

8.0 CULTURAL RESOURCES

This chapter discusses the archaeological and historic architectural resources within the Area of Potential Effect (APE) for the LYNX Blue Line Northeast Corridor Light Rail Project (LYNX BLE). It discusses the potential effects of the alternatives under study and their associated impacts. This chapter documents consultation with the North Carolina State Historic Preservation Office (SHPO) during the identification of resources, the determinations of effects, and efforts to minimize potential harm during construction and operation of the proposed project; mitigation measures are also discussed.

8.1 Affected Environment

The APE, or study area, for archaeological resources was the limits of construction for the 30 percent design plans, and was determined in consultation with the SHPO. The APE for historic architectural resources included all areas within that the project may cause changes to the character or use of historic properties, either directly or indirectly. As such, the APE was defined as approximately 250 feet on either side of the proposed centerline of the Light Rail Alternative and Light Rail Alternative – Sugar Creek Design Option. The following sections describe the affected environment for archaeological and historic resources.

8.1.1 Archaeological Resources

The Archaeology Identification Survey of the Proposed LYNX Blue Line Extension (Coastal Carolina Research, 2009) and its addendum of December 2009 were completed to identify new or previously recorded sites listed in or eligible for listing in the National Register (NR) within the APE. The survey identified that two previously recorded precontact Native American sites were located within the APE but were destroyed in the 1970s by development. Therefore, no known archaeological sites were found to be located within the APE.

8.1.2 Historic Resources

The existing conditions within the study area, or APE, are documented in the *Phase II Historic Resources Survey Report* (Mattson, Alexander & Associates (MAA), 2008). The survey meets the guidelines for architectural surveys established by the North Carolina SHPO and the North Carolina Department of Transportation (October 2003).

Fieldwork, conducted during October and November 2008, consisted of an architectural survey and site inspections of selected properties and neighborhoods that warranted intensive analysis. All residential, commercial, and industrial historic districts, as well as individual buildings, were examined. Potential historic properties identified during the research and fieldwork phase were evaluated against the Section 106 criteria for eligibility for listing in the National Register (36 CFR 60.4.). The resources determined to be in or eligible for listing in the NR are shown in Figure 8-1 and described in this section.

- Phillip Carey Company Warehouse (NR-Listed) (1): 301 East 7th Street, a two-story, brick building with a low-pitched, front gable roof. This warehouse served commercial establishments along the rail corridors within the Center City. It is a rare surviving warehouse in downtown Charlotte that dates to the early 20th Century and as such is listed in the National Register. It was locally-designated by the Charlotte Landmarks Commission in 1983.
- McNeil Paper Company Warehouse Complex (NR-Eligible) (2): 301-307 East 8th Street, two masonry buildings that occupy a site along the former Southern Railway frontage within the Center City. This complex of buildings is a rare vestige of the numerous commercial storage buildings that once lined the rail corridors of Charlotte. It is recommended for the National Register due to its importance of commerce in the early 20th century. It was added to the North Carolina Division of Culture and History's Study List in 2001 and was listed as a Local Historic Landmark in 1989.
- Orient Manufacturing Company/Chadwick Hoskins No. 3 (NR-Listed) (3): 311 East 12th Street, currently known as the Alpha Mill, was listed on the National Register in 2006 and 2007 as part of the certified rehabilitation of the property for use as apartments. The mill is listed for its importance with industry in Charlotte during the early 20th Century and for its architecture. The mill is one of a small group of surviving Charlotte cotton mills and is a substantial, brick, Romanesque Revival factory. It

was the second textile mill erected in Charlotte. It was listed as a Locally Designated Historic Landmark in 1984.

