. The indirect impacts of the transit project on nearby historic properties through inducement of higher-density development was one of the key concerns raised by the consulting parties during the Section 106 consultation. In violation of the PA, the City has released the TOD plans for the Downtown and Kalihi Station areas without the required input from a staff architectural historian. These TOD plans show no evidence whatsoever that historic preservation has been considered in the planning process. For example, the plans call for incompatible renovations and even widespread demolition of historic structures in the vicinity of the proposed new transit stations. Dozens of historic properties are at risk, and could be destroyed under the proposed TOD plans. If the architectural historian required by the PA had been in place and consulted during the development of these plans, a more sensitive TOD plan would surely have resulted.

Failure to Comply with Design Standards

One of the fundamental premises underlying the PA was that individual stations within or adjacent to historic districts and other sensitive areas would be designed in a manner that would be compatible with the historic character of the district and would comply with the *Secretary of the Interior's Standards for the Treatment of Historic Properties*. This was to be accomplished in part through the development of a Design Language Pattern Book, and in part through specific neighborhood design workshops that would include a role for consulting parties. (PA Stipulation IV.) Notwithstanding these requirements in the PA, the City has now decided that it will develop "standardized" designs for the stations, which will **not** be based on the surrounding historic context or architectural character of the historic district, but will be uniform throughout the 20-mile-long corridor. Furthermore, the initial designs are being developed for the western-most stations in the corridor, which are not located in proximity to any historic districts. Nor do the designers and contractors for the initial stations have any expertise in historic preservation. This "standardized"

approach, designed for the stations at the non-historic western end of the corridor, will result in an inappropriate, formulaic, cookie-cutter approach that will be forced onto the rest of the corridor regardless of the design's incompatibility with adjacent historic resources.

Failure to Prepare Timely National Register Documentation

The PA requires the City to update or prepare multiple National Register nominations and to update the National Historic Landmark documentation for Pearl Harbor and the CINCPAQ Headquarters. (PA Stipulation VI.B. & VI.C.) The City has now had years to prepare this required documentation, but has consistently dragged its feet and shows no sign of speeding up the process. The most recent quarterly summary update issued on October 29, 2012 reports that both of the NHL nominations and most of the National Register nominations will not even be available to review in draft form until sometime in mid-2013. This is simply unacceptable and clearly violates both the letter and the spirit of the PA requirements.

The failure to move forward expeditiously on the highly contested Makalapa Historic District nomination is particularly concerning to us. In 2009, the City unilaterally revised the boundary of the Makalapa Historic District in a manner that was contradicted by the Navy's Integrated Cultural Resource Management Plan (ICRMP). This redrawing of the district boundaries in order to carve out the proposed location of the Pearl Harbor station and circumvent Section 4(f) of the Department of Transportation Act, was done without seeking a determination from the Keeper of the National Register and was itself a violation of the NHPA. Now the City appears to be deliberately delaying progress on this nomination, in an apparent effort to defer review by the Keeper of the National Register until such time as it is too difficult or too late to change the design or alignment of the project. It can only be surmised that the City's goal is to stall any action on this long enough to foreclose alternatives.

The lack of progress on the Chinatown Historic District is also especially troubling given the extent of the impacts of the project and the unique nature of the historic resources located within the District.

Another site where the delay in completing the National Register nomination is of particular concern is Mother Waldron Park. Recently, the U.S. District Court for the District of Hawaii issued an order requiring the FTA to update its Final EIS for failure to take the project's impacts on the park into account. In reaching this conclusion the Court noted that Mother Waldron Park contains a playground that is uniquely associated with the nationwide playground movement, is "an excellent example of Art Deco design by a well-known architect," and is "one of only two playgrounds in Honolulu that retains its historic integrity." *HonoluluTraffic.com v. FTA*, No. 11-00307 AWT, (D. Haw. Nov. 1, 2012). Despite the importance of this site, the City has failed to take any action to move up the expected date for completion of the nomination.

