

# Preston Airport Runway Extension & Historic Resource Documentation



AIP 3-16-041-2016 (DOT-FA16NM-2021)

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## Abstract

This report documents the results of a cultural resources survey conducted to identify and evaluate above-ground cultural resources at Preston Airport (airport code: U10) at the northwest edge of Preston, Franklin County, Idaho. This effort includes resource identification and documentation of the full airport property under Section 106 of the National Historic Preservation Act (NHPA), as amended, as well as for FAA planning purposes.

Under Section 106, cultural resources were identified and evaluated that may be impacted by a 100' extension of Runway 3-21 at its southwest end. The proposed project action is an undertaking of the City of Preston and Franklin County under the jurisdiction of the Federal Aviation Administration (FAA).

### Results of Cultural Resource Study

Most of the resources in the survey area had been previously identified and five were documented, but none to a degree that met Idaho State Historic Preservation Office (SHPO) requirements sufficient to make a determination of eligibility (IHSI #s 41-17987, 41-17988) (Table 1, Figure 5). As such, the full airport property was newly documented as part of this survey effort (PA-01). This report also relies on the archaeological investigation completed by North Wind Resource Consulting in 2014, the findings of which are incorporated into this report.

The airport property (PA-01) contains a total of 18 above-ground resources (i.e. individual buildings, structures, an object), 7 of which (PA-02 through PA-08) received separate Idaho Historic Sites Inventory (IHSI) forms as part of this documentation (Table 2; Figure 6).

Two (2) resources were found to be potentially eligible for National Register of Historic Places (NRHP) listing: a T-Hangar (#17, PA-06) and a Wind Tee (#18, PA-07), all located within the otherwise ineligible Preston Airport (PA-01) property.

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## CERTIFICATION OF RESULTS

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I certify that this investigation was conducted and documented according to Secretary of Interior's Standards and guidelines and that the report is complete and accurate to the best of my knowledge.



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Signature of Principle Investigator

7/31/19

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Date

# Key Information

## PROJECT NAME

Preston Airport Runway Extension & Historic Resource Documentation

## PROJECT NUMBERS

AIP 3-16-0030-004-2015 (DOT-FA15NM-2044)

## LOCATION

Franklin County

## USGS QUAD(S)

Weston, 7.5'

## LEGAL LOCATION OF SURVEY

T15S, R39E, Sections 20, 21

## SURVEY AREA

~ 205 Acres

## AREA SURVEYED

~205 Acres Intensive Survey; 0 Acres Reconnaissance Survey

## PROJECT DATA

5 Previously recorded cultural resources (deemed insufficient by SHPO)

19 Newly recorded cultural resources<sup>1</sup>

## AUTHOR(S)

Kerry Davis, Architectural Historian, Preservation Solutions LLC

## FEDERAL AGENCY

FAA

## REPORT PREPARED FOR

T.O. Engineers

## REPOSITORY

Idaho SHPO

## PRINCIPLE INVESTIGATOR

Kerry Davis, M.S.

## DATE

7/30/2019

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<sup>1</sup> This count consists of all above-grade resources at the airport (18 ea.) and the airport property as a whole (1 ea.). Furthermore, this includes all resources noted but not fully recorded within the airport property (11 ea.), as well as those fully recorded (7 ea.). The count also includes those 5 previously recorded resources because they were deemed insufficiently documented by SHPO and were thus re-recorded herein.

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## CONTENTS

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Abstract	ii
CERTIFICATION OF RESULTS	ii
Key Information	iii
Project Description	1
Project Area of Potential Effect (APE)	1
Figure 1. Airport Aerial Overview	2
Environmental Setting	3
Figure 2: Location	4
Figure 3: Project Site	5
Figure 4: Area of Potential Effect (APE)	6
Cultural Setting	7
Pre-Field Research	14
Previous Cultural Resources Studies	14
Expected Cultural Resources	14
Figure 5: Previously Recorded Sites	16
Methodology	17
Results	19
Figure 6: Newly Recorded Sites	21
PA-01 – Preston Airport	22
Figure 7: Preston Airport Resource Map – Northeast Section	25
Figure 8: Preston Airport Resource Map – West Section	26
PA-02 – Runway-Taxiway Network	28
PA-03 –Terminal/Office	30
PA-04 – Caretaker's Cottage	31
PA-05 –T-Hangar	32
PA-06 –T-Hangar	34
PA-07 – Wind Tee	35
PA-08 –Beacon Tower	37
Determination of Effects	38
Management Recommendations	39

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Avoidance, Minimization, or Mitigation Options	39
Conclusions	39
References	40
Idaho Historic Sites Inventory Forms	41

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## Project Description

T.O. Engineers contracted Preservation Solutions LLC (PSLLC) in Winter 2018-2019 to complete a cultural resources investigation of the Preston Airport (PA-01) (Figures 1 and 3). The airport is located at the northwest edge of Preston, Franklin County, Idaho (Figure 2). The purpose of this survey effort was to identify and evaluate cultural resources under Section 106 of the NHPA, as well as provide baseline documentation for future FAA planning purposes.

Under Section 106, cultural resources were identified and evaluated that may be impacted by a 100' extension of Runway 3-21 at its southwest end. The proposed project action is an undertaking of the City of Preston and Franklin County under the jurisdiction of the FAA.

### Project Area of Potential Effect (APE)

The APE is restricted to the direct effects to the runway and the indirect visual effects in the immediate vicinity. (See APE map, Figure 4, below).



Figure 1. Airport Aerial Overview



## Environmental Setting

The survey area is located in the northern Cache Valley at the northwest edge of Preston in eastern Idaho (Figure 2), just south of a near-90-degree bend in U.S. Highway 91 (US 91). At an elevation of 4,728 feet above sea level, the immediate area is characterized by open, generally level grassy fields on the edge of a relatively abrupt yet gently sloping terrace ridge above the Bear River, the largest tributary of the Great Salt Lake.

According to previous survey, soils "include Kidman fine sandy loam, Preston fine sand, and Parleys silt loam," are relatively flat (0-4% grade), and "are deposits from Pleistocene Lake Bonneville."<sup>2</sup> Soils have been previously disturbed as the airport was leveled, irrigated, and farmed before being expanded to its current configuration. Vegetation is predominantly sagebrush steppe (sagebrush and rabbitbrush observed) and riparian/wetland along the river. Forbs noted were halogeton and wooly mullein, while observed grasses included wheatgrass and smooth brome.<sup>3</sup> "Much of the grass adjacent to the runways is mowed and bailed for hay in the summer. A few juniper and Russian olive trees grow on the edges of the [survey] area."<sup>4</sup>

Several types of wildlife are readily found in and around the survey area, of which mammals include mule deer, coyote, cottontail rabbit, and black-tailed rabbit. Game birds in the area include chukar, Hungarian partridge, and California quail, while non-game birds commonly found are western meadowlark, crow, and red-tailed hawk.<sup>5</sup>

Airport-related resources dating from 1934 to c.2016 span the extent of the airport property, with buildings clustered at the northeast and west edges and the leaning 'X'-shaped network of runways occupying the vast majority of the property. Open grazing pastures and irrigated agricultural lands extend to the north and east, with the Bear River drainage and accompanying terraces occupying the land area to the west and south.

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<sup>2</sup> Trinity D. Schlegel and Jeff Shelton, "Preston Municipal Airport Improvements, Franklin County," Archaeological and Historic Survey Report, (Idaho Falls, Idaho: North Wind Resource Consulting LLC, 2014), 1.

<sup>3</sup> Ibid.

<sup>4</sup> Ibid.

<sup>5</sup> Ibid.



Figure 2: Location



Figure 3: Project Site

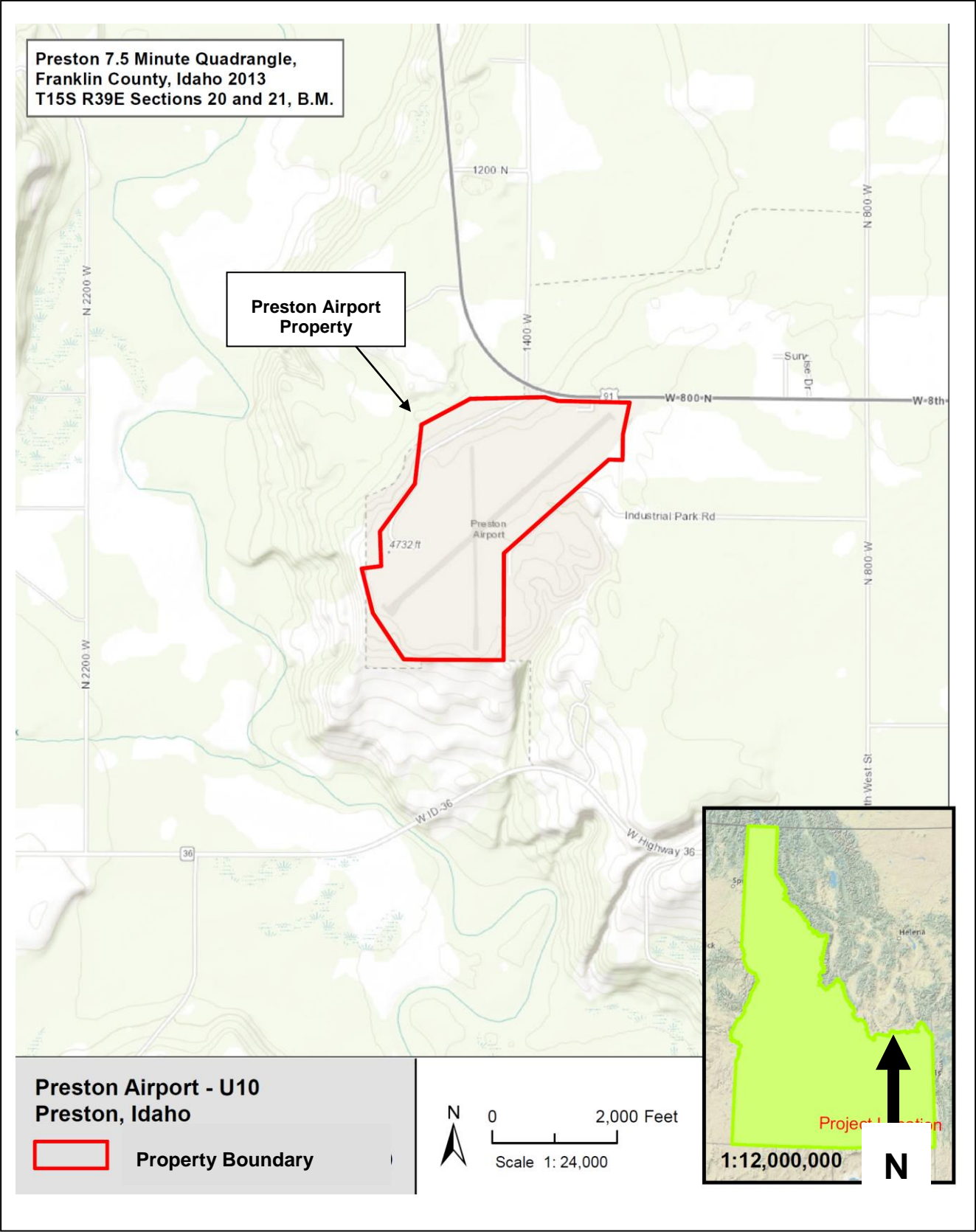


Figure 4: Area of Potential Effect (APE)