- Chadbourn Hosiery Mills (NR-Eligible) (4): 451 Jordan Place, a large, rectangular, masonry mill constructed in 1947. This mill represents the largest example of a hosiery mill in Charlotte and is one of two hosiery mills remaining in town. It is recommended eligible for the National Register due to its association with early industry and for its architecture. The mill is a stylish example of the postwar textile mill.
- North Charlotte Historic District (NR-Listed) (5): bound by the railroad tracks on the north, just south of Anderson Street on the east, Spencer Street to the southeast, Charles Avenue on the southwest and just north of Matheson on the west. This district was nominated to the National Register in 1990 for its association with industry and architecture. This historic district contains Charlotte's largest concentration of intact cotton mills and mill housing related to the rise of textile manufacturing in the Piedmont region of the U.S. The district encompasses 155 acres and over 400 resources. The majority of buildings date from 1903 and circa 1915. The district is oriented towards the former Southern Railway, now the North Carolina Railroad (NCRR), and North Davidson Street. This area is locally known as "NoDa."
- Herrin Brothers Coal and Ice Company Complex (NR-Eligible) (6): 315 East 36th Street, a well-preserved complex of functional, frame, brick, metal and concrete buildings historically associated with a small-scale fuel and ice operation. This complex is recommended eligible for the National Register for its association with commerce and for its architecture. It is one of two intact examples of such fuel and ice facilities remaining in Charlotte.
- Standard Chemical Products Plant (NR-Eligible) (7): 600 East Sugar Creek Road, a modernist office and laboratory that faces Sugar Creek Road at the former Southern Railway tracks, now the present day NCRR tracks. This 1956 building is recommended for the National Register for its association with early Charlotte industry and architecture. The plant is a notable example of post-World War II modernist architecture in Charlotte.
- Republic Steel Corporation Plant (NR-Eligible) (8): 601 Sugar Creek Road, a one-story office at the northwest corner of the property facing Sugar Creek Road and an expansive, brick and corrugated steel warehousing and fabrication units to the rear. This circa 1956 plant was recommended eligible for the National Register based on its association with early Charlotte industry and architecture. It is a modernist architectural style building with historic rail uses.
- General Motors Corporation Training Center (NR-Eligible) (9): 5500 North Tryon Street, is a large one-story, masonry facility with a flat roof, front office, adjacent auditorium, and a long classroom wing. The building was constructed in 1954 and served as a regional training center. It is recommended eligible for the National Register based on its association with early Charlotte commerce and its architecture. It is a fine, low-rise modernist building of the postwar era.

8.2 Environmental Consequences

The following sections describe the environmental consequences, or effects, to archaeological and historic architectural resources.

8.2.1 No-Build Alternative

Under the No-Build Alternative, there would be no changes to the existing transportation services or facilities in the Northeast Corridor, beyond those projects already committed. Therefore, the No-Build Alternative would have no effects on archaeological and historic architectural resources.

8.2.2 Light Rail Alternative

8.2.2.1 Archaeological Resources

No archaeological resources were found within the APE or at any of the proposed station locations. Therefore, it is expected that the Light Rail Alternative would have No Effect on archaeological resources. However, as these resources are underground and not visible, impacts to archaeological resources cannot be dismissed until construction activities begin. A plan for late discovery is discussed in Chapter 18.0: Construction Impacts.

8.2.2.2 Historic Resources

The determination of effects on historic architectural resources is documented in the report *Evaluation of Effects Report* (MAA, 2009) and is summarized in Table 8-1. The Light Rail Alternative would have No Effect on historic resources listed in or eligible for the National Register, with the exception of the Orient Manufacturing Company/Chadwick Hoskins No. 3; North Charlotte Historic District; Herrin Brothers Coal and Ice Company Complex; Standard Chemical Products Plant; and the General Motors Corporation Training Center, for which there would be No Adverse Effect. The proposed project would not alter any of the characteristics that qualify the historic resources listed in Table 8-1 for inclusion on the National Register. This is due primarily to the fact that no historic properties would be altered or removed by the proposed project, and the proposed project would not greatly alter the urban, industrial and rail-oriented view sheds of the historic resources. *De minimis* Section 4(f) findings are proposed for these resources. See Section 8.4.2 for additional detail regarding Section 4(f) and Appendix B: Agency Correspondence for SHPO’s concurrence with the proposed findings.

A general noise and vibration assessment was conducted in accordance with the Federal Transit Administration’s *Transit Noise and Vibration Impact Assessment* guidance manual, May 2006. Additional information is discussed in Chapter 13.0: Noise and Vibration. The proposed Light Rail Alternative would not have either a noise or vibration impact on historic resources.

