



**North Carolina Department of Natural and Cultural Resources
State Historic Preservation Office**

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Secretary Susi H. Hamilton

Office of Archives and History
Deputy Secretary Kevin Cherry

February 5, 2018

MEMORANDUM

TO: Vanessa Patrick
Human Environment Unit
NC Department of Transportation

FROM: Renee Gledhill-Earley *Renee Gledhill-Earley*
Environmental Review Coordinator

SUBJECT: Historic Structures Survey Report: Interchange Improvements I-40/ US Route 421
At SR 1850 (Sandy Ridge Rd.), I-5712, Colfax, PA 16-10-0037, Guilford County,
ER 18-0084

Thank you for our January 9, 2018, memorandum, transmitting the above-referenced report. We have reviewed the report and concur that the **Chauffeurs and Teamsters Union Local 391 Building** (GF8970) is **not eligible** for listing in the National Register of Historic Places under any criterion.

The above comments are made pursuant to Section 106 of the National Historic Preservation Act and the Advisory Council on Historic Preservation's Regulations for Compliance with Section 106 codified at 36 CFR Part 800.

Thank you for your cooperation and consideration. If you have questions concerning the above comment, contact Renee Gledhill-Earley, environmental review coordinator, at 919-807-6579 or environmental.review@ncdcr.gov. In all future communication concerning this project, please cite the above referenced tracking number.

cc: Mary Pope Furr, NCDOT, mfurr@ncdot.gov

Received: 01/12/2018
State Historic Preservation Office



STATE OF NORTH CAROLINA
DEPARTMENT OF TRANSPORTATION

ROY COOPER
GOVERNOR

JAMES H. TROGDON, III
SECRETARY

ER 18-0084

To: Renee Gledhill-Earley, NCHPO

From: Vanessa E. Patrick, NCDOT

Due -- 2/6/18

Date: January 9, 2018

To Jenn 1/19
Due 2/2
H- ER letters 2/2/18

Subject: *Historic Structures Survey Report for I-5712, Interchange Improvements at I-40/US 421 and SR 1850 (Sandy Ridge Road), Guilford County, North Carolina. WBS No. 50126.1.FS1. PA Tracking No. 16-10-0037.*

The North Carolina Department of Transportation (NCDOT) is conducting planning studies for the above-referenced project. Enclosed for your review is a report presenting the evaluation of historic architectural resources in the I-5712, Guilford County project area (one hard copy and two CD-ROMs). Survey photographs, GIS data, and site forms are provided on the CD-ROMs, and hard copies of the site forms and photographs are also supplied.

The report considers one resource – the Chauffeurs and Teamsters Union Local 391 Building (GF8970). The study recommends the resource as not eligible for listing in the National Register of Historic Places. Initial screening of the I-5712 project area by NCDOT Historic Architecture identified which resources warranted additional study.

We look forward to receiving your comments on the report. Should you have any questions, please do not hesitate to contact me at vepatrick@ncdot.gov or 919-707-6082. Thank you.

V.E.P.

Attachments

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HISTORIC STRUCTURES SURVEY REPORT INTERCHANGE IMPROVEMENTS I-40/U.S. ROUTE 421 AT SR 1850 (SANDY RIDGE ROAD)

Colfax, Guilford County, North Carolina

T.I.P. No. I-5712

WBS No.: 50126.1.FS1



Prepared for:



North Carolina Department of Transportation
1598 Mail Service Center
Raleigh, North Carolina 27699-1598

Prepared by:



Louis Berger

Louis Berger
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*Final Report
December 07, 2017*

HISTORIC STRUCTURES SURVEY REPORT INTERCHANGE IMPROVEMENTS I-40/U.S. ROUTE 421 AT SR 1850 (SANDY RIDGE ROAD)

Colfax, Guilford County, North Carolina

T.I.P. No. I-5712
WBS No.: 50126.1.FS1

Prepared for:

**North Carolina Department of Transportation
Environmental Analysis Unit**
1598 Mail Service Center
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Mary Pope Furr, Supervisor
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Steven M Bedford, Principal Investigator

*Final Report
December 07, 2017*

MANAGEMENT SUMMARY

On behalf of the North Carolina Department of Transportation (NCDOT), Louis Berger U.S., Inc. (Louis Berger) conducted an architectural survey and National Register of Historic Places (NRHP) eligibility evaluation in preparation for the planned improvements at Interstate 40/U.S. Route 421 at SR 1850 (Sandy Ridge Road) in Colfax, Guilford County, North Carolina. The state project number is WBS No. 50126.1.FS1. The Federal Aid No. is PP-040-3(136)208.