## Cultural Setting

The area has been inhabited for at least 12,500 years, back to the Early Prehistoric Period during the Late Pleistocene. Thirty-five hundred (3,500) years ago small bands of hunters and gatherers of Northern Shoshone, occupied parts of southern Idaho during their annual summer migrations. Artifacts such as tools, temporary shelters, arrowheads, and projectile points have been recovered and identified as belonging to the Northern Shoshone bands. The Northern Shoshone occupied the Cache Valley at the time of first contact with Euro-Americans. Euro-American settlement changed the natural character of the wildlife as the Cache Valley was settled by fur trappers and later Mormons lead to the region by Brigham Young who settled the Salt Lake Valley of Utah in 1847. Reported as prime grazing area, Brigham Young specifically directed the settlement of the Cache Valley for livestock development. First surveyed by the Government Land Office (GLO) in 1873, settlement of the area had reached well over 2,600 residents and was further spurred by the late 1870s completion of the Utah Northern Railroad through the Cache Valley, irrigation, and Mormon immigration into the area from Utah. Ongoing agricultural development, irrigation improvements, and associated establishment of towns to serve the valley's population, continued through the late nineteenth and into the twentieth century.

Several intensive archaeological studies have been completed at the Preston Airport, most recently in 2014 as part of a study to consider the expansion of the primary runway. At that time, an intensive archaeological survey of Preston Airport was completed. Though three known archaeological sites are located within a one-mile radius of the airport, no archaeological resources were documented as being within the 2019 APE for the updated Airport Layout Plan (ALP). Since archaeological resources typically occur underground and this inventory is restricted to the study of above-ground resources, this study does not provide any clearance for sub-surface disturbance and archaeological resources are not discussed further in this report.

### Aviation Development

Preston is located in southeast Idaho's Cache Valley, where the Northern Shoshone peoples lived when European-Americans began establishing settlements there in the nineteenth century. Since 1913, Preston has served as the seat of Franklin County and is its most populous community (pop. 5,204 in 2010). Agriculture and livestock have been fixtures of the local economy for more than a century.

In the 1920s and 1930s, 'airport fever' spread nationwide. As municipalities anticipated the benefit of accommodating airplanes, they promptly bought up land and leveled it for landing strips. New Deal projects during the Great Depression included numerous aeronautical public works projects nationwide, with Preston Airport among them.

The Preston Airport was completed in 1934 as a project of the Civil Works Administration (CWA), the first of many federal work-relief programs of President Franklin Roosevelt's New Deal. An executive order created the CWA on November 9, 1933, and Idaho newspaper accounts of the time suggest the Preston Airport was the first CWA airport in the United States to begin construction.<sup>6</sup> Although the CWA was short-lived and ended March 31, 1934, it employed nearly 4.3 million people nationwide who constructed or repaired 4,000 schools, 244,000 miles of roads, and 1,000 airports.<sup>7</sup>

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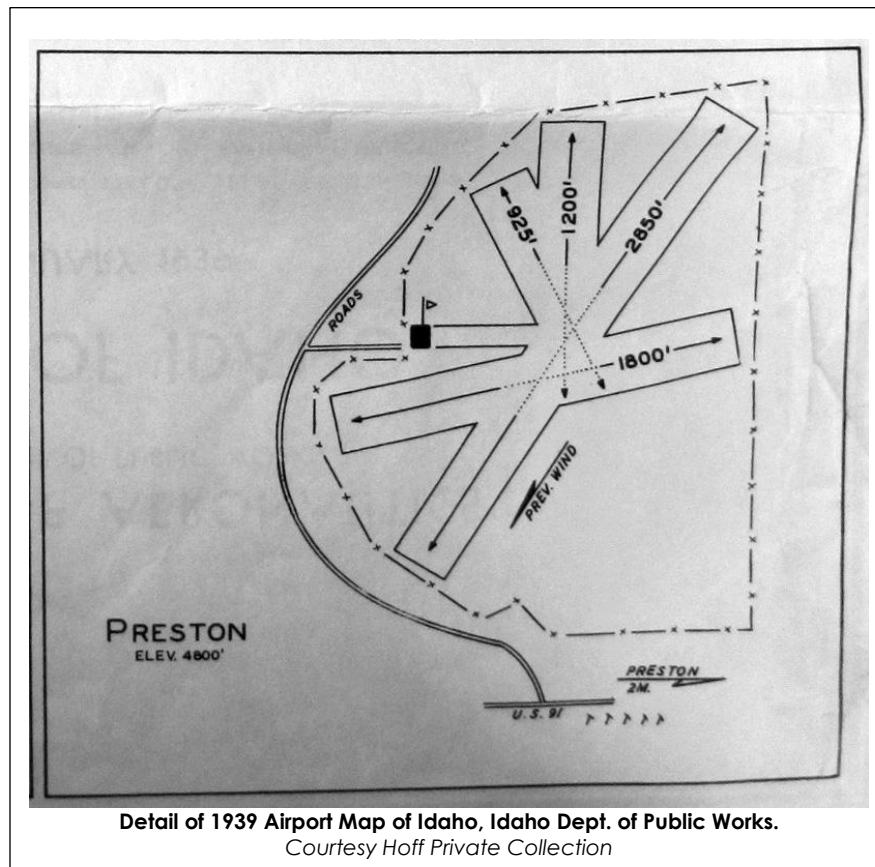
<sup>6</sup> "Preston Airport Dedication Today," *Idaho Statesman* (Boise, ID), July 3, 1934, 10.

<sup>7</sup> Robert D. Leighninger, Jr., *Long-Range Public Investment: The Forgotten Legacy of the New Deal*, (Columbia: University of South Carolina Press, 2007), 46-51.



Located at the northwest edge of Preston, the airport was dedicated in a two-day event held on July 3 and 4, 1934. The festivities included twenty-five airplanes that participated in an "aerial circus" and a speech by A. C. Blomgren, state Director of Aeronautics, on the subject "what an airport means to Franklin County." Other speakers included L. E. Hanson, Preston mayor; Wilford Smith, Preston airport supervisor; J. M. Bistline of Pocatello; Dean R. Brimhall of Salt Lake City, Utah Director of Aeronautics, and Lieut. Douglas Goodrich of Salt Lake City.<sup>8</sup>

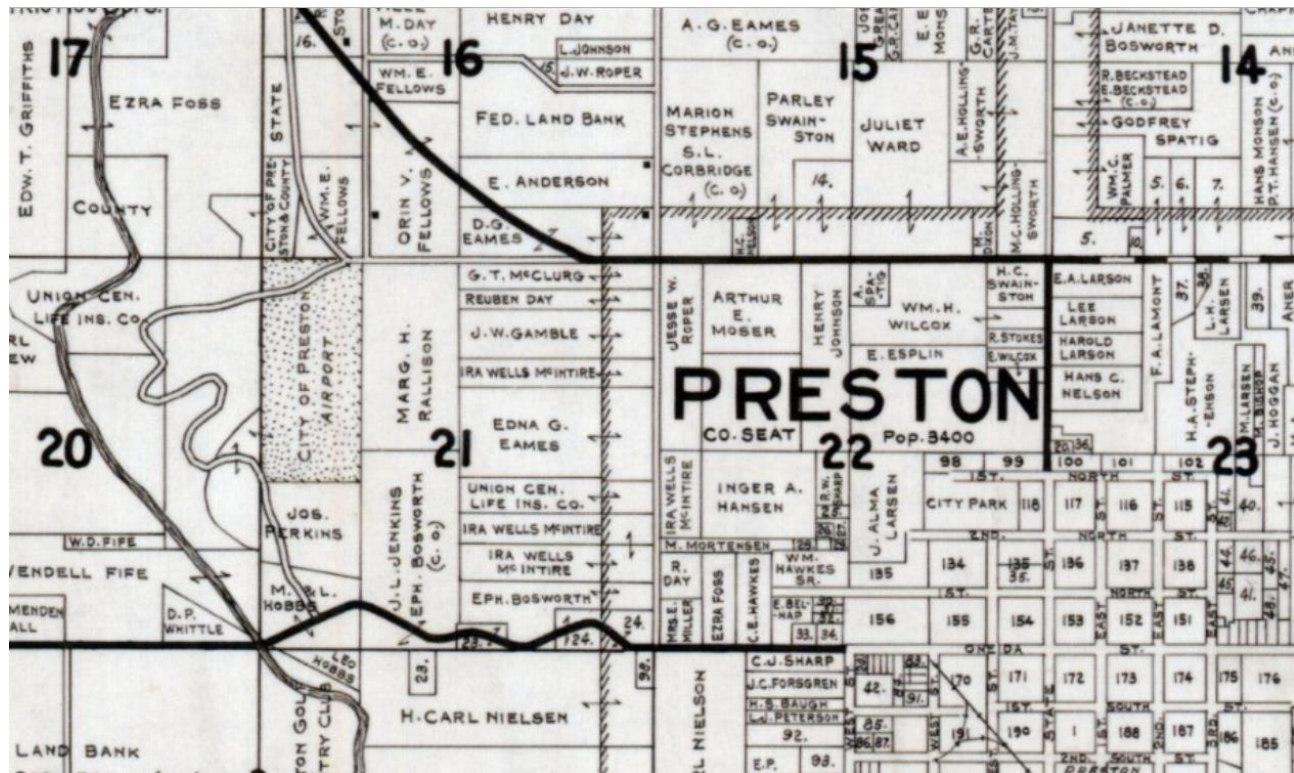
By 1938, Preston Airport enjoyed airmail service and the following year a map of Idaho's "principal airports" included Preston Airport, documenting it as having four intersecting unpaved landing strips of varying lengths – 2,850 feet, 1,800 feet, 1,200 feet, and 925 feet – and varying alignments all intersecting to form an asymmetrical asterisk design.<sup>9</sup> The airport's only above-grade features noted on the map were a hangar (nonextant)<sup>10</sup> and a wind cone which is presumed to have been at the site of the current segmented circle and wind tee (#18; PA-07).