**Table 8-1
Summary of Potential Historic Resource Impacts**

Resource	No-Build Alternative	Light Rail Alternative	Light Rail Alternative – Sugar Creek Design Option	Section 4(f)*
1. Philip Carey Company Warehouse	No Effect	No Effect	No Effect	n/a
2. McNeil Paper Company Warehouse Complex	No Effect	No Effect	No Effect	n/a
3. Orient Manufacturing Company/Chadwick Hoskins No. 3	No Effect	No Adverse Effect	No Adverse Effect	<i>de minimis</i> impact
4. Chadbourn Hosiery Mills	No Effect	No Effect	No Effect	n/a
5. North Charlotte Historic District	No Effect	No Adverse Effect	No Adverse Effect	<i>de minimis</i> impact
6. Herrin Brothers Coal and Ice Company Complex	No Effect	No Adverse Effect	No Adverse Effect	<i>de minimis</i> impact
7. Standard Chemical Products Plant	No Effect	No Adverse Effect	No Effect	<i>de minimis</i> impact
8. Republic Steel Corporation Plant	No Effect	No Effect	No Adverse Effect	<i>de minimis</i> impact
9. General Motors Corporation Training Center	No Effect	No Adverse Effect	No Effect	<i>de minimis</i> impact

* See Section 8.4.2 for additional detail.

Source: Evaluation of Effects Report (MAA, 2009) as concurred with by the SHPO on October 1, 2009 and January 11, 2010.

The following summarizes the effects of the Light Rail Alternative on each of the historic resources identified:

- Phillip Carey Company Warehouse (NR-Listed) (1): The proposed project would have No Effect on this resource. The light rail vehicles would run on the existing LYNX Blue Line tracks located behind this building, which would be relocated slightly to the north (away from the structure), and along tracks to be installed for the southbound trains. No additional right-of-way would be needed from this resource. The introduction of light rail near this resource would not alter the characteristics for which this resource is listed on the National Register.
- McNeil Paper Company Warehouse Complex (NR-Eligible) (2): The proposed project would have No Effect on this resource. The light rail vehicles would run on the existing LYNX Blue Line tracks located behind this building, which would be relocated slightly to the north (away from the structure), and along tracks to be installed for the southbound trains. The 9th Street Station would be located one block to the north of the property. The proposed project would not require the acquisition of land from

the property. The introduction of light rail near this resource would not alter the characteristics for which this resource is listed on the National Register.