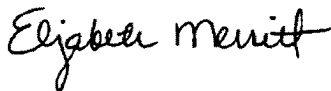
Failure to Provide Timely Project Updates

There has been a general failure since the signing of the PA to provide timely and complete updates on all PA elements. While we appreciate that the City has provided periodic updates, these updates have not included status reports on all issues addressed by the PA. Instead, the issues on which information has been provided are inconsistent and

incomplete, giving the impression that the information included in the status updates has been cherry-picked, and is intended to mask the slow progress discussed above. The SHPO's October 15, 2012 letter touches on this point in its final paragraphs where it requests status information on the recordation and documentation requirements in the PA, and requests a timeline for the implementation of all stipulated deliverables in the PA. Historic Hawaii Foundation notes this issue as well in paragraph 3 of its letter and requests that the implementation schedule last updated in January 2012 be revised to reflect current status reports on all of the stipulations included in the PA. We join the SHPO and HHF in making this request for a fully updated implementation schedule.

We respectfully request that you investigate the issues outlined in this letter and immediately take appropriate remedial steps to bring the City and FTA into compliance with the Programmatic Agreement for the Honolulu High-Capacity Transit Corridor Project.

Sincerely,



Elizabeth S. Merritt
Deputy General Counsel

Enclosures

- Letter from SHPD to FTA (Oct. 15, 2012)
- Letter from HHF to FTA & HART (Oct. 17, 2012)

cc: Blythe Semmer, Charlene Vaughn, and Reid Nelson, ACHP
Federal Preservation Officer, FTA
Melia Lane-Kamahele and Elaine Jackson-Retondo, NPS
Faith Miyamoto and Dawn Hegger, HART
Paul Cleghorn, Kako'o
Pua Aiu and Angie Westfall, Hawaii State Historic Preservation Office

NEIL ABERCROMBIE
GOVERNOR OF HAWAII



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FORESTRY AND WILDLIFE
HISTORIC PRESERVATION
KAHOOLAWE ISLAND RESERVE COMMISSION
LAND
STATE PARKS

October 15, 2012

Mr. Ted Matley
U.S. Department of Transportation
Federal Transit Administration
201 Mission Street, Suite 1650
San Francisco, California 94105

Dear Mr. Matley:

RE: Concerns regarding HART meeting Honolulu Rapid Transit Corridor Programmatic Agreement Stipulations.

Several of the consulting parties, include SHPD, Historic Hawaii Foundation, the National Park Service, and the National Trust held a telephone conference to go over the stipulations of the Programmatic Agreement. We had several concerns, and also noted that there are some items that HART should take credit for and is not.

In general, I will try to organize this letter according to the order of the stipulations in the PA.

Stipulation I. G. and Stipulation IX. A

Stipulation I.G. requires that the

City . . . provide an architectural historian through the completion of Project construction, who meets the qualifications described in Stipulation I.E for the purpose of coordinating Section 106 Project activities with other City departments (e.g., Department of Planning and Permitting) and to ensure consideration of historic preservation in TOD and other development projects along the Project corridor.

Stipulation IX.A requires that the City

Include a staff position for a qualified Project architectural historian as defined in Stipulation I.F. The architectural historian shall oversee completion of the stipulations of this PA, coordinate with the SHPD, Kakoo and other consulting parties, and coordinate with the Department of Planning and Permitting regarding land use planning activities, including the integration of transit-oriented development with historic preservation in the vicinity of Project stations.

The City has not yet hired an architectural historian to meet the requirements of Stipulation I.G or Stipulation IX. A. The City claims that they are meeting this requirement through contracted qualified architectural historians on PB staff. However, stipulation IX.A specifically requires that this be a City staff position, and that the person coordinate with the Department of Planning and Permitting regarding TOD. Significantly, this last function is not being accomplished through contract architectural historians.

The PA has been in place for over a year and there has been very little movement on this item. **Please provide us with information as to why an architectural historian has not been hired.** Within this same time period SHPD was able to hire a staff architectural historian, as was HDOT Granted both are from out of state, but the stipulation does not require an in-state hire.

Stipulation II. Traditional Cultural Properties

Stipulation II requires that a Traditional Cultural Properties study be done in an area agreed upon by SHPD and HART. This study was completed. Two eligible properties were found, although neither will be affected by the rail project. The two sites are the spring of Heuwaipi and Kukiiahu, a battle site. Stipulation II states:

Regardless of effect determination, the City will complete NRHP nominations for properties that meet the NRHP criteria for TCPs.

Please provide us with a timeline for completion of the two NRHP nominations for Heuwaipu and Kukiiahu.