The Area of Potential Effects (APE) for the project as delineated by NCDOT architectural historians is equivalent to the study area surrounding the I-40 interchange at Sandy Ridge Road (Exit 208) established for all environmental studies of the I-5712 project area. NCDOT reviewed the entire APE and determined that the resource located at 3910 Teamsters Place, the Chauffeurs and Teamsters Union Local 391 Building (GF8970) (Teamsters building), is the only property in the APE that warranted evaluation for NRHP eligibility. The property is owned by Chauffeurs and Teamsters Union Local 391 and occupies a plot of land measuring 5.1 acres. The property had not been surveyed or evaluated for NRHP significance as part of any previous survey efforts, and the purpose of this investigation was therefore to evaluate the property for its NRHP eligibility.

As a result of the survey and evaluation, the Teamsters building is recommended as not eligible for the NRHP. It does not possess exceptional architectural distinction or historical integrity. The building has a central addition dating to ca. 1970, and several of the windows have been replaced. Commercial development of the area surrounding the Sandy River Road exit has also negatively affected the setting of the building. As a whole the complex does not retain the level of material integrity and integrity of setting necessary to be eligible for the NRHP.

Louis Berger prepared this report in accordance with the provisions of the Federal Highway Administration (FHWA) Technical Advisory T 6640.gA (Guidance for Preparing and Processing Environmental and Section 4[f] Documents), the Secretary of Interior's Standards and Guidelines for Archeology and Historical Preservation (48 *Federal Register* 44716), 36 CFR 60, 36 CFR Part 800, and the 2015 NCDOT document entitled NCDOT Historic Architecture Group—Procedures and Work Products. This property evaluation meets and guidelines of NCDOT and the National Park Service.

| RESOURCE NAME | ADDRESS | PIN No. | NRHP ELIGIBILITY RECOMMENDATION | NRHP CRITERIA |
|---|--|------------|---------------------------------|---------------|
| Chauffeurs and Teamsters Union Local 391 (GF8970) | 3910 Teamsters Place Colfax, North Carolina | 7805636949 | Not Eligible | N/A |

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1.0 INTRODUCTION

1.1 Project Description

On behalf of the North Carolina Department of Transportation (NCDOT), Louis Berger U.S., Inc. (Louis Berger) conducted an architectural survey and National Register of Historic Places (NRHP) eligibility evaluation in preparation for improvements of Interstate 40 (I-40)/U.S. Route 421 at SR 1850 (Sandy Ridge Road) in Colfax, Guilford County, North Carolina (Figure 1). The state project number is WBS No. 50126.1.FS1. The Federal Aid No. is PP-040-3(136)208.

1.2 Methodology

The Area of Potential Effects (APE) as delineated by NCDOT architectural historians is equivalent to the study area surrounding the I-40 interchange at Sandy Ridge Road (Exit 208) established for all environmental studies of the I-5712 project area. NCDOT reviewed the entire APE and determined that the 5.1-acre resource located at 3910 Teamsters Place is the only property that warranted evaluation for NRHP eligibility (Figure 2). The property had not been surveyed or evaluated as part of any previous survey efforts. The purpose of this investigation was therefore to evaluate the property for its NRHP eligibility. The investigation included documentary research and fieldwork.

Senior Field Supervisor Tracey Jones, supervised by Senior Architectural Historian Steven Bedford, PhD, conducted fieldwork on Wednesday, July 26, 2017. Local and state archival repositories, including the High Point Public Library Heritage Resource Center, the Wilson Library, University of North Carolina at Chapel Hill, and the North Carolina State Archives, provided information about the history of the property. Property information for Guilford County was researched through the county's Register of Deeds Online Records System (Guilford County Register of Deeds var.). Online research collections, such as the North Carolina Collection and the North Carolina Digital Maps Collection as well as the North Carolina State Historic Preservation Office's GIS mapping system, HPOweb, aided in historical background and architectural comparison study. Architectural Historian Lauren Hoopes wrote the report. After Louis Berger received comments from NCDOT on the draft report in November 2017, Architectural Historian Megan Privett conducted additional research and fieldwork, which included surveying and photographing properties comparable to the Teamsters building in Guilford County, and amended and revised the draft report.