<sup>8</sup> Ibid. "Preston Airport to be Dedicated," *The Post-Register (Idaho Falls, ID)*, June 29, 1934, 5.

<sup>9</sup> *Airport Map of Idaho: Showing Airports and Landing Fields*, Boise: Department of Public Works, Aeronautics Division, 1939.

<sup>10</sup> Demolished sometime between 1992 and 2003, concrete foundation pad of this original hangar is extant.



Metsker's Atlas of Franklin County, 1940 (detail)

Courtesy HistoricMapWorks.com

A 1940 map of Franklin County shows the airport occupying only the northwest portion of Section 21 (Township 15S, Range 39E).<sup>11</sup> Primary resources suggest the airport closed during World War II and reopened in 1945 under the management of Phillip West, local auto dealer, Chamber of Commerce president, and Preston booster.<sup>12</sup>

Following World War II was a period of focused expansion of the nation's civil airports. The Civil Aeronautics Administration (CAA) promoted this expansion through a federal aid program, proposing work to more than 120 airports in Idaho in the late 1940s, which included improvements at Preston.<sup>13</sup> The *Preston Citizen* reported that Preston was among 23 'class two' airports in Idaho slated for improvements as part of the CAA's three-year program (class two airports are those with a runway length between 2,700 and 3,700 feet).<sup>14</sup> The Board of County Commissioners engaged with abutting property owners regarding the land acquisition necessary to execute those improvements.<sup>15</sup> One 1949 newspaper account suggests the airport received a small grant of \$5,395 from the Civil Aeronautics Administration "for construction and development," but it is not clear how the funds were used.<sup>16</sup>

<sup>11</sup> *Franklin County, Idaho 1940*, Metsker Maps, 10. Accessed May 15, 2019: <http://www.historicmapworks.com>

<sup>12</sup> "Two Men File for Mayors Post," *Preston (Idaho) Citizen*, September 26, 1963, 1.

<sup>13</sup> "67 New Airport Cites Listed For Gem State," *The Idaho Statesman*, February 12, 1947.

<sup>14</sup> "Government Plans Include Field Here For Improvements," *Preston (Idaho) Citizen*, February 19, 1948, 1.

<sup>15</sup> *Preston (Idaho) Citizen*, December 25, 1947, 16.

<sup>16</sup> "Idaho Airports Share in Federal Allotment," *Idaho Statesman (Boise, ID)*, February 23, 1949, 6.



Described as a “bustling city” and the “metropolis” of the surrounding farming and dairying region, Preston was a major trading center of far southeastern Idaho during the post-World War II era.<sup>17</sup> Post-World War II expansions at Preston Airport reflected significant nationwide trends as air travel increased dramatically and the aircraft industry became the largest in the country. Airplanes became relatively affordable and large numbers of people learned to fly, including veterans who benefitted from inexpensive lessons allowed under the GI Bill.<sup>18</sup> Growing enthusiasm for aviation spurred production of civilian aircraft for the general public and nonmilitary commercial business use. As with airports across the country, development at Preston Airport focused on commercial and private air industry development.

In 1959, the new Federal Aviation Agency recommended a \$5.9 million airport program for Idaho, which included acquisition of land and general improvements such as runway paving, lighting, automobile parking areas, and operational buildings at fourteen airports. Preston Airport rode this wave of midcentury expansion and experienced major improvements in the 1960s.

<sup>17</sup> Ward J. Roylance, *Rainbow roads Guide to Highways 91, 89 and 191* (Salt Lake City: Rainbow Roads, 1953).

<sup>18</sup> Arthur Hart, *Wings Over Idaho* (Caldwell, Idaho: Caxton Press/Historic Boise, Inc., 2008), 133.





**Preston Air Breakfast, 1961**

*Courtesy Idaho Transportation Department Online Photograph Collection*



**Aerial View of Preston Airport, 1962**

*Courtesy Idaho Commission for Libraries Online Digital Archives*

During this period, at some point between 1945 and 1962, runway improvements included abandonment of two runways (the 1,800' NE-SW and 925' NW-SE alignments) and expansion of both the due north-south landing strip (extended to twice its original length) and the main northeast-southwest runway by 600 feet. In the early 1960s, about \$9,000 of asphalt and gravel runway work was done, funded by a ½-mill tax levied by Franklin County, spearheaded by the Chamber of Commerce Airport Committee, and executed with local donated labor and equipment.<sup>19</sup>

Toward the end of 1964, the City of Preston and Franklin County entered into a five-year lease with Intermountain Aviation, Warren J. Smith, manager, for \$1.00 per year. The lease terms listed the following as under his responsibility "the airplane hangar, runways, and buildings owned by lessors, including fixtures and appurtenances thereunto belonging, wood shed, fuel tanks and fuel pumps currently on the airport or yet to be installed on the airport," as well as various duties including keeping the runways cleared of debris, acting a liaison to the FAA, and "maintain[ing] the waiting room and rest room."<sup>20</sup> Based on historic photos, it is presumed the "buildings owned by lessors" must refer to the two T-hangars at the west end of the airport (#16, PA-05 and #17, PA-06). Furthermore, it is presumed the waiting room and rest room were located within the original main airport-owned hangar that is no longer extant.

Though slightly predating the program, the Preston Airport Caretaker Cottage was constructed around the same time longtime director of the Idaho Department of Aeronautics, Chet Moulton, first proposed a so-called caretaker plan for airports that do not generate enough business to justify full-time staffing. The plan, rolled out in 1966, estimated to cost approximately \$5,000 per airport, called for the placement of mobile homes at low-traffic airports, provided rent-free to those who agreed to complete caretaker and administrative duties. The State agreed to match half the cost with airport owners.<sup>21</sup>

During the summer of 1965, the Preston Junior Chamber of Commerce installed lights on the main airstrip and "develop[ed] a place for someone to live at the airport."<sup>22</sup> The *Preston Citizen* reported in March 1967 that there were "tentative plans for Preston Airport [to] include a new service island, parking ramp, airplane tie-downs, office, restrooms and courtesy car, all to be located adjacent the main highway on the north boundary of the airport." The article boasted the "improvements, when completed, will make it much easier for the public to reach the airport and make use of the services offered there."<sup>23</sup> Aerial imagery from 1968 shows this work was complete, with two buildings – the Caretaker's Cottage (#4, PA-04) and Terminal/Office (#3, PA-03) located northeast of the runways along the south side of U.S. Highway 91.<sup>24</sup>

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<sup>19</sup> "Exception Taken To Airport Stand," *Preston (Idaho) Citizen*, October 31, 1963, 2.

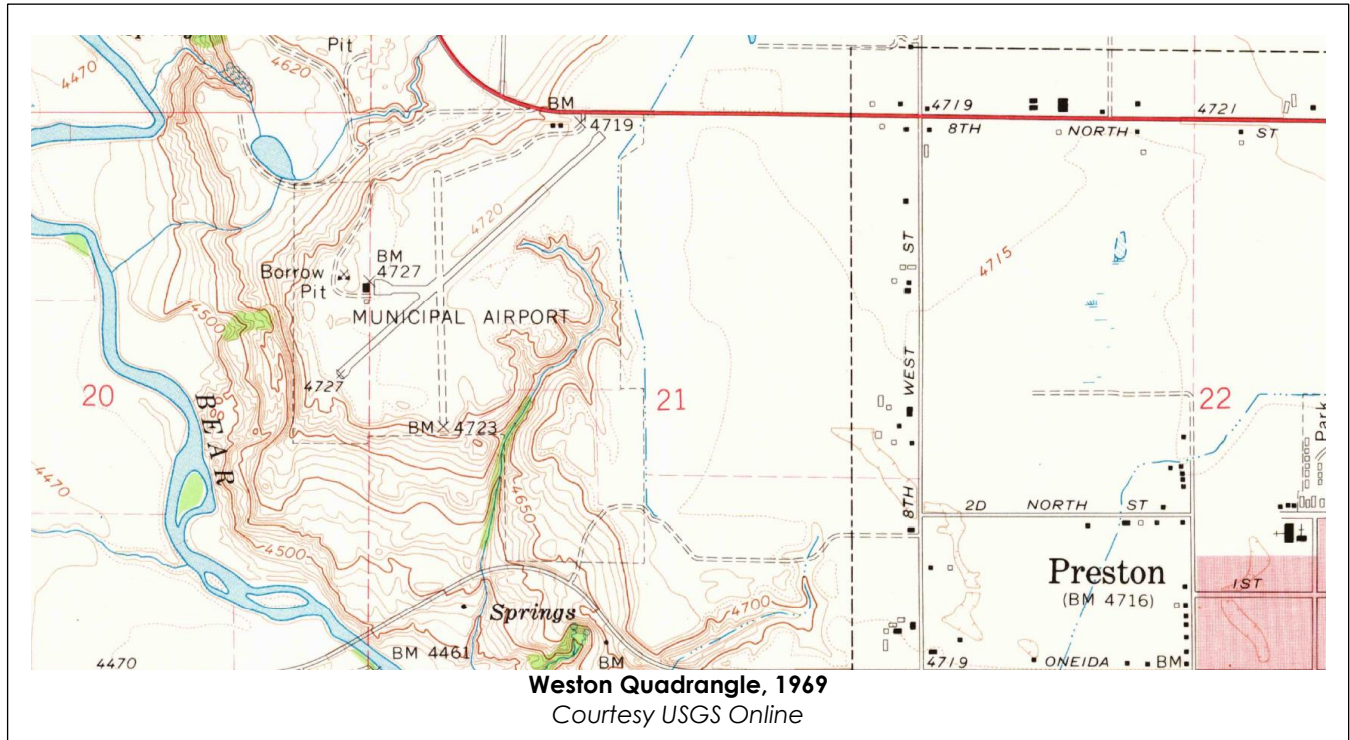
<sup>20</sup> "Airport Lease," *Preston (Idaho) Citizen*, December 31, 1964, 10.

<sup>21</sup> "State Approves Caretaker Plan At Air Strips," *The Idaho Statesman*, 16 August 1966.

<sup>22</sup> "Airport Improvement," *Preston (Idaho) Citizen*, July 1, 1965, 1.

<sup>23</sup> "Flying Service Started At Preston Airport," *Preston (Idaho) Citizen*, March 23, 1967, 1.

<sup>24</sup> HistoricAerials.com, accessed May 16, 2019.