- Orient Manufacturing Company/Chadwick Hoskins No. 3 (NR-Listed) (3): The proposed project would have a No Adverse Effect on this resource. Although the trackway would be constructed within the historic boundary of the property, the new tracks would be built within existing railroad right-of-way which has always overlapped the parcel boundaries of the historic mill. A retaining wall and bridge structure would be constructed along the north side of the property to elevate the light rail tracks over the existing CSX rail line. While the retaining wall and bridge would alter the views to and from the property, this would occur within the context of the property where views are historically industrial and rail-oriented and the views to the south are already compromised by the existing I-277 structures. There would be an effect on this property due to these two elements, but this effect would not be adverse and would not alter the characteristics for which this resource is listed on the National Register.
- Chadbourn Hosiery Mills (NR-Eligible) (4): The proposed project would have No Effect on the Chadbourn Hosiery Mills. This resource is located across Brevard Street from the proposed location of the Light Rail Alternative. The building does not have windows and, therefore, no views from the building would be altered. The existing Duke Energy electrical substation is located across the street and comprises the views from the building. The context of the resource is industrial and the light rail would not alter this resource or the characteristics which make it eligible for the National Register.
- North Charlotte Historic District (NR-Listed) (5): The proposed project would have a No Adverse Effect on this historic resource. The proposed Light Rail Alternative would include two tracks that parallel the south side of the existing railroad right-of-way, a station at 36th Street, relocation of the existing freight tracks, and the depression of 36th Street under the future light rail and existing freight tracks. At 36th Street, the proposed light rail line and relocated freight tracks would be approximately eight feet above the existing grade. Near 36th Street, the National Register boundaries for the North Charlotte Historic District overlap the existing railroad right-of-way. Portions of the proposed alignment and retaining walls would lie within the historic boundary. The action would occur largely within the existing right-of-way; however, minor land acquisition would be required within the North Charlotte Historic District at the Johnston Mill property for station access. Additionally, the rear loading area of the former Grinnell Manufacturing Company Building, a contributing resource to the historic district located at 36th Street and the railroad, would be eliminated. However, this would not alter the structure or its current use, as loading no longer occurs at this location. The 36th Street Station staircase and bicycle and pedestrian walkways, and the depression of 36th Street would also occur within the National Register boundaries of this district. All access to resources within the district would be maintained. This depression of 36th Street would result in an alteration of one of the streets within the district, but this alteration would not change the characteristics which make it eligible for the National Register. The existing freight track relocation would occur outside of the National Register boundaries. No structures within the historic district would be demolished or altered as a result of the proposed project.
- Herrin Brothers Coal and Ice Company Complex (NR-Eligible) (6): The proposed project would have a No Adverse Effect on this resource. An effect would occur as a result of the depression of 36th Street under the future light rail and relocation of existing freight tracks adjacent to this resource. A minor amount of land (approximately 344 square feet, less than 1 percent) would be acquired, but no buildings located on the property would be altered or demolished. The relocated freight tracks would extend through the southern edge of the property within the existing rail corridor. The proposed action would not require the alteration or demolition of any structures located on site. Access to the site would be maintained at its current location; however a temporary construction easement would be required to construct the retaining wall for the depression of 36th Street. The 36th Street Station would be constructed on the south side of the rail corridor, away from this resource, introducing a relatively minor, but new visual element to this resource. While some effects would occur as a result of the proposed project, these alterations would not change the characteristics which make it eligible for the National Register.
- Standard Chemical Products Plant (NR-Eligible) (7): The proposed project would have No Adverse Effect on this resource. The proposed light rail line would be constructed within the existing railroad right-of-way which is outside the National Register boundary for the property. An effect would occur as a result of the placement of the Sugar Creek Station within the existing railroad right-of-way over

Sugar Creek Road, which the North Carolina Railroad is planning to depress under the railroad. The station would be at the existing grade. The southeast corner of the property would need to be acquired to accommodate a sidewalk and ramp for the station. The area needed for the sidewalk and ramp is now part of a paved loading area, and no buildings or significant features would be demolished for the proposed project. While some effects would occur as a result of the proposed project, these alterations would not change the characteristics which make it eligible for the National Register.

- Republic Steel Corporation Plant (NR-Eligible) (8): The proposed project would have No Effect on this resource. The proposed project would be constructed within the existing railroad right-of-way which is outside the National Register boundaries of the property. Due to the industrial nature of this setting, the proposed project would not alter the characteristics which make this resource eligible for the National Register. No acquisition of the property would be needed, but a temporary construction easement would be.
- General Motors Corporation Training Center (NR-Eligible) (9): The proposed project would have a No Adverse Effect on this resource. The proposed project would require the acquisition of minor amounts of land (approximately 10 percent of the property) from the southeast corner of the property within the National Register boundaries. The proposed project would leave much of the existing parking lot for the building intact. The retaining walls for the bridge over the Old Concord Road/North Tryon Street/US-29 intersection would begin to ascend along the rear of this property. Because this property is surrounded by commercial and industrial land uses and this retaining wall would be constructed near the rear of the property, this change would not alter the views of this property. While these effects would occur as a result of the proposed project, the alterations would not change the characteristics which make it eligible for the National Register.

8.2.3 Light Rail Alternative – Sugar Creek Design Option

8.2.3.1 Archaeological Resources

There would be no differences in impacts to archaeological resources between the Light Rail Alternative and the Light Rail Alternative - Sugar Creek Design Option. See Section 8.2.2.1.

