

United States Department of the Interior

Bureau of Land Management
Northeastern States Field Office
LLES003420

Environmental Assessment

DOI-BLM-ES030-2014-0008-EA

Thunder Bay Island **Recreation and Public Purposes Act Conveyance** **Alpena County, Michigan**

Date: October 2014

Type of Action: Conveyance under the Recreation & Public Purposes Act

Serial Number: MIES-057953

Location: Michigan Meridian
Township 30 North, Range 10 East,
Alpena County, Michigan

Project Acreage: 43.08 acres

Bureau of Land Management, Northeastern States Field Office
626 E. Wisconsin Ave., Suite 200
Milwaukee, WI 53202
414-297-4400 (phone)
414-297-4409 (fax)



1.0 INTRODUCTION

This Environmental Assessment (EA) has been prepared to analyze and disclose the site specific environmental impacts of conveying historic lighthouse structures and land on Thunder Bay Island under the authority of the Recreation and Public Purposes (R&PP) Act, as amended (43 U.S.C. 869 *et seq.*). The R&PP Act authorizes the Secretary of the Interior to convey public lands for recreation and public purposes to state and local governments and non-profit groups. Alpena Township, Michigan, submitted an application for the acquisition of historic structures and land on Thunder Bay Island under the provisions of the R&PP Act.

1.1 BACKGROUND

Thunder Bay Island, located in Lake Huron off the northeastern coast of Michigan, was reserved in its entirety (168.05 acres) for lighthouse purposes by an Executive Order dated August 24, 1842. The first lighthouse built on the island was one of the first light stations placed in operation on Lake Huron (1832) and one of the last lights to be abandoned by the U.S. Coast Guard (USCG) in favor of automation (1983). As a result of strong storms and extreme weather conditions, the light tower, keeper's quarters, and fog signal building were reconstructed or replaced over time. The remaining lighthouse structures and archeological evidence of earlier foundations and the remnants of mid-1800 fishing villages are still present on the island, but the majority of the island has remained undeveloped and has been managed as a wildlife sanctuary. Alpena Township has applied for 43.08 acres of land and the lighthouse structures along the southern shore of the island.

1.2 PURPOSE AND NEED OF PROPOSED ACTION, DECISION TO BE MADE

Purpose of Proposed Action

The purpose of the proposed action is to provide public lands for historic preservation, recreation and maritime education in accordance with the R&PP Act.

Need for Proposed Action

The BLM's need for the proposed action is to respond to an application submitted by Alpena Township, Michigan for the lighthouse structures and surrounding land on Thunder Bay Island. The BLM is responsible for considering the transfer of public lands under the R&PP Act and in accordance with regulations at 43 Code of Federal Register (CFR) Part 2740.

Decision to be made

Based on the information provided in this EA, the Field Manager of the BLM Northeastern States Field Office (NSFO), as the Authorized Officer, will decide whether a finding of no significant impact can be made regarding the conveyance of lighthouse structures and surrounding land on Thunder Bay Island to Alpena Township. The Field Manager will decide whether to approve the application submitted by Alpena Township under the Recreation and

Public Purposes Act or whether to reject the application and retain the land and historic resources in Federal ownership.

1.3 CONFORMANCE WITH BLM LAND USE PLAN

The proposed action is in conformance with the *Michigan Resource Management Plan Amendment: Disposal of U.S. Coast Guard Lighthouse Properties* (MRMPA) dated July 1997. The MRMPA identified properties for disposal in the State of Michigan that were determined by the USCG to be excess to their needs. Public lands with historic structures were identified for disposal on a tract by tract basis:

All BLM surface tracts are categorized for disposal and will be evaluated on a tract-by-tract basis against the criteria in Appendix A. Appendix A describes surface disposal options and criteria. Where possible, the preferred method of disposal will be by transfer to another public agency or non-profit body (MRMPA, p. 4).

Thunder Bay Island was identified in Table 1 on page 8 as suitable for transfer and disposal under the general land laws. The proposed action would transfer the lighthouse structures and land under the R&PP Act to a local government in partnership with a non-profit organization dedicated to the preservation of the lighthouse structures.

1.4 RELATIONSHIPS TO STATUTES, REGULATIONS AND OTHER PLANS

This EA is prepared pursuant to the National Environmental Policy Act (NEPA) and subsequent regulations adopted by the Council of Environmental Quality (40 CFR §1500). The EA is intended to be a concise public document which analyzes the probable and known environmental impacts of the proposed action and the alternative(s) upon the components of the human environment and reaches a conclusion as to their significance. The ultimate decision of this EA must ensure that the actions approved are not only in the best interest of the public, but would not result in a significant impact to the human environment (40 CFR §1508.13).

The authority for the proposed action is found in the R&PP Act as amended (43 U.S.C. 869 *et seq.*) and Section 212 of the Federal Land Policy and Management Act (FLPMA) of 1976. Implementing regulations for the transfer of public land under the R&PP Act is found in 43 CFR Part 2740. These regulations allow the transfer of public land under specified conditions to state and local governments and non-profit groups for recreation and public purposes. Thunder Bay Island is withdrawn public domain land under the jurisdiction of the USCG. Withdrawn public land not specifically excepted at 43 CFR 2741.1 can be considered for conveyance under the R&PP Act. Withdrawn land on Thunder Bay Island under the jurisdiction of the USCG is not excepted by regulation and can be conveyed under the R&PP Act with the approval of the USCG. USCG provided a letter of approval on June 3, 2014.

1.5 SCOPING AND PUBLIC INVOLVEMENT

Scoping is an important part of the NEPA process that determines key issues related to a proposed action (40 CFR §1500.7). Scoping can involve Federal, state, and local government

agencies, tribal governments, resource specialists, industry representatives, local interest groups, and other members of the public. Initial scoping for the EA was limited to an internal review by the Interdisciplinary Team, but a Notice of Realty Action published in the *Federal Register* on August 19, 2014 notified the public of the proposed conveyance to Alpena Township. The public was given an opportunity to provide comments on the proposal, but no comments or protests were received. The Notice of Realty Action was distributed to State, Tribal, and local governments following the publication of the Notice in the *Federal Register*. Consultation will be conducted under Section 7 of the Endangered Species Act and Section 106 of the National Historic Preservation Act (NHPA) of 1966.

1.6 IDENTIFICATION OF ISSUES

Key issues defined by the Interdisciplinary Team are those that 1) drive the analysis of environmental effects; 2) prescribe or necessitate the development of mitigation measures; and/or 3) drive the development of additional project alternatives. These issues are carried forward for analysis in Chapter 3.0 of the EA. The key issues are summarized as follows:

- How will cultural and historic resources be impacted by the proposed conveyance of the land out of Federal ownership.
- How will public access and land use be impacted by the proposed conveyance of the land out of Federal ownership.

2.0 DESCRIPTION OF THE PROPOSED ACTION AND ALTERNATIVES

2.1 PROPOSED ACTION ALTERNATIVE

The proposed action would convey the following land and lighthouse structures on Thunder Bay Island to Alpena Township in Alpena County, Michigan under the provisions of the R&PP Act:

Michigan Meridian
Township 30 North, Range 10 East,
Section 3
Containing 43.08 acres

The BLM would transfer the lighthouse structures and land at no-cost to Alpena Township for the purpose of maintaining the historic structures and providing recreation and maritime education for the public. The remaining 124.97 acres on the island in Township 31 North are not included in the proposed action. The conveyance document for the 43.08 acres would contain a reversionary clause that provides BLM with the authority to revoke the patent if Alpena Township, its sub-lessees, or concessionaires, violate the terms and conditions set forth in the patent and its management and development plans for the property. Additionally, the patent would contain terms and conditions developed by the BLM and the State Historical Society of Michigan for the protection of the historic structures on Thunder Bay Island.

A management and development plan for the land and lighthouse structures was submitted by Alpena Township with their application. The Township has entered into a Land Use Agreement

with the Thunder Bay Island Lighthouse Preservation Society (TBILPS), a local non-profit organization with experience in the historical preservation of the structures on Thunder Bay Island since 1997.