Preston Airport began to take on its current appearance in the mid-to-late 1970s. In August 1974, the *Preston Citizen* reported on the construction of the first in what has since become a tidy row of hangars. The new hangar (Harris Maintenance Hangar, #5) measured 72' across by 60' deep and included an office and storage area. Constructed by the Harris family, it was built to serve solely as an aircraft maintenance and repair hangar. The same article reported aircraft at the airport had "doubled in the last few years."<sup>25</sup>

In 1976 the Preston Airport had gone 12 years without funding from the Idaho State Transportation Department (ITD) and the City of Preston and Franklin County requested that the state agency allocate monies for long overdue improvements.<sup>26</sup> About this time, ITD provided Preston Airport with a beacon tower (#19, PA-08) it had in storage. Between 1975 and 1980, the airport saw its main runway paved and paved apron and parking areas established at the northeast end of the airport, as well as the introduction of 6 new hangars.<sup>27</sup>

The aviation industry and airport infrastructure nationwide underwent drastic changes in the late 1970s, particularly due to the Airline Deregulation Act of 1978, which "had an immediate and drastic impact on the aviation industry...[and] especially felt in Idaho, with a population less than a million people. Without strict Civil Aeronautics Board regulation, airlines were free to pull out of small-town service that was unprofitable."<sup>28</sup>

As is typical of the airport property type, a property type that is in constant flux due to the ever-present need to meet expanding passenger expectations, shifting codes and regulations, population and

<sup>25</sup> "Aircraft Maintenance, Repair Service Being Located at Preston Airport," *Preston (Idaho) Citizen*, August 1, 1974, 8.

<sup>26</sup> "Downey-Preston Road Widening Slated," *Idaho State Journal (Pocatello, Idaho)*, September 30, 1976, 13.

<sup>27</sup> Five of these are extant (#6-#10) and one is nonextant (T-hangar previously located between #7 and #8).

<sup>28</sup> Hart.



economic conditions in the vicinity, and rapidly changing technology, Preston Airport has experienced ongoing improvements throughout the second half of the twentieth century and into the twenty-first century. These changes altered the overall appearance of the property considerably and since c.1980 include the following:

- c.1985 construction of hangars #14, #15
- c.1997 demolition of original 1930s main hangar
- 2012 new slurry seal coat and striping applied to the asphalt runway surface<sup>29</sup>
- c.2016 demolition of a 1970s T-hangar
- c.2016 construction of hangars #12, #13
- Abandonment and relocation to scrap storage of beacon tower (#19, PA-08)<sup>30</sup>

## Pre-Field Research

Results from Idaho Record Search #19147 were received on March 7, 2019.

### Previous Cultural Resources Studies

Several cultural resources studies have taken place in the vicinity of the airport over the years, primarily triggered by Idaho Transportation Department (ITD) and Natural Resources Conservation Service (NRCS) actions such as road-related and irrigation projects, respectively, dating from 1990 through 2015. Below is a summary of previous studies in this area (within one mile of the survey area).

Report#	Author	Date	Title
1990/333	Henrikson	1990	Preston Water and Sewer Improvement (SE Idaho Council of Gov)
1997/49	Cates	1996	NRCS-96-1396 (NRCS)
1997/213	Petersen	1996	Aggregate Source FK-71 (ITD)
2001/28	Petersen	2001	US-91 Bear River Bridge North of Preston (ITD)
2004/320	Flatter	2004	NRCS-04-4774 (NRCS)
2005/673	Blair	2005	NRCS-05-5672 (NRCS)
2008/762	Crockett	2008	Preston Industrial Park Road Extension (HUD)
2011/217	Polk	2010	West Cache Flume and Spill Diversion Structure (BOR)
2014/601	Shelton	2014	Preston Municipal Airport Improvements (FAA)
2015/539	Vrem	2015	James Ridge Irrigation Project (NRCS)
2018/317	Southworth et al	2011	Canal Mitigation (Soda, Treasurton, West Cache canals) (BOR)
2018/640	Gray	2004	Idaho's Historic Bridges: A Context Study (ITD)

### Expected Cultural Resources

#### Archaeological

The area was occupied by bands of the Northern Shoshone tribe, which hunted and traveled throughout Bear River drainage and were present at the time of contact with Euro-Americans. According to North Wind's 2014 archaeological study, though prehistoric camps and lithic scatters may be located within the vicinity, only one lithic scatter site (10FR6) was identified as close to airport

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<sup>29</sup> Contractors were Intermountain Slurry Seal and Lazer Line. Robert S. Merrill, "Preston Airport Runway Gets New Lease on Life," *Idaho State Journal (Pocatello, ID)*, 23 October 2012.

<sup>30</sup> The original location on Preston Airport and its date of abandonment are both as yet undetermined.

property. No archaeological resources were identified within the airport property. Also, the location of the airport which lies within the a former agricultural area that has been cultivated since the late nineteenth century and later leveled as part of airport development. Therefore, encountering historic artifacts/sites is unlikely to occur.

### Above-Ground

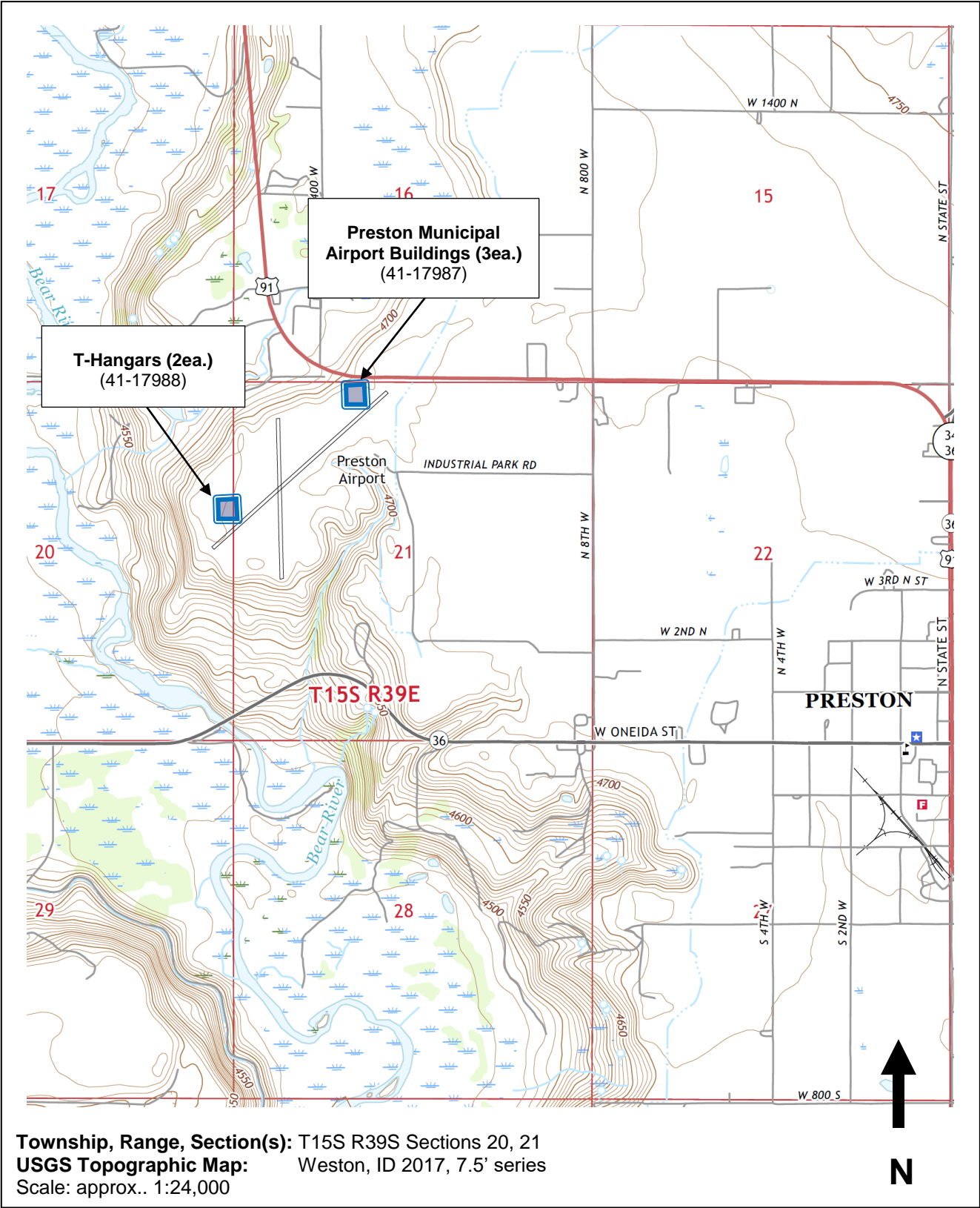
The full extent of the Preston Airport property (PA-01) was documented for FAA's future planning purposes. Listed below are all properties previously documented within the survey area, as shown on the Record Search provided by SHPO in March 2019. Only two previous Idaho Historic Sites Inventory forms are on file within the survey area, which are outlined in Table 1 and shown on Figure 5 below.

**Table 1. Previously recorded resources within the survey area**

IHSI #	Property	Resource(s)	SHPO NRHP Determination	Current Action
41-17987	Preston Municipal Airport Buildings	3 buildings: office, cottage, hangar	Undetermined	Resurveyed to SHPO/FAA standards as 3 separate resources (#3, PA-03; #4, PA-04; #5)
41-17988	T-Hangars , Preston Municipal Airport	2 T-hangars	Undetermined	Resurveyed to SHPO/FAA standards as 2 separate resources (#16, PA-05; #17, PA-06)

The region around present-day Preston Airport served primarily as irrigated agricultural lands during the late nineteenth and early twentieth century. Between 1934 and today, the area has seen the establishment of the airport and over eight decades of expansion thereon; evolving from a cluster of 4 small dirt airstrips and a single wind cone to a property spanning over 200 acres with 13 hangars, and about 7 acres of asphalt surfaces in the form of a runway/taxiways network including aircraft and auto parking areas. The survey area is overwhelmingly characterized by late twentieth and early twenty-first century aviation development.

Figure 5: Previously Recorded Sites



# Methodology

## Regulatory Framework

The National Historic Preservation Act of 1966 (NHPA) was enacted to preserve cultural resources, both historic and prehistoric. The NHPA requires federal agencies to establish a historic preservation program providing for the identification and protection of the historic properties under agency ownership, management, or oversight. This program must ensure such properties are maintained and managed with due consideration for preservation of their historic values, and must contain procedures to implement Section 106, which must be consistent with the Advisory Council on Historic Preservation (ACHP) regulations. Compliance with Section 106 requires consultation with the Advisory Council on Historic Preservation (ACHP), the State Historic Preservation Officer (SHPO), and/or and the Tribal Historic Preservation Officer (THPO) if there is a potential adverse effect to NRHP-eligible properties. FAA Order 1050 requires that impacts to cultural resources (i.e. historic, architectural, archaeological) be considered.