8.2.3.2 Historic Resources

The Light Rail Alternative – Sugar Creek Design Option would have the same effects to historic resources as the Light Rail Alternative, with the exception of the following resources. The Light Rail Alternative – Sugar Creek Design Option would have less of an effect on the Standard Chemical Products Plant and the General Motors Corporation Training Center, reducing their potential effect from No Adverse Effect to No Effect. However, the Light Rail Alternative – Sugar Creek Design Option would have more of an effect on the Republic Steel Corporation Plant than the Light Rail Alternative, resulting in No Adverse Effect rather than a No Effect. As with the Light Rail Alternative, *de minimis* Section 4(f) findings are proposed for the affected resources. See Section 8.4.2 for additional detail and Appendix B: Agency Correspondence for SHPO concurrence.

- Standard Chemical Products Plant (NR-Eligible) (7): The proposed project would have No Effect on this resource. No acquisition of the property or alteration of structures on this property would occur. The context in which this resource is located is industrial and therefore, the proposed project would not alter its setting or the characteristics which make this resource eligible for the National Register.
- Republic Steel Corporation Plant (NR-Eligible) (8): The proposed project would have No Adverse Effect on this resource. The proposed light rail alignment would bisect this property. Barrier fences would be installed to limit pedestrian access across the line. Crossing gates would also be installed at the crossing of the light rail line and Raleigh Street. The installation of barrier fences would introduce a new element but would not cause an adverse effect. Portions of the site are already divided by chain link fences. These changes would not alter the characteristics that make this resource eligible for the National Register.
- General Motors Corporation Training Center (NR-Eligible) (9): The proposed project would have No Effect on this resource. The proposed project would be located along the current southbound travel lanes of North Tryon Street/US-29 just north of this property. The Old Concord Road Station would be

located to the north of this resource. Due to the context of the property along a major thoroughfare and within a commercial and industrial area, the proposed project would have No Effect on this resource.

8.3 Mitigation

8.3.1 Light Rail Alternative

No listed archaeological sites or archaeological remains were found within the study area or in any of the proposed station locations. Thus, no mitigation for archaeological resources is required for the Light Rail Alternative. A plan for late archaeological discovery is discussed in Chapter 18.0: Construction Impacts. Effects to minimize effects to historic resources were taken into account during the design of the proposed Light Rail Alternative.

8.3.2 Light Rail Alternative – Sugar Creek Design Option

No impacts to archaeological resources would result from the Light Rail Alternative – Sugar Creek Design Option. Therefore, no mitigation for archeological resources is required.

For the Sugar Creek Design Option, mitigation for historic resources is the same as for the Light Rail Alternative with the exception of additional requirements for the Republic Steel Corporation Plant. The No Adverse Effect determination for this resource was based on the conditions to retain a minimum distance of five feet from the closest structure and retain access to the site from Raleigh Street. These items have been incorporated into the design plans; therefore, no further mitigation is required.

8.4 Consultation

This section describes the consultation undertaken by the Federal Transit Administration (FTA) and Charlotte Area Transit System (CATS). Copies of consultation letters are provided in Appendix B: Agency Correspondence.

8.4.1 Section 106 Consultation

This section discusses consultation efforts with other interested parties, including SHPO and the general public. The purpose of consultation has been to share information on the Light Rail Alternative and the Light Rail Alternative – Sugar Creek Design Option and to discuss the following:

- Limits of the APE;
- Identification of historic resources deemed eligible for listing in the National Register (Determinations of Eligibility);
- Recommendation of effects; and,
- Avoidance, reduction or mitigation efforts that may be needed to offset any adverse effects on cultural resources.

FTA initiated consultation with the SHPO on March 5, 2005 in accordance with Section 106 of the National Historic Preservation Act. An early coordination meeting was held with the SHPO on June 18, 2008. Preliminary Evaluations for the Republic Steel Corporation and the Standard Chemical Company were submitted to the SHPO on May 9, 2008 and a letter concurring with these evaluations was provided on June 17, 2008. This input was used to further refine the alignment for the Light Rail Alternative – Sugar Creek Design Option to minimize impacts to these resources.