This agreement outlines shared responsibilities for operation, maintenance and rehabilitation of the property. Development, preservation and restoration work will be limited to the existing structures. The objective is to restore the site (structures) to as near the original condition as possible. Any future development of the historic resources not identified in the management plan will be based upon a Historical Structures Report with State Historical Society of Michigan and BLM concurrence.

The proposed action would also reserve to the USCG the arc of visibility for any lighted aid to navigation and an unrestricted right to keep the aid and associated equipment on the property, including the right to enter the property at any time, without notice for the purpose of operating and maintain any aid to navigation and equipment in use.

2.2 NO ACTION ALTERNATIVE

Under a No Action Alternative the land and lighthouse structures on Thunder Bay Island would not be conveyed out of Federal ownership. Legal title and management of the historic structures would not transfer to a local unit of government in partnership with a non-profit group dedicated to the preservation and restoration of the historic structures and the maritime history of Thunder Bay Island. Because the USCG has met their obligations to relinquish the island, the land and historic structures would eventually return to Federal management under the jurisdiction of the BLM and funding to preserve the historic structures would be uncertain.

2.3 ALTERNATIVES CONSIDERED BUT ELIMINATED FROM FURTHER ANALYSIS

Several alternatives were considered but eliminated from further analysis:

R&PP Lease to Alpena Township

BLM would issue a lease to Alpena Township under the R&PP Act instead of patenting the land. Under this alternative, the Township would manage the property according to its development and management plan but title would remain with the United States. The Township could apply for patent to the property after a five year period.

Under this alternative the BLM would inspect the property more often and have more direct involvement in the routine management and operations of the site than would be required under an R&PP patent. The option to lease a property prior to patent allows the BLM to ensure that development takes place; however, in this situation, TBILPS has demonstrated effective maintenance and restoration of the property since 1997. Delaying patenting the historic structures and land would prevent Alpena Township from having record ownership and qualifying for preservations grants.

BLM Retention and Active Management

The land use plan for the State of Michigan would need to be amended under this alternative to allow retention of the historic structures and associated land under BLM active management. Funding for maintaining and restoring the historic structures would be uncertain.

3.0 AFFECTED ENVIRONMENT

Thunder Bay Island is located in Lake Huron approximately 13 miles from the nearest city of Alpena off the northeast coast of the State of Michigan. The 168 acre island was reserved for lighthouse purposes by an Executive Order dated August 24, 1842. Until the aids to navigation were automated in 1983, operations on the island were managed by the USCG and their predecessors for lighthouse purposes. Existing structures include a light tower, keeper's quarters, paint shed, fog signal building, and remnants of a tramway. Following automation, the lighthouse structures were abandoned until 1997, when the TBILPS entered into a lease with USCG to maintain and preserve the historic resources on the island. Access to the island is limited since the USCG pier deteriorated under harsh environmental conditions and was not replaced. The TBILPS uses a small removable dock during the summer months to access the island for lighthouse repairs and maintenance.

Thunder Bay Island is listed on the National Register of Historic Places (NRHP) and is part of the Thunder Bay National Marine Sanctuary, the only freshwater national marine sanctuary in existence. Although the island is remote and difficult to access, Thunder Bay Island supported the first settlements in Michigan in the early years of the 1800's. Today the island is home to many species of birds, especially colonial nesting water-birds, and several species of small mammals. The island's bedrock holds enough soil to support a variety of evergreens and deciduous trees, such as cedar, spruce, balsam, tamarack, white birch, ash, poplar and aspen.

The following human environment/resource elements have been reviewed and determined to be either not present or not affected by the proposed action. No sensitive or unique resource values were identified on the island. The following elements will not be discussed further in this document.

- Fish Habitat
- Forests and Rangelands
- Migratory Birds
- Native American Religious Concerns
- Threatened or Endangered Species
- Environmental Justice/Socioeconomics
- Farm Lands, Prime or Unique
- Wastes, hazardous or solid
- Water Quality; Drinking/Ground
- Wild and Scenic Rivers
- Wilderness/WSAs/ACECs
- Air Quality
- Global Climate Change
- Paleontology
- Range / Livestock Grazing
- Recreation / Visual Resource Management
- Sensitive Status Plants
- Wetlands/Riparian Areas/Floodplains
- Cultural Resources
- Wildlife/BLM Sensitive Species

3.1 Cultural and Historic Resources

Cultural resources are locations of human activity, occupation, or use identifiable through field inventory, historic documentation, or oral evidence. While they commonly consist of physical remains, cultural resources include traditional cultural properties (TCPs), which are locations, districts, sites, buildings, structures, or objects that are valued by a living community for the role they play in sustaining the community's cultural integrity (King, 2004). Two archaeological surveys have been conducted on Thunder Bay Island, both under the auspices of the USCG; the first survey covered the entirety of Gull, Sugar, and Thunder Bay Islands in 1998, and the second focused on the southern end of Thunder Bay Island around the lighthouse complex prior to contaminated soil remediation. These surveys revealed no prehistoric sites and five historic archaeological sites discussed below.

Historic Resources on Thunder Bay Island

The history of Thunder Bay Island is closely connected to that of the USCG and its preceding agencies, the U.S. Lifesaving Service (USLS) and the United States Lighthouse Service (USLHS). Increased trade and settlement of the Great Lakes region required more aids to navigation, leading Congress to set aside Thunder Bay Island as a lighthouse preserve in 1831 (Williams, 1998; Lackett & Marine, 2011). This led to the construction of the original keeper's quarters and light tower at the southern end of the island in 1832. Both being made of wood, they required constant maintenance and were replaced in 1857 and 1869, respectively, by new stone and brick structures (Pepper, 2007; Lackett & Marine, 2011). The USLHS built other structures during this time as well, including a fog signal bell in 1855 and its replacement, a steam powered fog signal, in 1870; this would also be replaced by a new brick structure in 1906 (Lackett & Marine, 2011). Other buildings included a paint and oil storage building, a pier connected to the lighthouse via tramway, and at least three other storage or habitation structures (Lackett & Marine, 2011).

In addition to the lighthouse complex, the USLS established a lifesaving station to the north on the west side of the island in 1876. Established in 1876 and abandoned in 1941, the lifesaving station comprised of at least nine structures including a boathouse with pier connecting it to the mainland, a headquarters building, storage buildings, and homes for the surf men and their families (Williams, 1998). The USCG demolished all structures excepting the boathouse and pier pilings sometime between 1952 and 1963 (Williams, 1998).

While less known, and less visible, than the imprint of the USCG, Thunder Bay Island also contains the remains of a fishing village (Harwood's Fish House), a cooperage (Hood's Cooperage), and an early 20th century refuse/dump site. Fishing villages established on the island in the 1830s were the first Euro American settlements in what would become Alpena County; there is some evidence that the first Euro American birth in Alpena County occurred at Thunder Bay Island (Williams, 1998). Commercial fishing continued until at least the 1880's, and establishment of the lifesaving station in 1876 led to a period of tourism from the mainland into the early 20th century (Williams, 1998).

The Thunder Bay Island Lighthouse Complex was listed in the NRHP in 1984, and remains the only historic resource on the island that maintains its integrity, despite the removal of at least three structures. Historic aerial photographs indicate the demolition of all lifesaving station structures, except the boathouse and associated pier pilings, sometime between 1952 and 1963

(Williams, 1998). The USCG boathouse is in serious disrepair and there are currently no plans for its rebuilding. The boathouse is not located on the 43.08 acres of land that will be conveyed to Alpena Township.

3.2 Land Use

There are no designated recreation sites on Thunder Bay Island. The geologic nature of the island and shifting sands on its western side does not readily allow for the landing of pleasure craft, although there are occasional day use visits. Currently there is only one safe access point to the island for powered watercraft, a movable pier on the west side of the island operated by the TBILPS. The TBILPS conducts a small number of group tours of the lighthouse complex during late spring to early fall, but in the future TBILPS plans to open the grounds and lighthouse structures to the public for day use during the summer months.