Per Section 106, identification, documentation, and evaluation of cultural resources was completed throughout the current Area of Potential Effect (APE). This consisted of the resurvey and updating of documentation of 5 buildings minimally recorded in 2014 (41-17898 (3ea.), 41-17988 (2ea.)), the documentation of which was deemed insufficient by SHPO. Determination of effect(s) included assessment of both potential direct and indirect effects to NRHP-eligible resources. In addition, the documentation of resources across the full extent of the airport property was conducted for FAA's future planning purposes and compliance with the NHPA.

## Personnel and Research

Preservation Solutions architectural historian, Kerry Davis, M.S., served as project manager, field photographer, and cultural resource assessment author. Davis completed the necessary research at Idaho SHPO in Boise. Sarah J. Martin, M.A., of Sarah J. Martin Cultural Resources Consulting, assisted with historical research and writing. Additional research included review of the following online sources: Franklin County Assessor records, USGS, *Idaho Statesman* Historical Archive, Franklin County Digital Newspaper Archive, Idaho Digital Resources Photo Collection, and both Utah State and Idaho State University Special Collections/Archives. T.O. Engineers facilitated fieldwork and research, as well as incorporated discussions of prehistory and prehistoric resources from the results of the 2014 archaeological investigation by North Wind Resources Consulting. It was determined tribal consultations were not required, as the airport is a disturbed site and previous investigations resulted in no identified sites on the property or in the APE.

## Fieldwork

The field survey to document each resource took place on March 19, 2019, and included photographic documentation of each above-ground resource sufficient to determine National Register of Historic Places (NRHP) eligibility. The resource-by-resource analysis included field investigation and documentation of the exterior of each of the 18 resources located on airport property (PA-01).

This fieldwork consisted of on-site integrity assessments, address verification, and photographic documentation of all properties. Field analysis led to the identification of potentially eligible and



ineligible resources in accordance with *National Register Bulletin 15: How to Apply the National Register Criteria for Evaluation*. Photographic documentation complied with National Register and Idaho SHPO photography policies and included at least two views of each resource close to or over fifty (50) years of age.

### **Compilation and Analysis of Data**

Preservation Solutions used Idaho SHPO's Microsoft Access database template to compile the survey information based upon the information required by the IHSI Form. The completed database includes data fields for each building's historic and current functional use; physical features (e.g., principal materials, roof type, number of stories); architect and/or builder, if known; estimated or documented date of construction; presence of historic outbuildings; source(s) of historic information; parcel identification numbers; and assessments of eligibility.

In order to accurately evaluate the eligibility of each resource and/or group of resources according to the criteria established by the Secretary of the Interior and Idaho SHPO, the consultant analyzed the following four categories of data to identify contiguous districts, discontinuous thematic resources, and individual properties that are potentially eligible for National Register listing.

- Architectural Integrity
- Date of Construction
- Original Building Use/Function
- Building Form/Architectural Style

### **Evaluation and Analysis**

#### Significance Requirements

In addition to retaining integrity of historic architectural design, properties listed in the National Register must meet certain criteria of historic significance. Historic significance is the importance of a property to the history, architecture, archaeology, engineering, or culture of a community, a state, or the nation. To be listed, properties must have significance in at least one of the following areas:

- |              |   |
|--------------|---|
| Criterion A: | Association with events, activities, or broad patterns of history.  |
| Criterion B: | Association with the lives of persons significant in our past.  |
| Criterion C: | Embody distinctive characteristics of construction, or represent the work of a master, or possess high artistic values; or represent a significant and distinguishable entity whose components may lack individual distinction. |
| Criterion D: | Have yielded, or be likely to yield, information important in prehistory or history.  |

#### Integrity Requirements

In addition to historic significance, a property must also retain integrity. As defined by the National Register of Historic Places, "historic integrity is the authenticity of a property's historic identity, evidenced by the survival of physical characteristics that existed during the property's historic period."<sup>31</sup> Thus, all properties eligible for listing in the National Register of Historic Places and/or for local designation,

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<sup>31</sup> National Park Service, *National Register Bulletin: How to Complete the National Register Registration Form* (Washington D.C.: U.S. Department of Interior, 1997), 4.

whether for individual significance or as contributing elements to a district,<sup>32</sup> must retain sufficient historic architectural integrity to convey the period of time for which they are significant.<sup>33</sup>

The consultant visually inspected the exterior of buildings to determine the retention of integrity of each resource in the survey area. The National Register defines seven physical aspects of integrity against which a property or district must be evaluated:

- Location
- Design
- Setting
- Materials
- Workmanship
- Feeling
- Association

To maintain integrity, a property must possess at least several of these aspects, enough so that the essential physical features that enable it to convey its historic significance remain intact. Determining which aspects are important to integrity requires knowledge of why, when, and where the property is significant.

## Results

A total of ~205 acres were intensively surveyed as a part of this investigation, consisting of the full expanse of the airport. The vast majority of the airport had not previously been surveyed. The small area that had been documented was recorded (41-17987 (3ea.), 41-17988 (2ea.)) in a manner not meeting SHPO guidelines and thus required re-survey. The Preston Airport Property (PA-01) and each of its 18 above-ground resources were recorded and reviewed against NRHP eligibility criteria (i.e. ~50 years of age, significance, integrity, etc. Per FAA and SHPO preference for documentation of airport resources at least 45 years of age, 7 resources within the Preston Airport property (PA-01) received intensive-level documentation (PA-02 through PA-08).

A total of 2 resources were found to be NRHP-eligible: a c.1963 T-hangar (#17, PA-06) and a Wind Tee (#18, PA-07) (Tables 2, 3; Figures 6, 8). For further information please see the attached Idaho Historic Sites Inventory (IHSI) forms. All cultural resources recorded and pre-recorded in the survey area:

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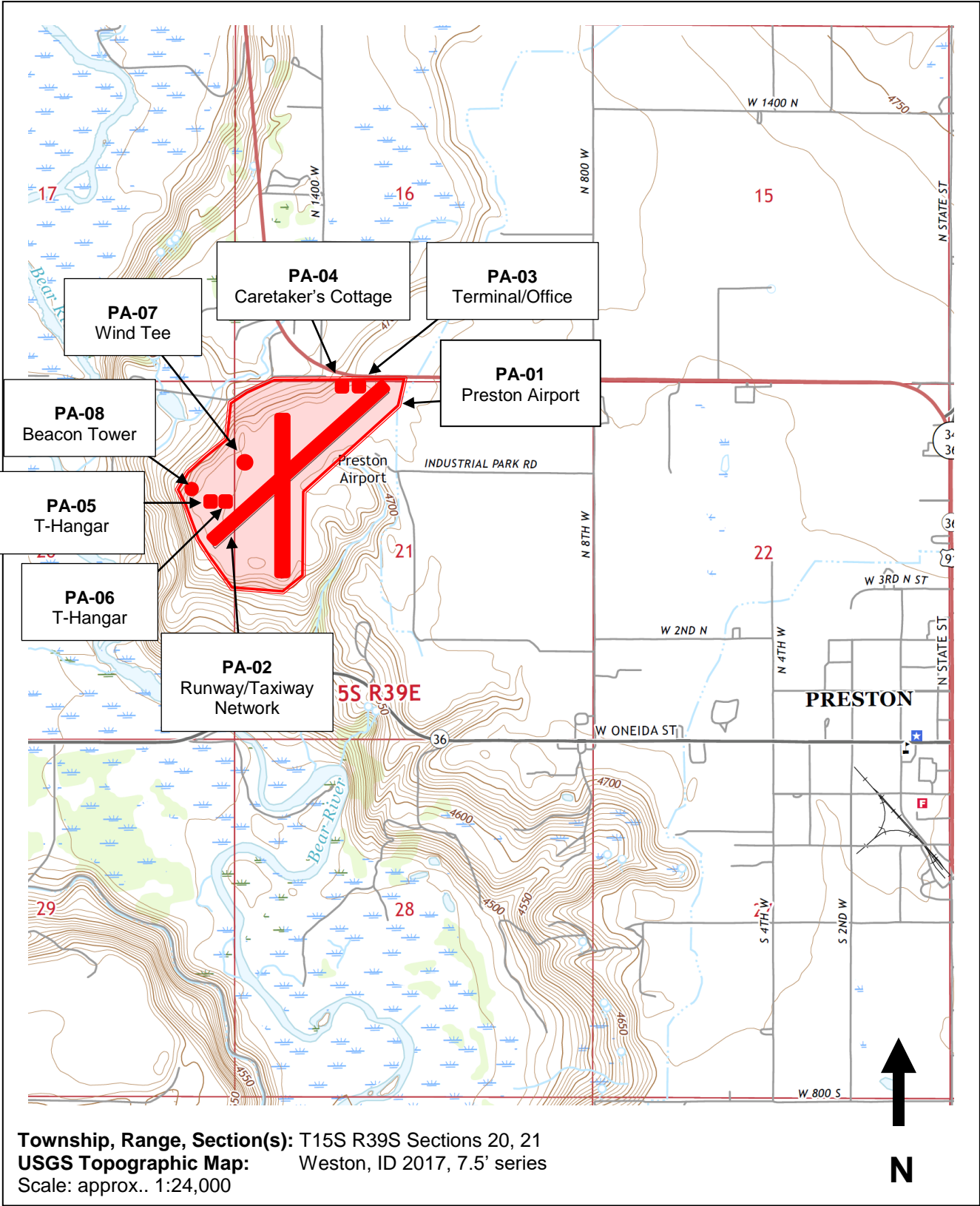
<sup>32</sup> A contributing property to a historic district does not have to meet the threshold for individual significance, but it must contribute to the district's area of significance. Resources contributing to a district's significance for architecture must retain a higher degree of architectural integrity than those in a district significant for associations with an important individual or with historical events or patterns of history.

<sup>33</sup> Historic architectural integrity should not be confused with the physical condition of a building or structure. A building may be in excellent physical and structural condition but may have lost its historical character-defining elements. Conversely, a building may retain all of its historical architectural features, but may be structurally unsound and, therefore, in poor condition.