This report was prepared in accordance with the National Historic Preservation Act of 1966, as amended, following provisions of the Federal Highway Administration (FHWA) Technical Advisory T66408A (Guidance for Preparing and Processing Environmental and Section 4[f] documents), the Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation (48 *Federal Register* 44716), 36 CFR 60, 36 CFR Part 800, and the 2015 NCDOT Historic Architecture Group—Procedures and Work Products. The architectural historians who performed the assessment meet or exceed the Professional Qualifications Standards specified in 36 CFR 61.



FIGURE 1: Project Vicinity Map (USGS Guilford 2016a, Kernersville 2016b)

2.0 ELIGIBILITY EVALUATION

2.1 Description

| | |
|--------------------------------|---|
| Resource Name | Chauffeurs and Teamsters Union Local 391 Building |
| HPO Survey Site No. | GF8970 |
| Location | 3910 Teamsters Place Colfax, North Carolina |
| PIN | 7805636949 |
| Date(s) of Construction | 1962, 1970 |
| NRHP Recommendation | Not Eligible |



The Chauffeurs and Teamsters Union Local 391 Building (Teamsters building) at 3910 Teamsters Place, Colfax, Guilford County, lies at the southern termination of Teamsters Place (SR 4609). The property contains the Teamsters building, large roadside signage, a paved parking lot north of the building, a wooden shed and aluminum carport, and an older parking lot east of the building. The landscape surrounding the property is mixed-use rural and commercial, with open fields, wooded areas, and developed commercial properties.

The property is landscaped with small bushes and trees around the exterior of the building, and curbed sidewalk paths provide access from the parking lot to the many entrances into the building. The building faces northeast into the large northern parking lot and lies approximately 150 feet from the termination of Teamsters Place, which runs north-south (Figure 3). The older parking lot to the east is separated from the building by a lawn. To the north and northwest of the building are several commercial buildings. To the west and south of the building are lands dedicated to the I-40 roadway system and farming. Extant at the northeastern corner of the northern parking lot are the associated shed and carport buildings. The East Fork Deep River runs through a wooded area east of the buildings. The Teamsters building is visible from both eastbound and westbound I-40.

2.1.1 *Chauffeurs and Teamsters Union Local 391 Building*

Constructed in 1962, the Chauffeurs and Teamsters Union Local 391 Building is a one-story modernist building of varying heights with a rambling plan of two rectangular enclosures connected with a T-shaped hyphen and ribbon windows. The building is oriented diagonally on its 5.1-acre lot, facing northeast. The building has a low-sloped, essentially flat roof, and the brick veneer walls of the front and rear elevations form parapets that do not wrap around to the side elevations (Plates 1-6). The roofing material appears to be of membrane type. Decorative brickwork located below the fenestration on the east elevation spells “Teamsters” (Plate 7).

Just off-center on the façade, facing the northern parking lot, is the main entrance to the building, distinguished from the other entrances by its polygonal form, plate-glass windows and double door infills, and the words “R.V. Durham Labor Center” over the entry (Plate 8). A plaque with a depiction of R.V. Durham situated on a nearby wall lists his accomplishments for the labor union (Plate 9). The remaining entrances—simple metal doors, some with windows—are located sporadically on the remaining elevations. Triple-sash paired windows with horizontal muntins and cement sills, separated by steel I-beams and occasionally brick piers, span the east and west elevations. Several of the windows appear to



FIGURE 3: Site Plan of Chauffeurs and Teamsters Union Local 391 Building (USGS 2014)



PLATE 1: Chauffeurs and Teamsters Union Local 391 Building, Looking East



PLATE 2: Chauffeurs and Teamsters Union Local 391 Building, Western End, Looking North



PLATE 3: Chauffeurs and Teamsters Union Local 391 Building, Central Section, Looking North



PLATE 4: Chauffeurs and Teamsters Union Local 391 Building, Eastern End, Looking North