The surrounding Thunder Bay Marine Sanctuary is popular with recreational divers because of the high number of shipwrecks, one of which, the steamer *Monohansett*, lies approximately 850 feet off the southwest point of Thunder Bay Island (National Oceanic & Atmospheric Administration, 2014). This wreck is marked with a buoy for divers and navigation. A web search using Google Earth shows the remains of possibly two wooden ships further up the western side of Thunder Bay Island. While speculative, commercial and private diving parties may land on the island, accessing the island is currently very difficult due to the strong currents, shallow waters, shoals and rocks.

4.0 ENVIRONMENTAL EFFECTS

PROPOSED ACTION

4.1 Cultural and Historic Resources

Of the five archaeological sites located on Thunder Bay Island, only the lighthouse complex (site number 20AL71) will be affected by the proposed R&PP. All current standing structures including the lighthouse, keeper's quarters, storage shed, and fog signal building are listed in the NRHP. Other structures, including the remaining cellars or foundations of three buildings, a small reconstructed section of tramway, and the pier, while not discussed in the original NRHP nomination, are for the purposes of this EA considered by the BLM to be contributing resources to the listed status of the Thunder Bay Island Lighthouse Complex and eligible in their own right.

Transferring a listed property out of the active management of the BLM to a non-federal agency often results in a finding of "adverse effect to historic properties" and requires some form of mitigation. However, Alpena Township has created a management plan for continued maintenance of the complex and has a written agreement with the TBILPS to operate it as a day-use recreation facility. TBILPS has maintained and renovated the structures under of the auspices of the USCG since 1997. The BLM will apply the following stipulations to any R&PP issued to Alpena Township:

- Alpena Township will be required to maintain the remaining Lighthouse Complex Structures in such a state as to protect their historic integrity and current listed status in the NRHP (see Section IV for additional information).
- Continued maintenance and repair of standing structures will require the use of like materials to maintain historic integrity.
- Alpena Township will be required to contact the BLM-NSFO for any proposed ground disturbance, physical additions/alterations to existing standing structures (with the exception of standard maintenance, and repair), or construction of new structures which fall outside of the parameters of any issued R&PP patent. The BLM, in consultation with Michigan State Historic Preservation Office (MISHPO), will determine the need for any additional Section 106 investigation in such cases. Any approved newly built structures will be designed and constructed to not affect the historic integrity or listing status of the Thunder Bay Island Lighthouse Complex.

Based on the above stipulations, transferring the Thunder Bay Island Lighthouse Complex to Alpena Township will result in no adverse effect to historic properties. The BLM consulted with the MISHPO and received their concurrence on October 1, 2014. No Native American Concerns were identified through consultation.

4.2 Land Use

Under the guidance and management of TBILPS in partnership with Alpena Township, land use will increase as implementation of the management plan for the island commences and public opportunities expand on the island for recreation and as a maritime education center. The TBILPS has developed an interpretive and recreation plan for the Thunder Bay Island historic site involving the installation of interpretive signs, picnic benches, and opening the area to more consistent day use. The TBILPS will control public access to the island to ensure the safety of visitors and the preservation of the land. Future plans include building a permanent boat landing dock that will allow easier access to the island and will also encourage tourist boats to offer Thunder Bay Island as one of their attractions. Increased historic and recreational visits to the island are expected as facilities are built and improved.

NO ACTION

Under a No Action Alternative, the land and historic structures would remain in Federal ownership with uncertain funding for maintenance and preservation. It is possible that the TBILPS would continue to restore and maintain the structures, but funding for these efforts would be limited. Grants often require that the applicant own the property and the Federal government is usually not eligible to apply for state and non-profit grants. The public would still be able to visit the island, but access would remain difficult, use of the island would not be expanded, and facilities would not be improved.

5.0 CUMULATIVE AND RESIDUAL EFFECTS

Because there are no direct impacts (section 4.0), there are no cumulative impacts.

6.0 CONSULTATION AND COORDINATION

List of Persons, Agencies and Organizations Consulted

Name	Purpose & Authorities for Consultation or Coordination	Findings & Conclusions
Michigan State Historic Preservation Office	Antiquities Act, Section 106 of the National Historic Preservation Act, 36 CFR 800 (as amended)	The proposed undertaking will have no adverse effect.
Kurt Perron, Chairman Bay Mills Indian Community 12140 West Lakeshore Drive Brimley, MI 49715	36 CFR 800 (as amended), The National Historic Preservation Act, The American Indian Religious Freedom Act, The Native American Graves Protection and Repatriation Act, E.O. 13007, and/or other statutes and executive orders.	The Tribe has not responded or identified any concerns. Lack of response is interpreted by BLM to indicate that the Tribe has no concerns relative to the proposed action.
Aaron Payment, Chairman Sault Ste. Marie Tribe of Chippewa Indians 523 Ashmun St. Sault Ste. Marie, MI 49783	36 CFR 800 (as amended), The National Historic Preservation Act, The American Indian Religious Freedom Act, The Native American Graves Protection and Repatriation Act, E.O. 13007, and/or other statutes and executive orders	The Tribe has not responded or identified any concerns. Lack of response is interpreted by BLM to indicate that the Tribe has no concerns relative to the proposed action.
Fred Kiogima, Chairman Little Traverse Bay Band of Odawa Indians 7500 Odawa Circle Harbor Springs, MI 49740	36 CFR 800 (as amended), The National Historic Preservation Act, The American Indian Religious Freedom Act, The Native American Graves Protection and Repatriation Act, E.O. 13007, and/or other statutes and executive orders.	The Tribe has not responded or identified any concerns. Lack of response is interpreted by BLM to indicate that the Tribe has no concerns relative to the proposed action.
Alvin Pedwaydon, Chairman Grand Traverse Band of Ottawa & Chippewa Indians 2605 N. West Bay Shore Dr. Peshawbestown MI 49682-9275	36 CFR 800 (as amended), The National Historic Preservation Act, The American Indian Religious Freedom Act, The Native American Graves Protection and Repatriation Act, E.O. 13007, and/or other statutes and executive orders.	The Tribe has not responded or identified any concerns. Lack of response is interpreted by BLM to indicate that the Tribe has no concerns relative to the proposed action.

Larry Romanelli, Tribal Ogema Little River Band of Ottawa Indians 375 River Street Manistee, MI 49660	36 CFR 800 (as amended), The National Historic Preservation Act, The American Indian Religious Freedom Act, The Native American Graves Protection and Repatriation Act, E.O. 13007, and/or other statutes and executive orders.	The Tribe has not responded or identified any concerns. Lack of response is interpreted by BLM to indicate that the Tribe has no concerns relative to the proposed action.
Department of Environmental Quality	Michigan Coastal Zone Management Act	No adverse impacts to coastal resources are anticipated.

List of BLM Preparers

Name	Title	Responsible for the Following Section(s) of this Document
Carol Grundman	Realty Specialist, Preparer	Proposed Action, Purpose and Need, Conformance with Land Use Plans, Relationship to Statues and Regulations, No Action Alternative, Land Use and Resource Values
Kurt Wadzinski	Planning and Environmental Coordinator, Editor	Document Review
Derek Strohl	Natural Resources Specialist	Threatened and Endangered Species; Fish and Wildlife; Invasive Species/Noxious Weeds; Threatened, Endangered or Candidate Animal Species/Migratory Birds; Wetlands/Riparian Zones; Vegetation; Air and Water Quality; Farmlands; Floodplains; Soils; Hazardous Wastes
Jarrold Kellogg	Archeologist	Cultural Resources, Native American Religious Concerns, Recreation

7.0 LITERATURE CITED

Google Earth website: <https://www.google.com/earth/>

King, T. F. (2004). *Cultural resource laws and practice*. (2nd ed.). Walnut Creek, CA: AltaMira Press.

Lackett, M., & Marine, J. T. (2011). *Final phase I archaeological investigation for Thunder Bay Island Light Station soil remediation* (Report No. 061114/P). Department of Homeland Security, U.S. Coast Guard Civil Engineering Unit Cleveland. Pittsburgh, PA: Tetra Tech NUS, Inc.