In addition, in our July 3, 2012 letter we questioned why no analysis of the Leina Ka Uhane District was done, as the rail line will cross a section of the district in Moanalua. **Please response to our question.**

Stipulation III. Identification and Protection of Archaeological Sites and Burials

B. OIBC, Lineal and Cultural Descendants, and NHO Consultation, Item 4

Does the protocol address the following items:

- a) If burials will need to be removed during the AIS, where will they be curated?
- b) The preference for items curated during the AIS and during construction, and possibly during construction should be:
 - a. Located in the ahupua'a in which the iwi are found
 - b. In a location where the next move would be to the relocation site.
- c) All parties have encouraged HART to identify relocation areas around each of the stations.

Please provide responses to the above questions.

Native Hawaiian organizations have asked that cultural monitors be employed during the AIS and monitoring phases of the project. While SHPD has no jurisdiction over cultural monitors, other projects have found that cultural monitors help to provide some level of comfort and access to concerned community members. We suggest HART hire cultural monitors for that reason.

Stipulation IV. Design Standards

At our last meeting HART notified consulting parties that design of all station will likely need to be standardized. Originally there was some discussion about the stations reflecting their location however, no design standards were available. Stipulations IV states that the pattern book will be maintained and updated and available electronically. The pattern book available electronically is a pdf done in October 2008, and does not take the latest information into account. **Please update the design pattern book and include the new standardized design for comment.**

Additionally, the City has agreed to comply with the Secretary of Interior's Standards for the Treatment of Historic Properties (36CFR68) for those stations within historic districts. If the City cannot comply then they must consult with the consulting parties and develop a treatment plan to minimize and mitigate adverse effects to historic properties.

The consulting parties are concerned that standardized station design will be developed along the route without regard to the historic areas or Hawaiian sense of place. **We would encourage FTA to encourage HART to consult with the consulting parties on changes to the design pattern book or to overall station designs.** We also note that the Kako'o has a role in consulting on station design.

Item C states: "...the City shall provide preliminary engineering design plans for built components of the Project, such as stations, guideways, and directly related Project infrastructure improvements, to the consulting parties for review and comment." The first phases of the construction have begun without an opportunity for the consulting

parties to comment. We have requested information on the design of the columns but have not received any information. Guideways haven't been discussed but will be the most visible part of the project but there has been no discussion of guideway design or submission of design plans. **Please provide preliminary engineering design plans as specified by this stipulation.**

Stipulation V Recordation and Documentation

This stipulation requires HART to develop context studies related to relevant historic themes within the APE. **Please tell us the status of this stipulation.**

Item D requires the City to engage a professional photographer to complete archival photography to NRHP standards for all resources that received adverse effect determination that are not subject to HHH documentation under Stipulation V.C. In addition, HART must consult with SHPD to determine an appropriate level of written documentation for each above-ground historic property that is not documented under Stipulation V.C. or VI. **Please tell us the status of this stipulation.**

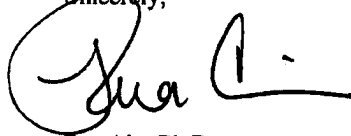
Item F requires video documentation of the corridor prior to construction. We had heard this project is complete but have not received a copy of the video, nor have we been notified that it is available on the website. **Please tell us that status of the video documentation.**

Please tell us the status of the interpretive plan required under Stipulation VII.A.

Finally, given that much of the work of this PA is still incomplete and that rail is behind schedule, we are requesting that quarterly meetings continue until the major projects of the PA are complete or well underway. **Please provide a timeline for the implementation of all stipulated deliverables in the Programmatic Agreement** in order to better understand the status of the PA items and therefore better gauge when quarterly meetings would no longer be necessary

Mahalo for your attention to our requests. Please contact me at 808-692-8040 or via e-mail at puaai@wv.gov if you have any questions.

Sincerely,



Pua Aiu, Ph.D.
Administrator

C: (by e-mail)
Dan Grabauskas, HART
Elaine Retondo-Jackson, NPS
Betsy Merritt, National Trust
Kiersten Faulkner, HHH
Faith Miyamoto, HART
Hinaleimoana Wong-Kalu, OIBC

**HISTORIC
HAWAII
FOUNDATION**

October 17, 2012

Mr. Ted Matley
Federal Transit Administration
Region 9
201 Mission Street, Suite 1650
San Francisco, CA 94105-1839

Mr. Daniel Grabauskas
Honolulu Authority for Rapid Transportation
1099 Alakea Street, 17th Floor
Honolulu, HI 96813

RE: Implementation of Programmatic Agreement Regarding the Honolulu High-Capacity Transit Corridor Project in the City and County of Honolulu, Hawai'i

Dear Mr. Matley and Mr. Grabauskas:

Historic Hawai'i Foundation is concerned that certain stipulations in the Programmatic Agreement (PA) for the Honolulu High-Capacity Transit Corridor Project are not being implemented per the requirements of the agreement. This letter outlines our major areas of concern, with the request for immediate attention to the deficiencies where remedial action is needed.