PLATE 5: Chauffeurs and Teamsters Union Local 391 Building, Looking Northwest



PLATE 6: Chauffeurs and Teamsters Union Local 391 Building, Looking South



PLATE 7: Detail of Decorative "Teamsters" Brick Work on East Elevation



PLATE 8: Chauffeurs and Teamsters Union Local 391 Building, Front Entrance, Looking Southwest



PLATE 9: Detail of R.V. Durham Plaque

be replacements. The original aluminum windows appear to have an awning upper sash and a single-hung bottom sash with a fixed middle light (Plate 10). The replacement windows appear to be fixed (Plate 11). Corrugated aluminum panels sheathe the walls above the windows on the easternmost enclosure. Blue sheeting, likely fiberglass, spans the building's remaining fenestration.

The surveyors were briefly allowed access to the interior, but photography was not permitted. The interior is largely partitioned into offices. A large meeting hall immediately to the left of the main lobby features terrazzo floors and exposed exterior brick walls from the original 1962 building.

A large sign stands between the building and the I-40 roadway and reads "Teamsters Local 391" (Plate 12). Ground and wall floodlights are located on and in the immediate vicinity of the building. Exterior HVAC systems for the eastern enclosure are located on the eastern end of the northeast elevation, shielded from view from the parking lot by a wooden fence. HVAC systems supporting the western enclosure of the building are located in the alley formed between the T-shaped hyphen and the western enclosure.

2.1.2 Outbuildings

2.1.2.1 Shed, ca. 2000 or later

The wooden shed and the carport northeast of the building are oriented to the south (Plates 13 and 14). The shed building is constructed from two front-gambrel sheds connected by a side-gabled hyphen. Decorative plywood meant to imitate vertical board is used as exterior cladding. All three portions of the shed, the two outer front-gambrel enclosures, and the center side-gabled hyphen have doors, double doors on the two ends and a single door on the central hyphen. The shed has a concrete block foundation and an asphalt-shingle roof.

2.1.2.2 Carport, ca. 2000 or later

The metal-framed front-gabled two-car carport is sheathed and roofed with corrugated aluminum. The gabled ends remain open.

2.2 History

Established in 1938 with 26 charter members, most of whom were drivers for Southern Oil and Atlantic States Motor Lines, Teamsters Union Local 391 began its organization under a charter granted by the International Brotherhood of Teamsters, Stablemen and Helpers of America (American Federation of Labor [AFL]). J.B. Broughton served as Local 391's first president, and J.T. Moss as its secretary-treasurer; the new chapter located its offices in High Point.

Although the beginnings of organized labor in North Carolina took root in the late nineteenth century through the efforts of the AFL, labor unions in North Carolina were not particularly active until the 1920s and 1930s. In general organized labor in the South was slow to take hold and especially sluggish for North Carolina manufacturing companies, dismissed by skeptical or uninterested employees and fiercely fought by company executives and textile mill owners. Still, membership grew steadily not only in the textile manufacturing sector (after the strike at Gastonia's Loray Mills in 1929) but throughout various North Carolina industries during the 1930s and 1940s as workers sought higher wages and better working conditions. Despite the slow and steady growth, the state's union membership and activity level remained far below the national average and would largely fail to thrive throughout the twentieth century (Glass 2006; Powell 1989:453-487, 512-513).



PLATE 10: Detail of Original Windows



PLATE 11: Comparison of Original Windows (left) with Replacement Windows (right)



PLATE 12: Teamsters Local 391 Roadside Sign



PLATE 13: Shed Outbuilding, Looking North



PLATE 14: Carport Outbuilding, Looking Northeast

During World War II Teamsters Union Local 391's organizational efforts underwent some disruption because of policies instituted by the War Labor Board; however, Local 391 still managed to increase its membership by 400 members from its founding in 1938. In the early years of the organization, a majority of members came from contracts of the motor line, freight, and trucking industries. During the post-World War II era Local 391 accomplished great gains in organizing, merging with Local 81 in Raleigh to form the largest labor union in North Carolina at the time. It was in 1948 that Local 391's offices moved from High Point to Greensboro and a sub-office was established in Winston-Salem. Organizing campaigns inducted new members into the Local 391 from companies such as Schlitz, Miller Breweries, McLean Trucking, R.C. Motor Lines, Durham Dairy Products, Roadway Express Maintenance Employees, Turner Transfer, and National Linen Service, among others.