National Oceanic & Atmospheric Administration. (2014). *Thunder Bay National Marine Sanctuary*. Retrieved from <http://thunderbay.noaa.gov/>

Pepper, T. (2007). *Thunder Bay Island Lighthouse*. Retrieved from <http://www.terrypepper.com/Lights/huron/thunder/index.htm>

Williams, E. (1998). *An archaeological survey of the commercial fisheries, life-saving station, and lighthouse complex on the Thunder Bay island group, Lake Huron, MI*. East Lansing, MI: Michigan State University.

Carol Gurdman
Preparer

10/21/14
Date

Kurt J. Wadzy
Planning & Environmental Coordinator

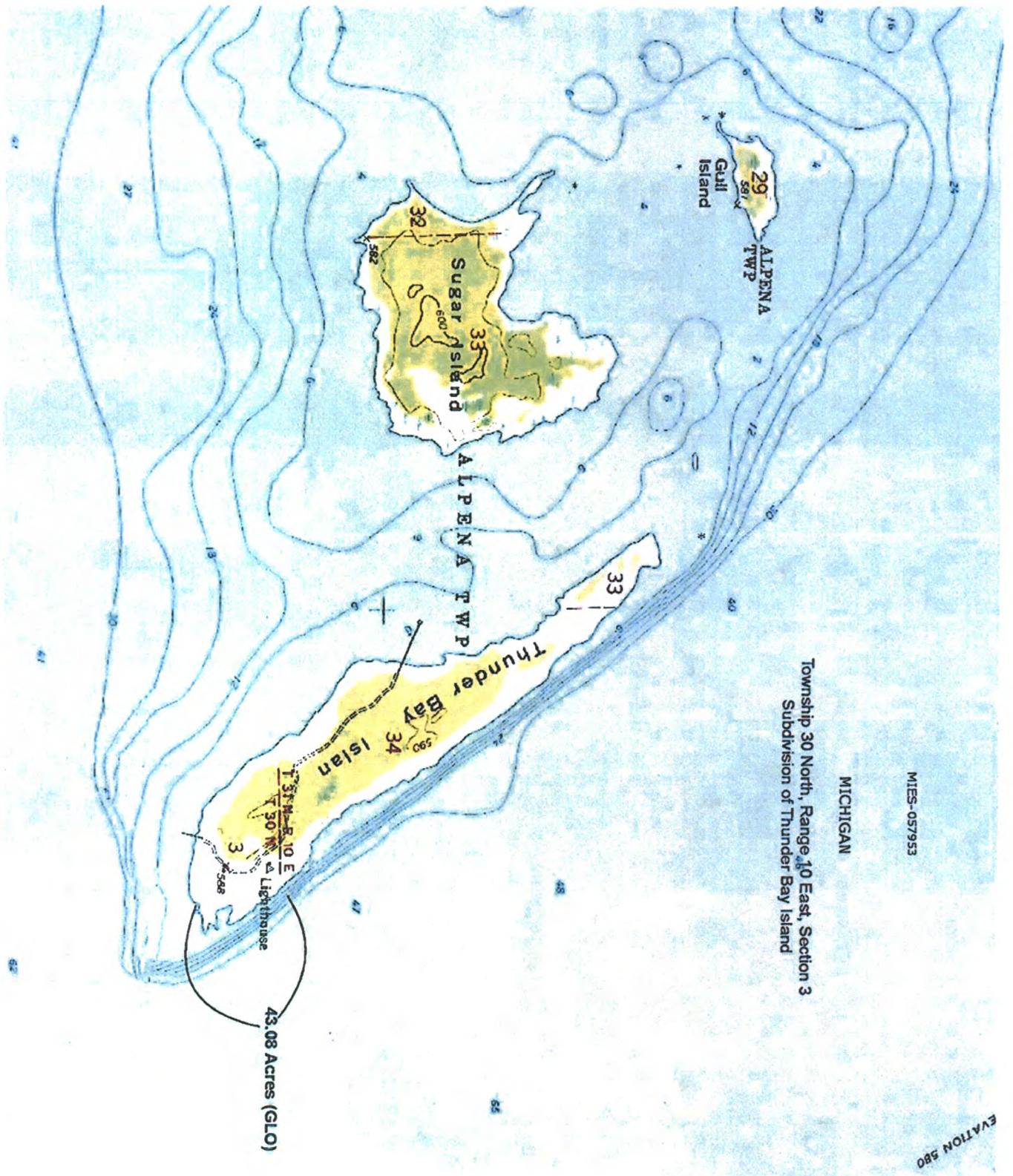
10/21/2014
Date

Appendix A
MAP

MIES-057953

MICHIGAN

Township 30 North, Range 10 East, Section 3
Subdivision of Thunder Bay Island



43.08 Acres (GLO)

T 30 N R 10 E
T 30 N R 10 E Lighthouse

Thunder Bay Island 34

ALPENA TWP

Sugar Island 33

ALPENA TWP

Gull Island 29

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
**APPLICATION FOR LAND FOR
RECREATION OR PUBLIC PURPOSES**

(Act of June 14, 1926, as amended; 43 U.S.C. 869; 869-4)

FORM APPROVED
OMB NO. 1004-0012
Expires: November 30, 2009

Date	Serial Number (BLM use only)
------	---------------------------------

Home phone (include area code)
TBIPS 989-358-1338

Business phone (include area code)
989-356-4024

1a. Applicant's name
Township of Alpena

b. Address (include zip code)
4385 North U.S. 23, Alpena, Mi. 49707

2. Give legal description of lands applied for (include metes and bounds description, if necessary)

SUBDIVISION	SECTION	TOWNSHIP	RANGE	MERIDIAN
		30 North	10 East	83 West
		31 North	10 East	

County of **Alpena** State of **Michigan** Containing (acres) **to be determined by survey**

3a. This application is for: Lease Purchase (If lease, indicate year)

b. Proposed use is Public Recreation Other Public Purposes

4. Describe the proposed use of the land. The description must specifically identify an established or definitely proposed project. Attach a detailed plan and schedule for development, a management plan which includes a description of how any revenues will be used, and any known environmental or cultural concerns specific to the land.

The goal is to manage the land and structures within the transferred area of Thunder Bay Island for the purposes of education, preservation, restoration and maintenance. The Township of Alpena has entered a Management Agreement with Thunder Bay Island Preservation Society (TBIPS) dated October 10, 2010, and attached hereto, under which Agreement the TBIPS will continue it's management of the light tower, keepers quarters, paint shed, fog signal building, tramway and grounds. This management will be a continuation of management permitted under a written lease agreement with the United States Coast Guard dated November 1997, and expiring November 30, 2027.

Maintenance and development will be the responsibility of TBIPS and funded by member services, donations and secured grants.

For more details see attached narrative Application for Land Transfer.

RECEIVED

APR 07 2014

**BUREAU OF LAND MANAGEMENT
ES-NSFO**

5. If applicant is State or Political subdivision thereof, cite your statutory or other authority to hold land for these purposes.
Michigan Statutes of 1846, Section 41.2(3) as amended, Powers and Duties of Townships. Copy attached.
6. Attach a copy of your authority for filing this application and to perform all acts incident thereto.
7. If land described in this application has not been classified for recreation and/or public purposes pursuant to the Recreation and Public Purposes Act, consider this application as a petition for such classification.

8. Are all activities, facilities, services, financial aid, or other benefits as a result of your proposed development provided without regard to race, color, religion, national origin, sex, or age? Yes No (If "no," describe the situation or activity and your plans for achieving compliance.)

9. Are all activities, facilities, and services constructed or provided as a result of your proposed development accessible to and usable by persons with disabilities? Yes No (If "no," describe the situation or activity and the reasons for nonaccessibility).

Applicant's Signature

Marie A. Swite, SUPERVISOR

Date *04/03/2014*

Title 18 U.S.C. Section 1001 and Title 43 U.S.C. Section 1212, make it a crime for any person knowingly and willfully to make to any department or agency of the United States any false, fictitious, or fraudulent statements or representation as to any matter within its jurisdiction.