A request for consultation comments was sought on the APE and on the *Phase II Historical Architectural Resources Survey Report* dated November 7, 2008. Determinations of Eligibility were provided by the SHPO in a letter dated January 16, 2009. Another coordination meeting was held with the SHPO's office on September 15, 2009 to discuss the *Evaluation of Effects Report* (MAA, 2009) dated September 4, 2009. The determination of the effects discussed in that meeting, and listed in this chapter, was documented by CATS in a letter dated September 21, 2009. An addendum to the report was submitted to

SHPO on December 28, 2009. The SHPO provided written concurrence on the effects determination on October 1, 2009 and with the addendum on January 11, 2010.

The *Phase I Archaeological Survey Report* was submitted to the SHPO on March 25, 2009. An addendum to this report was submitted to the SHPO on January 5, 2010, to add the Sugar Creek Park-and-Ride Option 2. The SHPO concurred with the effects of the proposed project on April 8, 2009 and with the addendum on January 25, 2010. Copies of this correspondence are included in Appendix B: Agency Correspondence.

8.4.2 Section 4(f) *De Minimis* Finding for Historic Resources

Section 4(f) of the Department of Transportation Act of 1966 (49 U.S.C. 1653) declares that it is national policy to make a special effort to preserve the natural beauty of the countryside, publicly-owned parks, recreation areas, wildlife or waterfowl refuges, or any historic sites of national, state or local significance. Section 4(f) permits the use of such land for a transportation project only when the FTA has determined that there is no reasonable or prudent alternative to such use and the project includes all possible planning to minimize harm to the resource resulting from such use.

Section 6009 of the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (49 U.S.C. 303), also known as SAFETEA-LU, amended Section 4(f) statutory requirements to include an exception for use of protected land that would have a "*de minimis*" impact if the proposed project "will not adversely affect the activities, features, and attributes of a 4(f) resource." On December 13, 2005, FTA and Federal Highway Administration (FHWA) issued joint guidance for determining *de minimis* impacts to Section 4(f) resources. For historic properties, the *de minimis* criteria are met when:

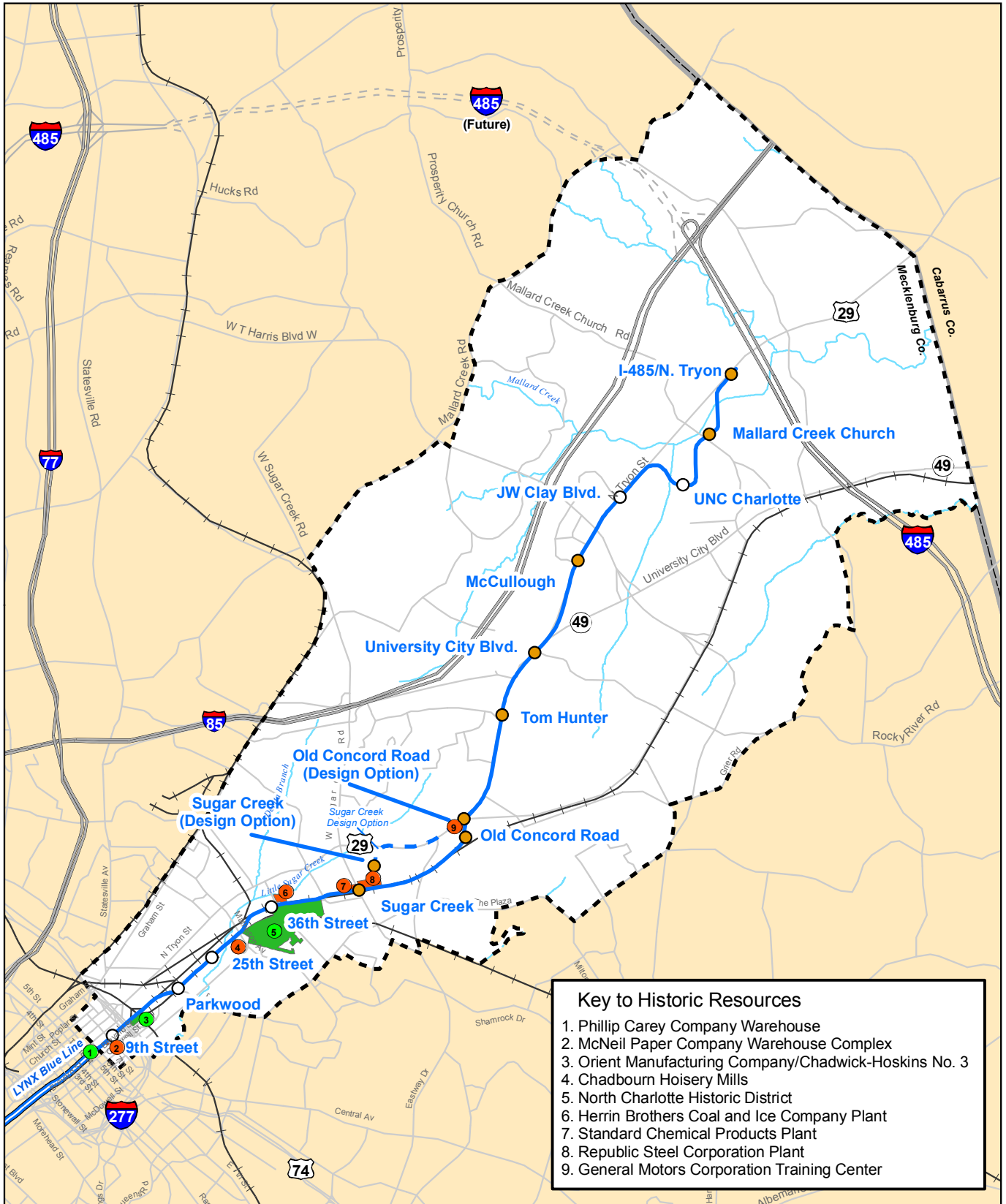
- 1) The process required by Section 106 of the National Historic Preservation Act results in the determination of a "No Adverse Effect" or "No Historic Properties Affected" with the concurrence of the SHPO in the Section 106 Consultation;
- 2) The SHPO is informed of FTA or FHWA's intent to make a *de minimis* impact finding based on their written concurrence in the Section 106 determination; and,
- 3) FTA or FHWA has considered the views of any consulting parties participating in the Section 106 consultation.