Teamsters Union Local 391 met in Greensboro in October 1960 to discuss moving toward self-governance (*The High Point Enterprise* 1960). After a successful vote for an autonomous organization, the 6.62 acres (now 5.1 acres) of land on which the building now stands were purchased in 1961 from Ivey C. Marshall and Sibyl Bowman for the sum of \$10. By the end of 1961, Local 391 membership totaled over 3,800 and the organization had been granted local autonomy by the International Brotherhood of Teamsters (IBT). Local 391 members elected D. Stan Willard as local president and R.V. Durham as local secretary-treasurer, positions the two officers held until 1969, when Willard retired and R.V. Durham assumed the role of president (Teamsters Union Local No. 391 [Teamsters Union] 1978, 1988).

In 1963 an article in the *Asheville Citizen-Times* mentions James Hoffa, the IBT president, speaking about union strikes at the dedication of the new Teamsters headquarters situated in Colfax, North Carolina, placing the construction of the Teamsters building between the end of 1961 and mid-year 1963 (*Asheville Citizen-Times* 1963). Furthermore, historical plaques on the interior of the building, which was originally the exterior of the complex, date the year of construction to 1962. Local 391 contracted with builder Wade H. Phelps to construct the new facility. The one-story brick modernist structure visible from heavily traveled I-40 provided a meeting hall space as well as offices and administrative space for union officials. The building was enlarged with a substantial brick addition to the west similar in style and detailing to the original 1962 building. It is estimated that the addition connecting the two buildings was constructed between 1968 and 1970. An aerial of the Colfax location of the new headquarters building dated to 1968 shows the four-lane I-40 roadway and the Teamsters building but without the western addition (Figure 4) (United States Geological Survey [USGS] 1968). The building is present on a topographical map photorevised through 1968, depicted as two separate buildings (Figure 5) (USGS 1951, photorevised 1968).

In 1965, only a few years after the new headquarters building opened in Colfax, a new sub-office building in Raleigh opened near the Raleigh-Durham International Airport. The Raleigh sub-office building is no longer used by the Teamsters, who have since relocated that office to a 1980s building off Glenwood Avenue in Raleigh. The year 1968 was a critical one for Local 391, as employees of Gilbarco, a manufacturer of gas pumps, went on strike and promoted a boycott of Esso products. Settled in 1969 with the assistance from Local 391, the strike resulted in over 1,000 new members of Local 391 in addition to increased wages, benefits, and union representation for Gilbarco employees (Teamsters Union 1988).

The 1970s and 1980s marked a period of development for Teamsters Union Local 391 when membership not only continued to increase but the organization became more involved in community affairs and in local, state, and national politics. In addition to regularly endorsing political candidates for national and local elections, the leadership from Local 391 encouraged its own members to run for office or become actively engaged in the political scene. One of the organization's successful campaigns during in 1974 was the DRIVE (Democrat, Republican, Independent Voter Education) program, which resulted in the North Carolina legislature's increasing workmen's compensation from \$56 to \$80 a week. The DRIVE program, founded by IBT president James R. Hoffa, essentially acted as a political action committee.



FIGURE 4: 1968 USGS Aerial Photograph Showing the Chauffeurs and Teamsters Union Local 391 Building (USGS 1968)