GENERAL INSTRUCTIONS

1. Type or print plainly in ink.
2. Submit application and related plans to the BLM District or Resource Area Office in which the land is located.
3. Study controlling regulations in 43 CFR 2740 (*Sales*) and 43 CFR 2912 (*Leases*).
4. If applicant is non-governmental association or corporation, attach a copy of your charter, articles of incorporation or other creating authority. If this information has been previously filed with any BLM office, refer to previous filing by date, place, and case serial number.
5. If applicant is non-governmental association or corporation, attach a copy of your authority to operate in the State where the lands applied for are located. If previously filed with any BLM office, refer to previous filing by date, place, and case serial number.

SPECIFIC INSTRUCTIONS

(Items not listed are self-explanatory)

- | Item | Item |
|--|--|
| <p>2. If land is surveyed, give complete legal description. If land is unsurveyed, description should be by metes and bounds connected, if feasible, by course and distance with a corner of public land survey. If possible, approximate legal subdivisions of unsurveyed lands should be stated. Acreage applied for must not exceed that specified by regulations.</p> | <p>blueprints in any combination available and necessary to describe the finished project. Site designs should be provided for intensive use sites and general information about improvements existing or planned on lands within the overall project.</p> |
| <p>3a. Generally, title to lands will not be granted upon initial approval of an application. In order to assure proper development or use plans, the general practice will be to issue a lease or lease with option to purchase after development is essentially completed. In any case, term of lease may not exceed 20 years for non-profit organizations or 25 years for governmental agencies, instrumentalities or political subdivisions.</p> | <p>d. An estimate of the construction costs, how the proposed project will be financed, including a list of financial sources, and an estimated timetable for actual construction of all improvements and facilities.</p> |
| <p>4. Leases and patents under this act are conditioned upon continuing public enjoyment of the purposes for which the land is classified. The plan of development, use, and maintenance must show, at a minimum:</p> <ol style="list-style-type: none">a. A need for proposed development by citing population trends, shortage of facilities in area, etc.b. That the land will benefit an existing or definitely proposed public project authorized by proper authority.c. Type and general location of all proposed improvements, including public access (<i>roads, trails, etc.</i>). This showing may take the form of inventory lists, maps, plats, drawings, or | <p>e. A plan of management to include operating rules, proposed source and disposition of revenues arising from the proposed operation, personnel requirements, etc.</p> <p>f. A specific maintenance plan to include, for example, sewage and garbage disposal, road maintenance, upkeep and repair of grounds and physical facilities, etc.</p> <p>g. Applications for solid waste disposal sites must comply with guidelines established by the Environmental Protection Agency (40 CFR 258) and must include a detailed physical description of the site including a map, description of ground water situation, soil characteristics and management plan.</p> |
| | <p>6. This may consist of a copy of a delegation of authority, resolution or other evidence of authority from the governing board of the applicant's organization, copy of the by-laws of the organization, or the like.</p> |

MANAGEMENT AGREEMENT

Between

The Township of Alpena and the Thunder Bay Island Preservation Society

This Agreement made on the 4th day of October, 2010, by and between the Township of Alpena Michigan ("Township") and the Thunder Bay Island Preservation Society ("TBIPS").

WHEREAS, the Township has agreed to become owner and to take title to the southern portion of Thunder Bay Island ("the Property"), or approximately 43 acres, located in Section 34, T31N, R10E and Section 3, T30N, R10E of said Township from the United States Coast Guard through the Bureau of Land Management, Department of Interior, United States Government; and

WHEREAS, TBIPS on December 1, 1997, leased that portion of Thunder Bay Island that included the light tower, keeper's quarters, oil shed, fog signal building, and boat house, including access to the buildings from the United States Coast Guard for the purpose of preservation, restoration and educational interpretation of Thunder Bay Island and its' historic light station, said lease extended until November 30, 2027; and

WHEREAS, the Township, after becoming owner of the Property, desires TBIPS to continue the preservation, restoration and educational interpretation of Thunder Bay Island and its' historic light station; and

WHEREAS, TBIPS will develop Thunder Bay Island into a day-use only public park with self-guided paths and interpretative signage at historic sites.

NOW THEREFORE, the Township and TBIPS agree as follows:

1. The Township as owner of the Property agrees to have TBIPS continue the preservation, restoration and educational interpretation of the Property.
2. TBIPS agrees to preserve, restore, maintain and conduct educational interpretation at its' expense and not cause the Township to incur expense or cost. All restoration will be done according to the Secretary of the Interior's Standards for Rehabilitation.
3. TBIPS agrees to submit all proposed plans and uses to the Township for their approval, such plans and uses not to be unreasonably withheld. If requested, TBIPS will present the Township with an annual report of activities.

4. TBIPS agrees to maintain property and general liability insurance as is necessary or is required for the light station buildings, grounds, employees or volunteers working on TBIPS behalf by Alpena Township. TBIPS agrees to list the Township as additional insured, or completely indemnify the Township from any liability for any cause of action which should arise as a result of TBIPS conducting their mission.
5. TBIPS agrees in its' brochures to list Alpena Township as the owner of the Property, and TBIPS as property managers.
6. TBIPS agrees to have historic structures and grounds open to the public without discrimination during the operating season of approximately June until October when members of TBIPS are present on the Property. TBIPS will develop the grounds for day-use visitors, and without recreation areas designed to attract children.
7. With appropriate approvals, TBIPS agrees to develop groomed walking trails for the visiting public. Any areas identified with ground contamination will not be developed and public access will be restricted. If necessary signage will be placed warning of any such hazard.
8. TBIPS shall prepare plans, conduct fund raisers and seek funding sources for matching funds for grants to finance capital projects and development of educational programs. TBIPS will continue to encourage donations to the already existing "Thunder Bay Island Lighthouse and Cultural Resources Fund", an endowment established with Community Foundation of Northeast Michigan.
9. TBIPS agrees to maintain a seasonal dock near the former United States Coast Guard boathouse and obtain the necessary easement from the dock to the Township Property from the United States Fish and Wildlife Service, the other proposed owner/manager of the northern portion of Thunder Bay Island.
10. TBIPS and the Township acknowledge other governmental entities that may require reviews and approval of plans and activities involving restoration and interpretation including, but not limited to the following: Michigan State Historic Preservation Office, United States Fish and Wildlife Service and United States Coast Guard. The Property is listed on the National Historic Register and as such requires prior approval before initiating repair or restoration on the buildings.

11. This Management Agreement shall commence on the date signed and continue unless one of the parties sends a written notice to the other party by registered mail at least six (6) months prior to its intent to terminate the Use Agreement.

12. This Management Agreement shall be applied and interpreted according to the laws and ordinances of the United States, State of Michigan and the Township of Alpena. If this Agreement or any part of it is found to be invalid or unenforceable by a court of law, the parties will devise and enter into an amended, valid and enforceable agreement having the same intent and effect.

13. This Management Agreement may not be assigned by TBIPS, except to a successor organized for the same purpose, and only upon the specific approval of the Township.

14. This Management Agreement is not severable except by mutual agreement of the parties.

IN WITNESS WHEREOF, the parties hereto have signified their acceptance of the Management Agreement by the signatures of officers duly authorized.