**Table 2. Newly recorded properties**

IHSI Field No.	Property	Resource(s)/Characteristics	Potential NRHP Eligibility
PA-01	Preston Airport	1934 airport property primarily reflecting alterations and development from the late 1970s through c.2016	Not Eligible
PA-02	Runway/Taxiway Network	1934 runway/taxiway network reflecting design and materials alterations from the late 1970s	Not Eligible
PA-03	Terminal/Office	1967 building reflecting a trend in expansion of user facilities/services	Not Eligible
PA-04	Caretaker's Cottage	1965 building reflecting a trend in expansion of user facilities/services	Not Eligible
PA-05	T-Hangar	c.1963 hangar with no historic materials visible	Not Eligible
PA-06	T-Hangar	c.1963 hangar retaining all aspects of integrity and clearly communicating significance at the local level under Criteria A and C	Eligible
PA-07	Wind Tee	c.1963 wind direction indicator constructed ad hoc on-site with available, reused materials	Eligible
PA-08	Beacon Tower	c.1950 beacon tower moved to Preston Airport c.1976 and since abandoned and relocated to scrap storage area	Not Eligible

Figure 6: Newly Recorded Sites



## PA-01 – Preston Airport

**Eligibility:** The airport as a whole (PA-01) is not eligible for listing in the National Register of Historic Places due to a loss of integrity as a result of the cumulative effect of a series of late-twentieth and early twenty-first century changes. Overall, the airport conveys the character of aviation-related resources from the late 1970s through the early twenty-first century. With only integrity of location intact, overall the airport property is unable to clearly convey its historic associations.

**Overview:** The Preston Airport spans approximately 205 acres at the northwest edge of Preston, Franklin County, Idaho. Located south of US 91, the airport property (PA-01) encompasses 18 resources constructed between 1934 and c.2016 (Table 3, Figures 7, 8). Resources include buildings (hangars, terminal/office, caretaker's cottage), structures (runway/taxiway network, beacon tower), and an object (wind tee). The Preston Airport is characterized by its leaning 'X'-plan network of two runways, one paved and one gravel intersecting amidst sagebrush steppe. Overall, the airport conveys the character of aviation-related resources from the late-1970s through c.2016. Of the aviation-related resources on the airport property, all but 4 are nonhistoric or reflect extensive nonhistoric alterations.

**National Register Criteria for Evaluation:** Having been established in 1934 and in continual operation as an airport since, the property's period of significance spans from 1934 through c.1970.<sup>34</sup> Preston Airport is significant at the local level under NRHP Criterion A in the areas of Transportation and Community Planning and Development. The airport is directly associated with the pattern of aviation development in eastern Idaho, which was significant in the overall development of the Preston community.<sup>35</sup>

As stated above, the overall character of the airport is that of resources dating from the late 1970s through the early twenty-first century, none of which meet NRHP Criteria Consideration G for exceptional importance of resources less than fifty years of age.

**Integrity:** Though established in 1934, only a handful of resources are extant from the period of significance and also retain integrity from that period. The airport property retains the following aspects of integrity: location. Integrity of setting, design, materials, workmanship, feeling, and association have been lost. More specifically:

Location: This property has not been moved, and thus integrity of location is intact.

Setting: The historic setting has been lost as a result of the extensive late twentieth and early twenty-first century airport redevelopments in the vicinity.

Design: This property's integrity of design is no longer intact due to various late 1970s alterations to the runway/taxiway network, nonhistoric alterations to the terminal/office (#3, PA-03), demolition of two historic buildings, and addition of no less than ten buildings across the property since c.1975.

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<sup>34</sup> The end of this period of significance represents the NRHP's recommended fifty-year 'cut-off', being the NRHP's "general estimate of the time needed to develop historical perspective and to evaluate significance." The year also anticipates a six-month review period from the time of authorship of this report. Register Bulletin *How to Apply the National Register Criteria for Evaluation* (Washington, D.C.: Dept. of Interior, National Park Service, 1998), 41.

<sup>35</sup> National Register Bulletin *How to Apply the National Register Criteria for Evaluation* (Washington, D.C.: Dept. of Interior, National Park Service, 1998).

Materials: Little historic material is present to communicate the overall significance of the airport, as a whole. The vast majority of materials present at Preston Airport are nonhistoric and date to the late twentieth through early twenty-first century.

Workmanship: Character-defining elements of workmanship are no longer evident due to lack of integrity of materials.

Feeling: The airport property's integrity of feeling is no longer present due to the cumulative effect of the loss of integrity of design, materials, and workmanship.

Association: Overall, the historic association between resources has been lost.

**Table 3. Resources documented as part of PA-01**

IHSI Form Resource #	Resource	Date	Potential NRHP Eligibility	Eligibility Justification
01	Preston Airport (PA-01)	1934; c.1960; c.1978	Not Eligible	Insufficient integrity due to loss of all but integrity of location
02	Runway/Taxiway Network (PA-02)	1934; c.1960; c.1978	Not Eligible	Insufficient integrity due to loss of design, materials, workmanship, feeling, and association
03	Terminal/Office (PA-03)	1967	Not Eligible	Insufficient integrity due to loss of materials, workmanship, and feeling
04	Caretaker's Cottage (PA-04)	1965	Not Eligible	Insufficient integrity due to loss of materials, workmanship, and feeling
05	Harris Maintenance Hangar	1974	Not Eligible	Constructed after period of significance; not historic
06	Single-bay Hangar	c.1975	Not Eligible	Constructed after period of significance; not historic
07	Single-bay Hangar	c.1978	Not Eligible	Constructed after period of significance; not historic
08	Single-bay Hangar	c.1975	Not Eligible	Constructed after period of significance; not historic
09	Single-bay Hangar	c.1978	Not Eligible	Constructed after period of significance; not historic
10	Single-bay Hangar	c.1980	Not Eligible	Constructed after period of significance; not historic
11	Single-bay Hangar	c.1990	Not Eligible	Constructed after period of significance; not historic
12	Single-bay Hangar	c.2016	Not Eligible	Constructed after period of significance; not historic
13	Single-bay Hangar	c.2016	Not Eligible	Constructed after period of significance; not historic
14	Two-bay Hangar	c.1985	Not Eligible	Constructed after period of significance; not historic
15	Single-bay Hangar	c.1985	Not Eligible	Constructed after period of significance; not historic
16	T-hangar (PA-05)	c.1963	Not Eligible	Insufficient integrity due to loss of materials, workmanship, and feeling
17	T-hangar (PA-06)	c.1963	Eligible	Integrity of location, setting, design, materials, workmanship, feeling, and association all intact
18	Wind Tee (PA-07)	c.1963	Eligible	Integrity of location, setting, design, materials, workmanship, feeling, and association all intact
19	Beacon Tower (PA-08)	c.1950; 1976 (moved); c.1997 (abandoned)	Not Eligible	Insufficient integrity due to loss of location, design, feeling, and association.





**Row of hangars (#5-#9, R-L), view W-SW, March 2019**



**Row of hangars (#13-#9, L-R), view NE, March 2019**



Figure 7: Preston Airport Resource Map – Northeast Section



Figure 8: Preston Airport Resource Map – West Section







**Terminal/Office (#3, PA-03) and Caretaker's Cottage (#4, PA-04) at far right; Row of hangars (#5-#13) center-left, view W-SW, March 2019**



**Wind Tee (#18, PA-07) in foreground, and T-Hangars (#16, PA-05 & #17, PA-07) in background, view SW, March 2019**

## PA-02 – Runway-Taxiway Network

**Eligibility:** The Runway/Taxiway Network is not eligible for listing in the National Register of Historic Places due to a loss of integrity. The cumulative effect of the series of late-twentieth century changes, not only to the runway/taxiway network itself, but to the surrounding associated buildings and site features, compromises the structure's integrity of design, materials, workmanship, feeling, and association. With only integrity of location and setting intact, it is not able to communicate its historic associations and is ineligible for NRHP listing.

**Overview:** The Preston Airport Runway/Taxiway Network (#2) is

comprised of a pair of intersecting runways forming a leaning 'X' design, as well as the characteristic accompanying network of connecting taxiways and aprons. Runway 3-21 is aligned northeast-southwest, and a north-south unpaved landing strip are what remain of what was an original four-runway asterisk-design network that included two additional runways abandoned at some point between 1945 and 1962. The main runway remained unpaved until the late 1970s when paved aprons, parking, tie-down areas, and taxiways were also added, particularly at the northeast end.

**National Register Criteria Evaluation:** Constructed in 1934 and in continual operation as the airfield's runway/taxiway network until the present, this structure's period of significance is 1934 through c.1970.<sup>36</sup> This structure is significant under NRHP Criterion A in the Area of Transportation, as it is directly associated with the pattern of aviation and airport development in rural Idaho, which was significant in the overall development of the Preston community.<sup>37</sup>

**Integrity:** Though the runway/taxiway network is the oldest feature on the airport property, various alterations dating throughout the late twentieth and as recent as c.2016 have since obscured the original design and association of the airfield. This resource possesses the following aspects of integrity: location and setting. Integrity of design, materials, workmanship, feeling, and association have been lost. More specifically:



**Runway/Taxiway Network (#2; PA-02),** view SW down Runway 3-21, March 2019

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<sup>36</sup> The end of this period of significance represents the NRHP's recommended fifty-year 'cut-off', being the NRHP's "general estimate of the time needed to develop historical perspective and to evaluate significance." National Register Bulletin *How to Apply the National Register Criteria for Evaluation* (Washington, D.C.: Dept. of Interior, National Park Service, 1998), 41. It also anticipates a six-month agency review period.

<sup>37</sup> National Register Bulletin *How to Apply the National Register Criteria for Evaluation* (Washington, D.C.: Dept. of Interior, National Park Service, 1998).

**Location:** This resource has not been moved, and thus integrity of location is intact.

**Setting:** The historic setting is hindered but generally intact by means of the surrounding open airfield space and aviation resources in the vicinity.

**Design:** This structure's integrity of design is no longer intact due to various alterations, paving efforts, and expansions of aprons and taxiways dating to the late twentieth century.

**Materials:** Though this resource is comprised compatible paving materials, repavings and widenings during the late 1970s and since have left no historic materials visible.

**Workmanship:** Character-defining elements of workmanship are no longer evident due to lack of integrity of materials.

**Feeling:** The structure's integrity of feeling is no longer present due to the cumulative effect of the loss of integrity of design, materials, and workmanship.

**Association:** The association between this resource with the neighboring resources has been lost with the extensive changes to paved aspects of the airfield and nonhistoric introduction of numerous hangars from the late 1970s through c.2016.