Due to the minor land acquisitions that would result in a transportation "use" of historic resources and the No Adverse Effect determinations by which the SHPO has concurred, FTA is proposing a *de minimis* Section 4(f) finding for the following resources:

- Orient Manufacturing Company/Chadwick Hoskins No. 3 (NR-Listed)
- North Charlotte Historic District (NR-Listed)
- Herrin Brothers Coal and Ice Company Plant (NR-Eligible)
- Standard Chemical Products Plant (NR-Eligible)
- Republic Steel Corporation Plant (Light Rail Alternative - Sugar Creek Design Option only) (NR-Eligible)
- General Motors Corporation Training Plant (NR-Eligible)

On January 28, 2010, FTA and CATS consulted with the SHPO regarding the *de minimis* finding. SHPO's concurrence was provided on February 3, 2010 and is contained in Appendix B: Agency Correspondence. No consulting parties participated in the Section 106 process. FTA seeks to obtain public input on this *de minimis* finding through the public and agency circulation period of this Draft EIS. Please direct your comments on this finding to the individuals identified in the preface. The final determination regarding the *de minimis* findings for these properties will be included in the Final EIS.

Historic Resources within the Northeast Corridor



- Key to Historic Resources**
1. Phillip Carey Company Warehouse
 2. McNeil Paper Company Warehouse Complex
 3. Orient Manufacturing Company/Chadwick-Hoskins No. 3
 4. Chadboim Hoisery Mills
 5. North Charlotte Historic District
 6. Herrin Brothers Coal and Ice Company Plant
 7. Standard Chemical Products Plant
 8. Republic Steel Corporation Plant
 9. General Motors Corporation Training Center

Legend

Northeast Corridor Limits	LYNX Existing Light Rail Transit	Railroads
Proposed Light Rail Alternative	Highway	County Line
Design Option	Major Roads	National Register Listed
Proposed Stations	Highway (Future)	National Register Eligible
Proposed Stations with Park-and-Ride	Streams	

Data Source: Mattson Alexander, Charlotte Area Transit System, STV/RWA, Mecklenburg County GIS Aerial (2007)

Historical Corridor_Base_Map_Rev.00.pdf

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