Historic Hawai'i Foundation (HHF) is a consulting party to the Section 106 process under the National Historic Preservation Act that resulted in the executed PA. HHF has continued as a consulting party to the Federal Transit Administration (FTA) and to its project partner, the City & County of Honolulu through the Honolulu Authority for Rapid Transportation (HART), during the implementation of the stipulations of the agreement.

HHF is a membership-based non-profit corporation organized with the mission to preserve and encourage the preservation of sites, buildings, objects and communities significant to the history of Hawai'i. HHF is the only statewide 501(c)3 organization exclusively dedicated to historic preservation. HHF has served as a preservation partner to numerous federal agencies—and their state and local counterparts—as they address preservation issues for historic properties. HHF's personnel who have been assigned to this project include professional planners, architectural historians and historic architects.

The Programmatic Agreement for the Honolulu Transit project includes stipulations to identify, avoid, minimize and mitigate adverse effects to historic properties that may be caused by the undertaking. The PA includes requirements for qualifications of personnel, standards and guidelines for deliverables, timeframes

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for execution, reporting progress and outcomes, and continued consultation with preservation organizations and other stakeholders.

Because the PA was developed with the goal of avoiding, minimizing and mitigating adverse effect to historic and cultural properties, any failure to comply with its terms exposes these resources to risk. Loss of historic and cultural resources is irreversible, and therefore all due care and meticulous application of the agreement is absolutely necessary. This is not an area in which Hawai'i can afford to be less than diligent.

Therefore, HHF is extremely alarmed at certain actions—or, in some cases, lack of action—on particular aspects of the PA. We find this failure to comply may result in harm or destruction to historic properties, and we urge immediate action to remedy the situation.

In particular, we are most concerned with the following:

1. The City has failed to provide an architectural historian to coordinate Section 106 project activities with other City departments, specifically the Department of Planning and Permitting (DPP). Both Stipulation I.G. (Roles and Responsibilities/Architectural Historian) and IX.A (Measures to Address Reasonably Foreseeable Indirect and Cumulative Effects Caused by the Project) directly and specifically require the City to include a staff position of a professionally qualified architectural historian through completion of the project.

The architectural historian is charged with ensuring that consideration of historic preservation is included in the City's planning for Transit Oriented Development (TOD) and other development projects along the corridor; coordinate with DPP regarding land use planning activities, including integration of transit-oriented development with historic preservation in the vicinity of stations; and oversee implementation of the stipulations of the PA.

HART has said that it has advertised for this staff position, but has not filled it. HART's general engineering contractor includes architectural historians, but if they have represented historic preservation in DPP's land use planning efforts, that is not evident.

DPP has released Transit Oriented Development plans for the Downtown and Kalihi Station areas. These plans include guiding principles, vision statements, urban design, land use and transportation concepts. It is notable that, with very few exceptions, the TOD plans show a scorched-earth approach to existing urban fabric, with wholesale demolition of existing structures, incompatible renovations to historic buildings, no understanding of historic architecture or cultural influences, and an ignorance of how to integrate historic preservation with contemporary uses in a harmonious manner. Even the TOD guiding principles are silent on any goals relative to preserving, enhancing and building a Hawai'i-specific environment based on the culture, history, design and values specific to the Hawaiian islands.

HART's failure to abide by the PA stipulations in this regard has therefore placed dozens of historic properties at risk, and the City's TOD plans have egregiously disregarded one of the fundamental goals of TOD, which include "identification of important neighborhood historic, scenic and cultural landmarks, and controls to protect and enhance these resources."

To remedy this issue, we request that HART immediately hire a qualified architectural historian; that HART engage with DPP to revise its TOD plans to include identification and protection of historic properties in station areas; and that the additional responsibilities included in these stipulations also be addressed.