Witnessed:

TOWNSHIP OF ALPENA

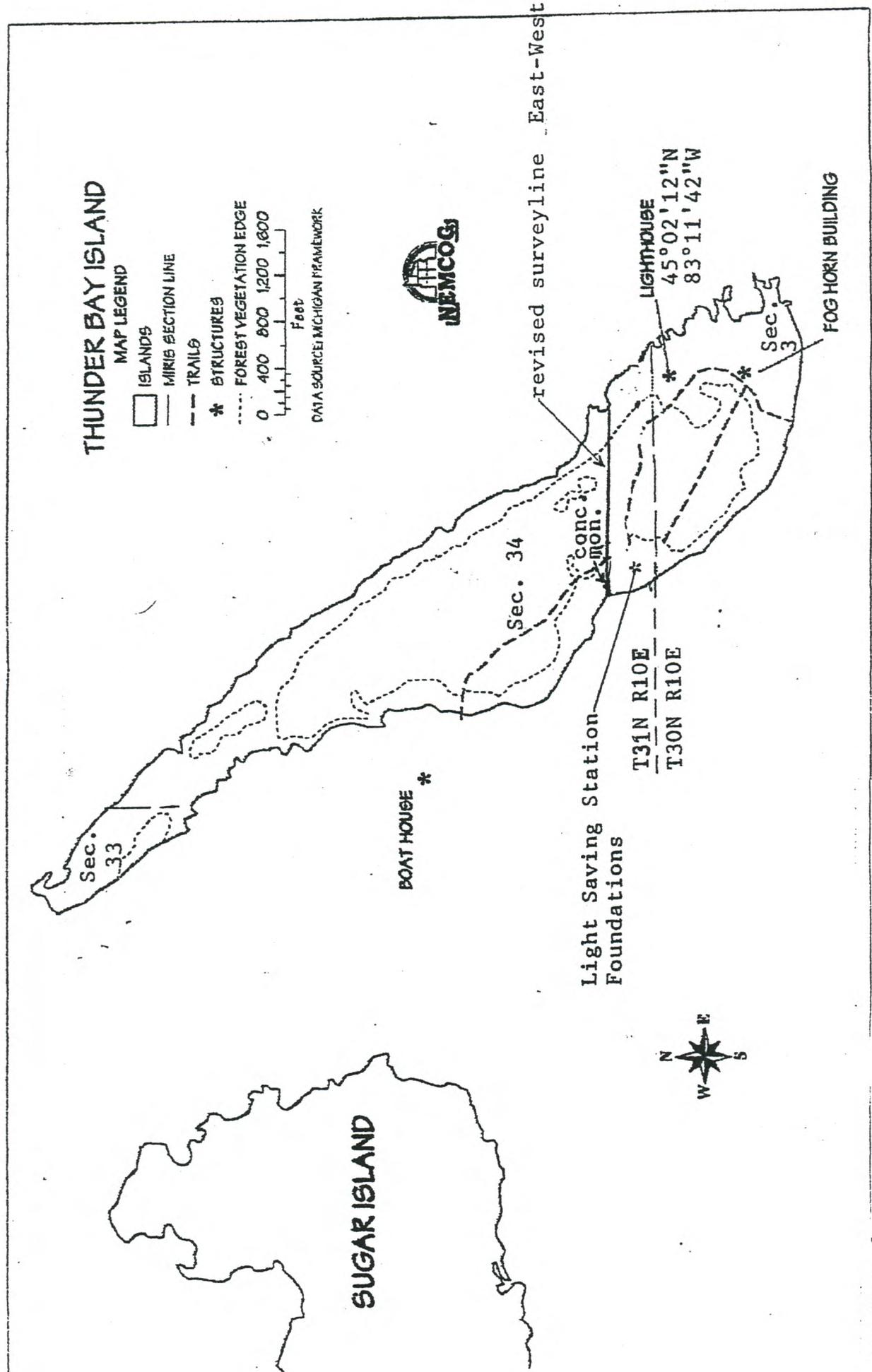
Lyn Talaska
Lyn Talaska
Lyn Talaska
Lyn Talaska
dated 10-05-10

Marie A. Twite
Marie A. Twite, Supervisor,
Christine M. Dubey
Christine M. Dubey, Clerk

THUNDER BAY ISLAND PRESERVATION SOCIETY

Donald G. Beem
Donald G. Beem
Walter Plohocky
Walter Plohocky
dated 10-26-10

Donald G. Speer Jr.
Donald G. Speer Jr., President
Margot Dorn
Margot Dorn Secretary



Coordinates for
 Concrete Monument: N45 degrees 02 minutes 19.0 seconds
 W083 degrees 12 minutes 03.7 seconds

APPLICATION FOR THUNDER BAY ISLAND LIGHT STATION TRANSFER

The proposed action is for the Bureau of Land Management (BLM) to transfer, at no cost, the Thunder Bay Island Light Station, and approximately 42 acres of public land surrounding the Light Station to the Township of Alpena, Alpena, Michigan. The transfer would include all structures of the Light Station and former Life Saving Station including foundations, concrete walks and tramway.

A patent would be issued pursuant to the Recreation and Public (R & PP) Act of 1926.

Described Lands-Township of Alpena, Alpena County, Michigan

Section 3 Township 30 North, Range 10 East

Section 34 Township 31 North, Range 10 East

Total acreage: to be determined by survey

Light Tower coordinates: 45 degrees 02 minutes 12 seconds North
83 degrees 11 minutes 42 seconds West

The patent, when issued, will contain the standard reversionary clause contained in all R & PP patents and leases. The clause gives BLM the authority to revoke the patent if the Township, its sub-lessees or concessionaires violate the terms and conditions set forth in the patent and its plan of development for the property. Additionally, the patent would contain clauses developed by the BLM and the Michigan State Historic Preservation Officer for protection of the historic structures.

Background

Thunder Bay Island is located in Lake Huron, three miles easterly of the mainland and approximately 13 miles from Alpena, Michigan. The island is estimated at 160.55 acres (Dept. of Commerce and Labor Light House Establishment Report of 1910). The acreage of Thunder Bay Island can vary in size considerably due to periodic fluctuating water levels of Lake Huron and exposure of the rocky shoreline.

The surface soil consists of a thin layer of gravel over limestone with less than 15 feet of topographic relief. The inland portion of the island is shrub and tree covered with northern hardwood and coniferous species. The shoreline and exposed bedrock is an alvar formation unique to the Great Lakes region and has high ecological value.

Thunder Bay Island is believed to have been inhabited seasonally by Native Americans prior to occupation by Euro-American fish camps in the early 1800's and construction of the first light towers in 1831-1832. The island was designated as a government reservation in 1842 and has remained under United States government ownership and management to this date.

The location of Thunder Bay Island was advantageous due to its position on the outer edge of a shallow limestone formation. It was also situated near a turning point for Lake Huron vessel traffic between the Straits of Mackinac and Saginaw Bay. This shipping traffic was particularly heavy in the mid to late 1800's with commercial fishing, lumber activity and passenger service. Numerous shipwrecks occurred as a result of running aground on nearby shallow limestone shoals, storms, poor visibility and collisions between ships justifying the need for a light tower to warn mariners and serve as a reference for navigation.

The present light tower was rebuilt in 1857, with subsequent modifications made to the overall height and surfacing with a cementitious covering. The light tower is still an active light and is one of the two oldest light towers still standing on the Great Lakes.

In 1983, the Thunder Bay Island Light Station was automated and the station de-commissioned. The light tower is presently operated and maintained by the U.S. Coast Guard. The present light is a modern LED optic with power provided by solar panels and storage batteries.

After de-commissioning by the U.S. Coast Guard in 1989, and for a period of 15 years, the light station and surrounding grounds fell into neglect and there was substantial vandalism on Thunder Bay Island.

In 1996, the Thunder Bay Island Preservation Society (TBIPS) was established and in 1997 a lease was signed with the U.S. Coast Guard covering the light

tower, buildings, easement, tramway and boathouse. The initial lease was for 10 years and through extensions now runs until November 30, 2027.

The TBIPS is a 501 c-3 non-profit corporation dedicated to education, preservation, restoration and maintenance of the Thunder Bay Island Light Station and associated grounds. The TBIPS was established with the goal of doing a better job than had been experienced in the preceding 15 years and to be in a better position to raise funds, seek grants and expend the time and energy to preserve Thunder Bay Island, the Light Tower and remaining buildings as a maritime treasure of national historic, cultural and scenic value. Some of the TBIPS accomplishments in the past 10 years include publishing a book on the history of Thunder Bay Island, contracted and saw to completion the masonry restoration of the Light Tower and Keepers Quarters chimney, completed roof and dormer repairs on the Fog Signal Building, installed a flag pole, contracted installation of a metal standing seam roof on the Keepers Quarters and connection to the Light Tower and re-established a section of tram rail on the former rail bed with interpretive tram and signage. A domain name and web site was also established: www.thunderbaylight.org.