**Runway/Taxiway Network (#2; PA-02),** view N down gravel landing strip, March 2019

## PA-03 –Terminal/Office

**Eligibility:** The Terminal/Office is not eligible for listing in the National Register of Historic Places due to a loss of integrity. The cumulative effect of a series of nonhistoric materials changes has compromised the building's integrity of materials, workmanship, and feeling. With only integrity of location, setting, design, and association intact but hindered, the building does not meet the threshold for individual eligibility as it is not able to clearly communicate its significant historic associations. It would contribute to a surrounding historic district, but there is no historic district potential present. As such, it is ineligible for NRHP listing.



**Terminal/Office (#3; PA-03),** view NW, March 2019

**Overview:** This one-story dwelling dates to 1967 and reflects the 1960s shift of development at the airport toward the northeast, adjacent US 91. The small, front-gabled building has a compact rectangular footprint with a shed-roof car port spanning the length of the north side elevation.

**National Register Criteria Evaluation:** Constructed in 1967 and in continual operation as the airfield's terminal/office until the present, this building's period of significance is 1967 through c.1970.<sup>38</sup> This building is significant under NRHP Criterion A in the Area of Transportation, as it is directly associated with the pattern of aviation and airport development in rural Idaho, which was significant in the overall development of the Preston community.<sup>39</sup>

**Integrity:** Though the Terminal/Office has historically served the function of the airport property for over fifty years, various nonhistoric alterations and additions have since obscured the original appearance. This resource possesses the following aspects of integrity: location, setting, design, and association. Integrity of materials, workmanship, and feeling have been lost. More specifically:

Location: This building has not been moved, and thus integrity of location is intact.

Setting: The historic setting is hindered but generally intact by means of the surrounding lawn and mature trees, as well as the open airfield space and aviation resources in the vicinity.

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<sup>38</sup> The end of this period of significance represents the NRHP's recommended fifty-year 'cut-off', being the NRHP's "general estimate of the time needed to develop historical perspective and to evaluate significance." The year also anticipates a six-month review period from the time of authorship of this report. National Register Bulletin *How to Apply the National Register Criteria for Evaluation* (Washington, D.C.: Dept. of Interior, National Park Service, 1998), 41.

<sup>39</sup> National Register Bulletin *How to Apply the National Register Criteria for Evaluation* (Washington, D.C.: Dept. of Interior, National Park Service, 1998).



**Design:** This building's integrity of design is hindered by the nonoriginal carport, but is still generally intact, conveyed by means of the gable-front roof form, one-story height, entrance and fenestration location, and footprint.

**Materials:** This resource no longer retains integrity of materials due to the replacement or covering of most exterior materials.

**Workmanship:** Character-defining elements of workmanship are no longer evident due to lack of integrity of materials.

**Feeling:** The building's integrity of feeling is no longer present due to the cumulative effect of the loss of integrity of materials and workmanship.

**Association:** The association between this resource with the neighboring resources has been hindered by nonhistoric changes to the parking areas, pick-up/drop-off area, and designed landscape, but is still generally intact sufficient to substantiate this aspect of integrity.

## PA-04 – Caretaker's Cottage

**Eligibility:** The Caretaker's Cottage is not eligible for listing in the National Register of Historic Places due to a loss of integrity. Though most aspects of integrity are sufficiently present to allow the building to contribute to a surrounding district, there is no district potential apparent. With hindered integrity of materials, design, and setting, it does not meet the threshold for individual eligibility and as such, it is ineligible for NRHP listing.

**Overview:** This one-story dwelling dates to 1965 and features an intersecting-gable roof, a compact rectangular footprint, nonoriginal stucco-clad walls, and the original horizontal-muntin wood-sash windows. The dwelling reflects the 1960s shift of development at the airport toward the northeast, adjacent US 91. Its construction took place just prior to a late-1960s State program that facilitated installation of mobile homes at low-traffic airports to serve as caretaker quarters, as well as on-call/part-time terminals.

**National Register Criteria Evaluation:** Constructed in 1965 and in continual operation as the airport caretaker's dwelling since, this building's period of significance is 1965 to 1970.<sup>40</sup> This building is significant under NRHP Criterion A in the area of Transportation at the local level, as it is directly



**Caretaker's Cottage (#4; PA-04), view NW, March 2019**

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<sup>40</sup> The end of this period of significance represents the NRHP's recommended fifty-year 'cut-off', being the NRHP's "general estimate of the time needed to develop historical perspective and to evaluate significance." National Register Bulletin *How to Apply the National Register Criteria for Evaluation* (Washington, D.C.: Dept. of Interior, National Park Service, 1998), 41. It also anticipates a six-month agency review period from the date of this report.



associated with the pattern of aviation and airport development at rural airports in Idaho, which was significant in the overall development of the Preston community.<sup>41</sup>

**Integrity:** This building retains integrity of location, setting, design, and association. All other aspects of integrity – materials, workmanship, and feeling – have been lost. More specifically:

Location: This building has not been moved, and thus integrity of location is intact.

Setting: The historic setting is hindered but generally intact by means of the surrounding lawn and mature trees, as well as the open airfield space and aviation resources in the vicinity.

Design: This building's integrity of design is hindered by the loss of its pent roof entrance but is overall minimally intact and conveyed by means of its one-story height, side-gabled roof, and fenestration.

Materials: Integrity of materials has been hindered by the nonhistoric metal roof and the secondary stucco cladding the original flush-plan tongue-in-groove wood siding.

Workmanship: Character-defining elements of workmanship are no longer evident due to loss of integrity of materials.

Feeling: The building's integrity of feeling is no longer present due to the cumulative effect of the property's loss of integrity of materials and workmanship.

Association: The association between this resource with the neighboring resources has been hindered by nonhistoric changes to the parking areas, pick-up/drop-off area, and designed landscape, but is still generally intact sufficient to substantiate this aspect of integrity.

## PA-05 –T-Hangar

**Eligibility:** This T-Hangar is not eligible for listing in the National Register of Historic Places. The complete cladding of this building in nonhistoric incompatible metal siding leaves no historic materials visible and renders this building ineligible for NRHP listing.



**T-Hangar (#16; PA-05), view NW, March 2019**

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<sup>41</sup> National Register Bulletin *How to Apply the National Register Criteria for Evaluation* (Washington, D.C.: Dept. of Interior, National Park Service, 1998).

**Overview:** This T-Hangar dates to c.1963 and reflects a historically common (and increasingly rare) utilitarian hangar type employed at rural airports nationwide. The wood-framed T-plan building has nonhistoric steel siding and roof, and a single metal-clad door occupying the single aircraft vehicular bay.

**National Register Criteria Evaluation:** Constructed in c.1963 and in continual operation as a hangar since, this building's period of significance is c.1963 to c.1970.<sup>42</sup> This building is significant under NRHP Criterion A in the area of Transportation at the local level. It is directly associated with a pattern of aviation and airport development at rural airports in Idaho during the period of significance, which was significant in the overall development of the Preston community.<sup>43</sup>

**Integrity:** This hangar retains integrity of location, setting, design, and association. Integrity of materials, workmanship, and feeling have been lost. More specifically:

Location: This building has not been moved, and thus integrity of location is intact.

Setting: The historic setting is generally intact by means of the surrounding open airfield space and aviation resources in the vicinity.

Design: This building's integrity of design is intact, conveyed by means of its one-story massing, gable-front roof, T-shaped footprint, and single vehicular bay

Materials: The nonhistoric incompatible metal siding conceals all historic exterior materials and none are readily visible.

Workmanship: Character-defining elements of workmanship are no longer evident due to the loss of integrity of materials.

Feeling: The building's integrity of feeling is no longer present due to the cumulative loss of integrity of materials and workmanship.

Association: The association between this resource with its historic neighboring resources is hindered by the loss of a historic hangar to the north but is still minimally communicated by its adjacent sister T-hangar.



**T-Hangar (#16; PA-05), view SE, March 2019**

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<sup>42</sup> The end of this period of significance represents the NRHP's recommended fifty-year 'cut-off', being the NRHP's "general estimate of the time needed to develop historical perspective and to evaluate significance." *National Register Bulletin How to Apply the National Register Criteria for Evaluation* (Washington, D.C.: Dept. of Interior, National Park Service, 1998), 41. It also anticipates a six-month agency review period from the date of completion of this report.

<sup>43</sup> *National Register Bulletin How to Apply the National Register Criteria for Evaluation* (Washington, D.C.: Dept. of Interior, National Park Service, 1998).

## PA-06 –T-Hangar

**Eligibility:** This T-Hangar is eligible for listing in the National Register of Historic Places. It retains all aspects of integrity and is a relatively rare surviving example of a T-hangar with such high degree of integrity of materials and workmanship. It clearly communicates its historic associations and conveys significant information about past time and place.

**Overview:** This T-Hangar dates to c.1963 and reflects a historically common (and increasingly rare) utilitarian hangar type employed at rural airports nationwide. The wood-framed T-plan building retains its historic corrugated metal roof, gable-front roof with exposed rafter tails, flush-plank wood siding, and pair of counterbalanced top-hinged metal-clad vehicular bay doors.

**National Register Criteria Evaluation:**

Constructed in c.1963 and in continual operation as a hangar since, this building's period of significance is c.1963 to c.1970.<sup>44</sup> This building is significant under NRHP Criterion A in the area of Transportation and Criterion C in the area of Architecture, at the local level. It is directly associated with a pattern of aviation and airport development at rural airports in Idaho during the period of significance, which was significant in the overall development of the Preston community.<sup>45</sup>

**Integrity:** This hangar retains integrity of location, setting, design, materials, workmanship, feeling, and association. More specifically:

Location: This building has not been moved, and thus integrity of location is intact.

Setting: The historic setting is generally intact by means of the surrounding open airfield space and aviation resources in the vicinity.



T-Hangar (#17; PA-06), view NW, March 2019



T-Hangar (#17; PA-06), view SE, March 2019

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<sup>44</sup> The end of this period of significance represents the NRHP's recommended fifty-year 'cut-off', being the NRHP's "general estimate of the time needed to develop historical perspective and to evaluate significance." National Register Bulletin *How to Apply the National Register Criteria for Evaluation* (Washington, D.C.: Dept. of Interior, National Park Service, 1998), 41. It also anticipates a six-month agency review period from the date of completion of this report.

<sup>45</sup> National Register Bulletin *How to Apply the National Register Criteria for Evaluation* (Washington, D.C.: Dept. of Interior, National Park Service, 1998).

**Design:** This building's integrity of design is intact, conveyed by means of its one-story massing, gable-front roof, T-shaped footprint, and counter-balanced overhead doors.

**Materials:** The historic materials are all intact and apparent, including the corrugated metal roof, wood siding, metal-clad doors, and so forth.