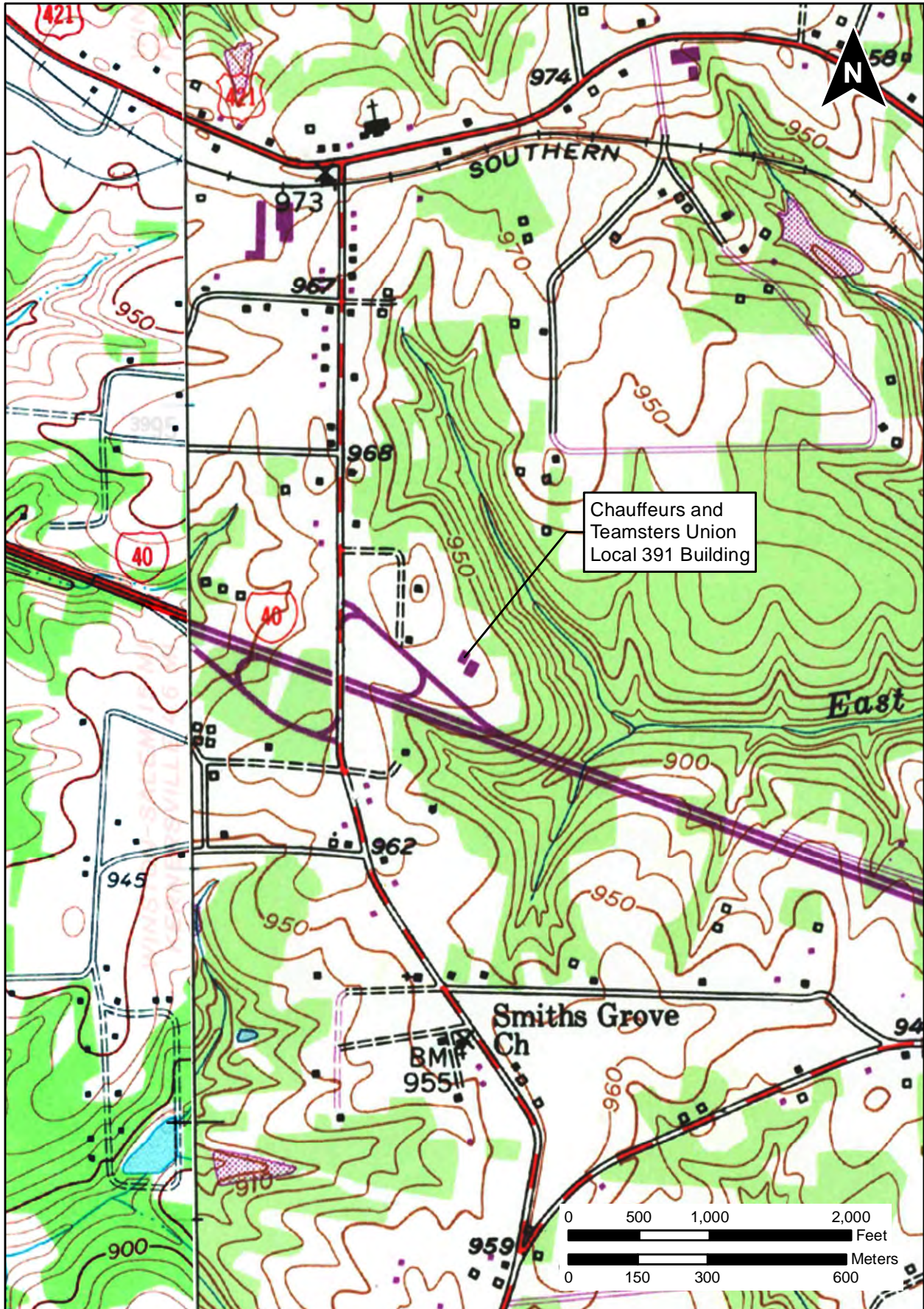


FIGURE 5: 1970 USGS Topographic Map Showing the Chauffeurs and Teamsters Union Local 391 Building (USGS Guilford 1951, Kernersville 1969)

Over 4,000 members from Local 391 participated, and the local later became the second largest DRIVE fundraiser in the IBT. The 1970s were a time of setbacks for labor unions in North Carolina, however, partly driven by the poor economy and the high cost of fuel in the era of “stagflation.” By 1978 Local 391 had surpassed the 10,000 membership mark, but North Carolina remained one of the least unionized states, and many employees of the manufacturing and textile industries rejected attempts to organize collectively (Glass 2006; Teamsters Union 1988).

The de-regulation era of the 1980s under the Reagan administration posed difficulties for Teamsters Union Local 391 and labor unions generally throughout the state. The 1980 National Transportation Act affected many union members as several trucking and carrier companies filed for bankruptcy or lost high-paying jobs for its employees. The Reagan administration’s appointees to the National Labor Relations Board favored anti-union policies, severely limiting workers’ rights to organize and bargain collectively. Nevertheless, Local 391 continued to provide benefits to its members and began offering free legal counseling in 1983 (Teamsters Union 1988).