2. The City has been unforthcoming on its design for all project elements and stations within the boundary of or directly adjacent to an eligible or listed historic property. Stipulation IV addresses the design standards for all built components—including the guideway, auxiliary structures and stations in non-historic locations—and standards for historically-sensitive areas.

Per Stipulation IX.C, HHF provided comments on the preliminary engineering drawings. Those preliminary designs did not show any understanding or responsiveness to the historic context, and were clearly not in compliance with preservation standards. The PA requires that plans shall also be provided during the final design phase. Good project management and fiscal responsibility would indicate that it would be wiser to address the points of conflict prior to designs progressing to a point where changes are difficult, as this would add time and money to remedy later. With this goal in mind, HHF requested a workshop or charrette to address ways to apply the Secretary of the Interior's Standards for the Treatment of Historic Properties to project elements and stations within the boundaries of or directly adjacent to listed or eligible historic properties. This request was ignored.

In subsequent discussions and consultation meetings, the HART staff has been unable or unwilling to provide an explanation of the design process, how the designers will comply with the SOI Standards, and whether or not the design will result in further adverse effects, which would then trigger a consultation process for further treatment. As construction has already begun for project elements, and those elements are unlikely to be modified in the historic locations in subsequent construction phases, it is reasonably foreseeable that those elements will not be in compliance with the SOI standards and guidelines.

To remedy this issue, and especially because construction has been halted for other reasons, we request that HART immediately engage in design review activities with the consulting parties, and that these design workshops include the project architects, engineers and designers. HHF's previously submitted comments on the preliminary engineering drawings still need to be adequately addressed.

3. Because the PA includes a large number of activities, all of which have different timelines for initiation and completion, it was critical to ensure good communication, coordination and follow-through. Stipulation XIV outlines requirements to provide an implementation schedule for the provisions of the PA (XIV.A) and requirements for monitoring and reporting (XIV.E)

An initial implementation schedule was provided to the consulting parties in March 2011 and an update was given in January 2012. However, the schedules do not include all of the stipulations in the PA, but rather only include select items. It is unclear why some stipulations were included in the "Major Milestones" while others were ignored. As a result, the consulting parties still lack an overall implementation schedule in which all of the stipulations and the component parts are documented and coordinated.

The quarterly and semi-annual meetings with the consulting parties have also suffered from this same selective reporting. The advance materials do not include progress reports on all of the PA provisions, but only on those which HART chooses to disclose. The meeting minutes only include the formal disclosures and the consulting party comments, but not the responses from HART or its contractors. The semi-annual reports are similarly incomplete. HART has been slow in providing timely documentation of the meeting minutes and reports. In a recent case, HHF requested meeting documentation numerous times over a period of four months before being provided the record.

At the July 2012 semi-annual meeting, the consulting parties noted that the implementation of the PA was behind schedule in several particulars. As a result, there was a request that the coordination meetings with consulting parties continue on a quarterly basis beyond the 24-month period dictated by the PA, until such time as implementation is on schedule and the consulting parties gain confidence that it will remain so. This request has not received a response.

To remedy this situation, we request that HART update the Implementation Schedule and include all of the stipulations in the PA, note major milestones or timelines for each of them, and update the schedule to reflect alterations. We request that the reports include a full accounting of progress made or not made on each and every stipulation, not just select ones. We request that meeting minutes include the responses to questions or comments, and not just half the conversation. We request that documentation be provided in a timely way (within 60 days seems generous) and not be delayed for months. We request that the quarterly meetings to review implementation of the PA continue with the consulting parties for at least another 12 months, at which time the need may be re-evaluated.

HHF finds these three areas to be of greatest concern, and urges FTA and HART immediately to address them. In addition, we have questions and concerns about other stipulations in the PA. If the quarterly consultation and project-specific meetings provide meaningful opportunities for discussion and resolution, we would prefer to address them in those forums. However, if not, we will seek additional recourse in future correspondence.

I look forward to discussing these issues and your responses at your earliest convenience. I may be reached at 808-523-2900.

Very truly yours,



Kiersten Faulkner, AICP
Executive Director

Copies via electronic distribution:

Toru Hamayasu, Faith Miyamoto and Dawn Hegger, Honolulu Authority for Rapid Transportation

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Melia Lane-Kamahele and Elaine Jackson-Retondo, National Park Service

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