Notations

- 1984. Light Station complex listed on the National Register of Historic Places.
- Thunder Bay Island is part of the Michigan Islands National Wildlife Refuge administered by the U.S. Fish and Wildlife Service (USFWS).
- 1996. Thunder Bay Island included in the designation of the Misery Bay Bio-Diversity Investment Area.
- Thunder Bay Island is in the center of the Thunder Bay National Marine Sanctuary and Underwater Preserve established in 2000 and managed by the National Oceanic and Atmospheric Administration (NOAA).

Management Plan for Thunder Bay Island Light Station

Activities undertaken pursuant to this plan will be conducted in a manner, which ensures that significant archeological, historical, architectural and cultural properties are preserved and properly managed in accordance with accepted standards of professional practice.

The Township of Alpena entered into a Management Agreement dated October 4, 2010, with the Thunder Bay Island Preservation Society (TBIPS) under which Agreement the TBIPS will continue its 18 years of dedication toward education, stabilization, preservation, restoration and maintenance of the buildings at the Light Station, former site of the Life Saving Station and associated grounds.

The Township of Alpena and the Thunder Bay Island Preservation Society agree to the following commitments:

General

To maintain and protect the historic light station, buildings and surrounding land to an appearance appropriate to a defined period of interpretation while being kept sensitive to the nature of the areas environment. It is understood that portions of the property, and particularly the shoreline, may at certain times of the year be subject to restrictions or closures in the event endangered or threatened species are present.

To maintain the lands open to the public for recreational and educational purposes without discrimination or favor.

To manage the land and historic structures to provide the public the opportunity to sightsee, hike and visit the Light Station and grounds and gain an appreciation for the historical and cultural resources present on Thunder Bay Island.

Activities undertaken pursuant to the Management and Development Plan submitted with the application will be in compliance with the National Historic Preservation Act of 1966 as amended, and be properly managed in accordance with the Secretary of Interior's guidelines for Protection of Historic Properties.

All restoration, rehabilitation, maintenance and preservation will be accomplished to the standards for recommended treatments of the Secretary of the Interior's Standards for Rehabilitating Historic Buildings and the Department of the Interior's Historic Preservation Briefs for structural components considered historically significant

Before commencing actual work, all plans for rehabilitation, restoration and construction will be pre-approved by the Secretary of the Interior through the BLM Authorized Officer and the State Historic Preservation Officer (SHPO), Michigan Historic Center, Department of History, Arts and Libraries.

Employees of the U.S. Coast Guard and the United States Department of the Interior will have free and unrestricted access to the site while carrying out their official duties.

Management of the structures and land at the Light Station will be in a manner consistent within a framework developed toward educational purposes for the public. This will include interpretation of the history, culture and geography of the area including Great Lakes maritime history and the role of the former Life Saving Station at Thunder Bay Island.

Operational

Thunder Bay Island Preservation Society will perform the operational and routine maintenance responsibilities at the Light Station and surrounding land.

The Light Station and grounds will be open to the public during the active lighthouse season, generally May through September. Due to the distance from Alpena and other access points and rapidly changing weather in this area, the public use period and period when maintenance, restoration and educational activities can be conducted is short.

TBIPS maintains a seasonal dock on the west side of Thunder Bay Island near the Coast Guard boathouse to facilitate access to the shore and trail to the Light Station. This shoreline access is located at a relatively protected site and is the only island access site recommended at this time.

During the use season, TBIPS maintains a small garden tractor and cart at the dock located near the Coast Guard boathouse on the west side of the island. This tractor is used to transport work materials and persons unable to walk the ¾ mile distance to the Light Station located on the southeastern side of the island.

Maintenance of Structures and Property (grounds)

Maintenance of the Light Station buildings will be the responsibility of TBIPS. Building maintenance will focus on keeping the interior and exterior of buildings clean and representative of the period of significance.

Grounds Maintenance will focus on keeping the existing grounds cut and policed for litter. There is no potable water or electric service on the island. Present sanitary facilities are by Port-A-John.

Costs associated with the maintenance of the buildings and grounds will be funded by TBIPS member services, donations and secured grants.

Revenue Producing Activities

There are no entry fees to Thunder Bay Island anticipated. A gift shop will not be operated on the island.

Education

TBIPS will operate the site as an historical, cultural, educational and interpretive area where the functions of the Light Station, former Life Saving Station and the ecology of Thunder Bay Island are told.

Appropriate educational signage will be provided at buildings and at former building sites. Self-guiding and informative interpretive signage will be used along maintained trails.

TBIPS will promote educational partnerships with the U.S. Fish and Wildlife Service, U.S. Coast Guard, Thunder Bay National Marine Sanctuary and Underwater Preserve, Michigan Department of Natural Resources and others.

Access

Public access to Thunder Bay Island is by motor vessel. The nearest public access is located in Alpena, approximately 13 miles distant. Several commercial vessel operators located in Alpena can, by prior arrangements, provide access to and from the island.

Use of Existing Structures

Light Tower

The Coast Guard retains operational control over this active light. Access to the tower by the general public will not be permitted at this time. Once plans become fully operational, it is hoped that agreement can be reached with the Coast Guard to conduct supervised access to the tower. The exterior of the light tower was stabilized and painted in 2004.

Keepers Quarters two story brick structure 2,118 sq. ft.

The interior of the structure requires restoration to the period of interpretation. It was last renovated by the Coast Guard in 1955. The structure would be open to the public for viewing and interpretation. To date, one upstairs bedroom has been restored and furnished with interpretive items. A metal standing seam roof was installed in 2006.

Paint Shed 80 sq. ft.

Small brick building that is presently being used for storage of maintenance equipment and supplies. It will remain and be used as part of the cultural landscape but not be open to the public.

Fog Signal Building 1,048 sq. ft. brick building

The interior of the structure is scheduled for rehabilitation. The south portion of the building is presently being used for storage of maintenance equipment. The north end of the building which was used as a radio room has potential to be used for educational displays relating to the Light Station and be open to the public.

Tramway

A tramway connected the former south Coast Guard dock to the present Light Station. Portions of this tramway are still in place. Other portions of the tramway were moved when equipment was removed from the Light Station during de-commissioning. In 2012, a portion of the tramway was placed back on it's original bed. Interpretive signage and a tram are now present for viewing.

Former site of the Life Saving Station

The last buildings on this historic site were burned to the ground in 1961. Building foundations, concrete walkways and other remnants are visible. This area will be open to the public with interpretive signage provided.

Development Plan for Thunder Bay Island Light Station

Development at the Thunder Bay Island Light Station by TBIPS will include maintenance and restoration of the existing structures including additional interpretive displays and signage.

TBIPS focus to date has been an on access, grounds maintenance and stabilization of the exterior of the buildings. With exterior stabilization progressing, efforts will be directed toward restoration of the interior of the Keepers Quarters and development of plans for using part of the interior of the Fog Signal Building for display of items associated with the Light Station and possible audio visual area.

Funding for these projects will be by membership, donations, fund raisers and secured grants as budgets permit and be in accordance with approval of the BLM and Michigan SHPO prior to initiating any of the projects.

The development schedule is strictly proposed. There is no funding yet available for some projects. Many of the projects are more labor dependent and will be undertaken by TBIPS volunteers as time and weather permit.