**Workmanship:** Character-defining elements of workmanship are evident, conveyed by means of the retention of integrity of materials.

**Feeling:** The building's integrity of feeling is present due to the cumulative retention of integrity of design, materials, and workmanship.

**Association:** The association between this resource with its historic neighboring resources is hindered by the loss of a historic Hangar to the north but is still minimally communicated by its adjacent sister T-hangar.

## PA-07 – Wind Tee

**Eligibility:** Presenting significance under Criterion A in the area of Transportation, and retaining sufficient integrity to convey that significance, this object<sup>46</sup> appears to be individually eligible for listing in the National Register of Historic Places. It should be noted comparable wind indicators have been deemed 'primary' features of airfields due to their critical function in landing and take-off and have been individually listed in the National Register.<sup>47</sup>

**Overview:** The Wind Tee (#18) is a wind direction indicator that, like a weathervane, aligns into the wind and thus assists pilots in choosing the safest runway and direction to land or take-off. The Preston Airport Wind Tee dates to c.1963 (possibly earlier) and intentionally loosely reflects the appearance of an airplane. As is characteristic of wind tees, the object is centered within a segmented circle that also contains a wind cone. Wind tees were, and still are, critical at smaller, rural airports with no control tower. Preliminary research online suggests it was not uncommon for these objects to be constructed ad-hoc on-site from available materials such as scrap sheet metal and discarded fuel cans or oil barrels and then balanced by means of placing rocks and sand from the surrounding ground within the object's cavities.



**Wind Tee (#18; PA-07), view NW, March 2019**

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<sup>46</sup> Per NRHP guidelines, as well as precedent set by other comparable NR-listed resources, this Wind Tee is categorized as an 'object.'

<sup>47</sup> Shawn M. McGrew, "Strother Field Tetrahedron Wind Indicator," National Register of Historic Places Registration Form (Winfield, KS: Strother Field Commission, 2015). Available from Kansas SHPO.



**National Register Criteria for Evaluation:**

Constructed in at least c.1963 and in continual use to the present, this object's period of significance spans from c.1963 through c.1970.<sup>48</sup> The Wind Tee is significant under NRHP Criterion A in the area of Transportation at the local level. The Wind Tee is directly associated with the pattern of aviation development at small, rural airports nationwide, as is manifested in rural Idaho and the Preston community, in particular.<sup>49</sup>

**Integrity:** This object clearly communicates important information about historic trends in aviation technology and patterns of development at Preston Airport. This object retains integrity of location, setting, design, materials, workmanship, feeling, and association. More specifically:



**Segmented Circle containing Wind Tee (#18; PA-07),**  
aerial view, March 2019

**Location:** This object has not been moved, and thus integrity of location is intact.

**Setting:** Overall, the historic setting within a segmented circle amongst sage steppe, taxiways and runways, and historic hangars is sufficiently intact to clearly convey this aspect of integrity.

**Design:** This resource's integrity of design is intact, conveyed by means of its overall profile loosely reflecting that of an aircraft, location atop a post upon which it can swivel, and its make-shift construction and balancing from locally available materials.

**Materials:** The character-defining original materials are intact, in particular the scrap metal, reused fuel cans, and stones from the immediate area.

**Workmanship:** Character-defining elements of workmanship are evident, specifically relating to visible historic materials.

**Feeling:** The resource's integrity of feeling is present in the cumulative effect of the property's design, materials, and workmanship, conveying a sense of past time and place.

**Association:** The association between this resource with the adjacent resources and setting is intact.

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<sup>48</sup> According to Boise Airport management, this feature has not been used in about fifty years. The end of this period of significance represents the NRHP's recommended fifty-year 'cut-off', being the NRHP's "general estimate of the time needed to develop historical perspective and to evaluate significance." National Register Bulletin *How to Apply the National Register Criteria for Evaluation* (Washington, D.C.: Dept. of Interior, National Park Service, 1998), 41. It also anticipates a six-month agency review period.

<sup>49</sup> National Register Bulletin *How to Apply the National Register Criteria for Evaluation* (Washington, D.C.: Dept. of Interior, National Park Service, 1998).



## PA-08 –Beacon Tower

**Eligibility:** Though beacon tower structures are increasingly rare in Idaho, this particular structure does not currently retain sufficient integrity to be NRHP-eligible. SHPO records include only 3 other beacon towers documented – the Cold Springs Beacon near Hammet (39-018251) constructed in 1942, the Idaho Falls Airport Beacon constructed in 1930 (counted as a contributing resource to Idaho Falls Airport Historic District (NR #97001126)), and the c.1950 Arco Airport Beacon.

**Overview:** Primary sources suggest this beacon tower dates to c.1950 (possibly earlier) and was moved to Preston Airport from ITD storage around 1976. It is undetermined where it stood when it was in use, nor is the historic record clear as to when the tower's use was discontinued. The beacon mechanism and lamp are missing from the tower structure, which is currently laying on its side amongst scrap storage at the west edge of the airport property. The four-sided lattice tower measures approximately 60' in-length and features a caged ladder along one full length, which accesses a square platform. The simple, four-sided structure is comprised of an open lattice framework of bolted angle iron. The four legs together form an approximately 9' square footprint.

**National Register Criteria Evaluation:**

Constructed in c.1950 and moved to Preston Airport around 1976, this structure's association with Preston Airport is less than fifty years. However, as a commonly

relocated resource type, its period of significance is arguably c.1950 through c.1970.<sup>50</sup> This structure has potential significance under NRHP Criterion A in the Area of Transportation, as it is directly associated with the pattern of aviation and airport development at rural airports in Idaho.<sup>51</sup>



**Beacon Tower (#19; PA-08), view E, March 2019**



**Beacon Tower (#19; PA-08), view SW, March 2019**

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<sup>50</sup> The end of this period of significance represents the NRHP's recommended fifty-year 'cut-off', being the NRHP's "general estimate of the time needed to develop historical perspective and to evaluate significance." National Register Bulletin *How to Apply the National Register Criteria for Evaluation* (Washington, D.C.: Dept. of Interior, National Park Service, 1998), 41.

<sup>51</sup> National Register Bulletin *How to Apply the National Register Criteria for Evaluation* (Washington, D.C.: Dept. of Interior, National Park Service, 1998).

**Integrity:** This structure retains integrity of setting, materials, and workmanship. Integrity of location, design, feeling, and association has been lost. More specifically:

**Location:** This structure has been moved. Though integrity of original location is not intact, like steel truss bridges, beacon tower structures were historically commonly relocated as needed. This aspect of integrity is not of particular importance for this property type.

**Setting:** The historic setting is intact, communicated by means of the surrounding airfield amidst sage steppe.

**Design:** Though the support tower structure's integrity of design is intact, the overall design of this resource has been lost due to the loss of the key, character-defining beacon lamp and the structure's position laying on its side rather than upright.

**Materials:** This resource retains much of its original materials, however this aspect of integrity is also hindered by the loss of the character-defining beacon lamp.

**Workmanship:** Character-defining elements of workmanship are intact by means of the presence of integrity of materials.

**Feeling:** The resource's integrity of feeling is no longer present due to the cumulative loss of integrity of design and hindered integrity of materials.

**Association:** The association between this resource with the neighboring resources (e.g. hangars, taxiway) is no longer intact.

## Determination of Effects

Based on the materials provided, research, and field verification, PSLLC finds the proposed project will have **No Effect**, either directly or indirectly, on historic resources in the APE. The proposed project action consists of a 100' extension of Runway 3-21 (Runway-Taxiway Network, #2, PA-02) to meet FAA-recommended safety standards for runway length. The proposed runway extension will not diminish the integrity of any NRHP-eligible resources.

### Properties Identified as Potentially NRHP-Eligible

Site #	Site/Feature Type	NR Status	Distance to APE	Project Effect
PA-06	T-Hangar	Eligible	Outside APE	No Effect
PA-07	Wind Tee	Eligible	Outside APE	No Effect

## Management Recommendations

The proposed project will have NO EFFECT on NRHP-eligible resources. Due to previous disturbance, there is a low potential for the presence of sub-surface historic or prehistoric archaeological material. Project approval is recommended.

### Avoidance, Minimization, or Mitigation Options

Based on the Determination of Effects above for the proposed project, no avoidance, minimization, or mitigation options are warranted. If any additional cultural resources are encountered during the course of this or any future project, all ground disturbing activities will cease until a qualified FAA or SHPO cultural resource specialist is consulted.

## Conclusions

This report documents the results of a cultural resources survey conducted to identify and evaluate resources at the Preston Airport, at the northwest edge of Preston, Franklin County, Idaho. This effort is part of an endeavor of the City of Preston and Franklin County to address runway safety considerations and includes resource identification and documentation under Section 106 of the National Historic Preservation Act (NHPA), as amended. Furthermore, the full extent of the Preston Airport property (PA-01) was documented for FAA's future planning purposes; Section 106 evaluation was restricted to the actual project impact area.

### Section 106 Project Description

The proposed project action consists of a 100' extension of the southwest end of Runway 3-21, which has been deemed insufficient in length by FAA guidelines.

### Results of Cultural Resource Study

Most of the resources in the survey area had been previously identified and five were documented, but none to a degree that met SHPO requirements sufficient to make a determination of eligibility (IHSI #41-17987, 41-17988). As such, the full airport property was newly documented as part of this survey effort (PA-01). The airport property (PA-01) contains a total of 18 above-ground resources (i.e. individual buildings, structures, an object), 7 of which received separate Idaho Historic Sites Inventory (IHSI) forms as part of this documentation (PA-02 through PA-08; Table 2; Figure 6).

Two (2) resources were found to be potentially eligible for National Register of Historic Places (NRHP) listing: a T-Hangar (#17, PA-06) and a Wind Tee (#18, PA-07), all located within the otherwise ineligible Preston Airport (PA-01) property.

The 2014 Archaeological Survey by North Wind Resources Consulting identified one known site near the airport property, a lithic scatter (10FR6) southwest of the airport fence line on the Bear River terrace. Since 2014, Preston Airport has updated their master plan (2019) and as a result reduced the previous project APE to reflect these changes. The APE no longer includes the area containing the lithic scatter

(10FR6). No other prehistoric sites have been identified within the Preston Airport APE. Therefore, the proposed undertaking will have no adverse effect on archaeological sites or isolates.

It should be noted that per FAA direction, Idaho SHPO has not yet been consulted as to the eligibility assessments herein. As such, all findings below should be considered preliminary and subject to final SHPO review and comment.

Overall, the undertaking, as described, will have **NO EFFECT** on the NRHP eligibility of historic properties as a result of the project actions.

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# Idaho Historic Sites Inventory Forms