Years	Proposed Development	Estimated cost
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1-5	Tower: Continue to maintain and restore. Repair/replacement of broken spiral stair steps and hand rails. Repair/replacement of windows. Repair and paint lantern room. [probably contact out] Evaluate condition of tower exterior condition, cracking and finish do to weather and air flow. Establish costs of repairs and repainting.	\$160,000.00
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	Keepers: Continue to maintain and restore. Repair/replacement of windows. Addition of storm door. Repair of chimney turbine.	75,000.00
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	Fog Signal: Continue to maintain and restore. Repair/replacement of windows. Evaluate air flow and addition of venting. Scrape, prime and paint soffit and trim. Paint doors. Restore interior and exterior of building	32500.00
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	Oil building: Paint roof	300.00
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	Grounds: Maintain existing open space, paths and lawn areas. Locate former building sites and clear walkways. Repair sidewalks and improve path to old Light Saving Station. Expand interpretive signage at sites. Clear phone line across island.	22,000.00
	After transfer of title to Alpena Twp. Pursue an Historic Structures report	50,000.00

5-10	Continue to implement unfinished proposals from years 1-5.	2,000.00
	Remodel Keepers quarters with appropriate period furnishings for each room	10,000.00
	Develop interactive displays using QR labeling and signage.	10,000.00
	Implement findings from study to establish handicapped accessible dock and walkway	500,000.00
	Once permanent dockage is developed, contract with charter boats for tours	20,000.00
	Continue education programs both on shore and on the island	25,000.00

Proposed 2014 Thunder Bay Island Projects

Equipment: Wheel Horse tractor; weld muffler & reinstall, sharpen blades, check deck bearings & belts [replace as necessary], install trailer ball, change oil and filters \$130.00

Inventory: Complete inventory of all equipment and items. 0

Keepers: Check tower air flow, add additional vents at tower windows, trim, fit and locker doors, install storm door at entrance. 100.00

Fog Signal: Scrape, prime and paint soffit and trim, paint doors, replace broken glass 100.00

Grounds: Clear brush from around Fog Signal building, tank piers, Pickup old boiler doors and store in fog signal building, Clear brush from garage slab, Cut back overgrowth on trail, Clear brush @ Life Saving station. Clear the old phone line & chip the trail. Build wooden awning to cover Tram sign and protect it from birds. Replace table tops and seats on (3) wooden picnic tables. This category covers all fuel for the above projects. 300.00

On Shore: Design & build base for old tower light 100.00

\$730.00

FINDING OF NO SIGNIFICANT IMPACT
Environmental Assessment
DOI-BLM-ES030-2014-08-EA
Thunder Bay Island
Recreation and Public Purposes Act Conveyance
Alpena County, Michigan

Based on the analysis of potential environmental impacts contained in the attached environmental assessment, and considering the significance criteria in 40 CFR 1508.27, I have determined that the proposed action to convey land and historic structures on Thunder Bay Island in Alpena County, Michigan under the Recreation and Public Purposes (R&PP) Act, as amended (43 U.S.C. 869 *et seq.*) will not have a significant effect on the human environment. An environmental impact statement is therefore not required.

Authorized Officer:


RANDALL C. ANDERSON

Field Manager
Northeastern States Field Office

22 OCTOBER 14

Date

Northeastern States Field Office
626 East Wisconsin Ave. Suite 200
Milwaukee, Wisconsin 53202-4617
414-297-4400
Fax 414-297-4409

DECISION RECORD
Environmental Assessment
DOI-BLM-ES030-2014-0008-EA
Thunder Bay Island Conveyance

The Bureau of Land Management (BLM) received an application from Alpena Township for the conveyance of 43.08 acres of land and historic lighthouse structures on Thunder Bay Island in Michigan under the Recreation and Public Purposes Act (R&PP) Act, as amended (43 U.S.C. 869 *et seq.*)

Authority/Regulation: The authority for this decision is the R&PP Act, as amended (43 U.S.C. 869 *et seq.*) and regulations at 43 Code of Federal Regulations (CFR) Part 2740.

Compliance and Monitoring: Site inspections will be conducted every 5 years in compliance with regulations for the R&PP Act to ensure that the land is being used as a recreation and maritime cultural center and that title and custody remains with Alpena Township.

Terms / Conditions / Stipulations: The following terms and conditions will be included in a patent for a conveyance of Thunder Bay Island under the R&PP Act:

The patentee or its successor in interest may not interfere with or allow interference in any manner with any navigational aids without express written permission from the USCG.

The patentee, or its successor in interest, shall comply with all the provisions of the National Historic Preservation Act, as amended, and the Secretary of Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings, and may not undertake, nor be permitted to undertake any construction, alteration, or remodeling activity or any other thing on the property which would affect the structural and historic integrity or appearance of the property without the express prior written permission of the Michigan State Historic Preservation Office.

The patentee, or its successor in interest, shall comply with all the provisions of Executive Order No. 11246 of September 24, 1965, as amended, and the rules, regulations and relevant orders of the Secretary of Labor. Neither patentee nor patentee's subcontractors shall maintain segregated facilities. The patentee may not restrict or permit restriction on the use of any of the lands conveyed or facilities thereon because of race, creed, color, sex, age or national origin.

The patentee, or its successor in interest, shall comply with all the provisions of the Americans With Disabilities Act of July 26, 1990, the Architectural Barriers Act of 1968 and section 504 of the Rehabilitation Act of 1973, as amended. These Acts require that programs and public facilities constructed or renovated be accessible to and usable by persons with disabilities.

Provided, the above described property, along with the rights, title and interest, shall immediately revert to the United States, after notice and opportunity for a hearing, upon a finding that:

- i. the patentee, or its successor in interest, attempts to transfer title to or control over the property to another;
- ii. the property is devoted to a use other than that for which it was conveyed without the consent of the Bureau of Land Management;
- iii. the property has not been used for the purpose for which it was conveyed for a 5-year period;
- iv. the patentee, or its successor in interest, has failed to follow the approved development plan or management plan;
- v. the patentee fails to maintain the property in a manner consistent with the provisions of the National Historic Preservation Act of 1966, as amended (16 U.S.C. 470 et seq.);
- vi. the patentee, or its successor in interest, has failed to preserve and maintain the property in accordance with the recommended approaches in the most recent version of the Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings in order to preserve and enhance those qualities that make the property eligible for listing in the National Register of Historic Places.

No mitigation measures and no additional stipulations other than those required by the R&PP Act and those required to maintain the aids to navigation were identified as part of the Environmental Analysis (EA).

PLAN CONFORMANCE AND CONSISTENCY:

The proposed action has been reviewed and found to be in conformance with the *Michigan Resource Management Plan Amendment: Disposal of U.S. Coast Guard Lighthouse Properties* (MRMPA) dated July 1997 which provides for the conveyance of lighthouse properties out of Federal ownership.

Alternatives Considered:

In addition to the proposed action, a No Action Alternative was considered in the EA. The No Action Alternative was not chosen because funding to maintain and preserve the lighthouse structures on Thunder Bay Island in accordance with the Secretary of Interior Standards for Historic Places cannot be assured through the yearly Federal budget process. The lighthouse structures and land have been preserved and restored by the Thunder Bay Island Lighthouse Preservation Society (TBILPS) in partnership with Alpena Township since 1997. This partnership has demonstrated their ability to maintain and preserve the historic resources. Retaining the property in Federal ownership would disqualify Alpena Township from local and state grants to preserve these resources for future generations.

An alternative to lease before conveying the property to Alpena Township under the R&PP Act was considered but eliminated from further consideration because the Federal government would retain ownership and responsibility for the historic resources when the TBILPS and Alpena Township have demonstrated their ability to protect and manage the resources appropriately over the past 17 years. Delaying patenting the historic structures and land would prevent Alpena Township from having record ownership and qualifying for preservation grants that will continue to ensure the protection of these resources into the future.

Rationale for Decision:

The selected alternative to convey 43.08 acres of land and the historic structures on Thunder Bay Island was found to have no significant impacts and is a beneficial and appropriate use Federal land. The No Action Alternative was not chosen because the land and resources would remain under Federal ownership and funding to comply with Secretary of Interior Standards for Historic Structures would be uncertain.

The selected alternative is in conformance with the land use plan for lighthouse properties in the State of Michigan and is consistent with Federal regulations, policy, and objectives. The selected alternative meets the purpose and need for the project. Conveying the land and historic structures will improve the use of the land for recreation and as an educational historic site. Consultations under Section 7 for Threatened and Endangered Species and Section 106 consultation, and consultation with local and Federal agencies with responsibility and jurisdiction in the area did not identify any issues related to the use of the land as a historic maritime site.

A patent for the conveyance of the land and historic structures will be requested from Eastern States Office. No adverse comments or protests were received during the comment period for the Notice of Realty Action that published in the *Federal Register* on August 19, 2014. The comment period closed on October 3, 2014.

Authorized Officer: 
Field Manager
Northeastern States Field Office

22 OCTOBER 14
Date

Attachments:

Environmental Assessment
R&PP Act Application and Management Plan