R.V. Durham, for whom the building is named, served Local 391 as secretary-treasurer from 1960 to 1969 and as president from 1969 to 1995. Durham also served as IBT Director of Safety and Health, IBT freight director, IBT vice president, and in other positions during his tenure with the union. A former truck driver for Roadway Express, he served as a member of the National Highway Safety Advisory Committee and was influential in pushing Congress to pass legislation regulating trailer length (Teamsters Union 1988, 2013). In 1991, while serving as IBT vice president, Durham ran for IBT president. Favored as the winner against the Executive Board Member from Washington, Walter Shea, and Local 804 President Ron Carey, Durham lost the race to Carey. The loss was attributed to the candidates’ connections to legacy leaders who seemed more interested in “collecting multiple salaries and large pensions than in being accountable to members” (Baker 1991; Goozner 1991; Teamsters for a Democratic Union 2015). Over the course of his 35-year career with Teamsters Union Local 391, Durham was regarded as an expert in the field of job site safety, testified before congressional committees and hearings, and served on transportation safety boards in addition to his tenure as the IBT Director of Safety and Health. According to Local 391’s history book, the *Winston-Salem Journal* wrote of Durham’s legacy, “Durham’s efforts to improve what he calls the plight of the North Carolina worker have been unmatched by any other union official in the state” (Teamsters Union 1988).

2.3 Architectural Context

Until the 1960s there is no evidence of a building on the current site of the Teamsters building, and prior to that time the property appeared to be part of larger, agricultural parcels. Historically, Deep River Township, in which the Teamsters building is located, was largely farmland until well into the twentieth century (Pegg 1980). The construction of I-40 and I-85 during the mid-twentieth century brought with it pockets of modern roadside architecture as well as an opportunity for businesses like Teamsters Local 391 to capitalize on locations close to exit ramps for the convenience of people, especially truck drivers, traveling from all over North Carolina. In addition, Greensboro’s growth, following national trends of suburbanization after World War II, extended outward from downtown into the surrounding countryside as the population no longer required proximity to downtown amenities with increased reliance upon automobiles.

Constructed in 1962 by Wade H. Phelps Construction Company, the Teamsters building reflects the prevailing architectural style of the mid-twentieth century for public and civic-oriented buildings: modernist architecture. Modernist architecture’s departure from revivalist styles was a tangible representation of a new age of technological innovation and prosperity, such as that espoused by President Lyndon Johnson’s “Great Society” and its affiliated reforms. By the 1960s modernism had been accepted as the mainstream style for new commercial, institutional, and government facilities; the style embodied

certain ideals favored by corporations and reflected the design principle that form follows function. Pragmatic accessibility is an overriding theme for modernist architecture, exemplified by the use of modern technology, a focus on the sculptural aspects of structural elements, and an architectural reconciliation of the indoors with the outdoors. Common modernist architectural features include unadorned entrances, ribbon windows or glass curtain walls, asymmetrical façades with horizontal massing and clean lines, low-pitched or flat rooflines, textured walls contrasting with smooth, blank walls, and outdoor living spaces or courtyards. The style is most notably expressed through the works of architectural icons such as Frank Lloyd Wright, Mies van der Rohe, Walter Gropius, Richard Neutra, and Eero Saarinen, among others (Circa, Inc. 2009; Fearnbach 2010:74-79; Gelernter 1990:263-279).

Modernism in North Carolina was heavily influenced by the International style, and the earliest examples in the state include those by architects of the School of Design at North Carolina State University. The School of Design attracted well-known architects and students to the state in the late 1940s and early 1950s, many of whom designed the earliest modern landmarks in North Carolina. Guilford County boasts its share of modernist architecture, much of it residential, through the works of Edward Lowenstein, McMinn, Norfleet & Wicker, J. Hyatt Hammond, and others. Local modern buildings include the Guilford County Governmental Plaza (1968-1972) in Greensboro and the Melvin Municipal Building (1969-1972) designed by Eduardo Catalano. In High Point the 1958 YWCA (GF7015), designed by Leon Schute of the local firm William F. Freeman Engineers, serves as an interesting and significant example of the style built for a community-oriented purpose. Guilford County public schools constructed during the 1950s and 1960s almost universally applied the modernist style to their new facilities, which were most often one-story masonry buildings with individual but intersecting wings, separated by courtyards and flooded with natural light from continuous window groupings, bands, or clerestory windows.

The Teamsters building, although not particularly high-style and not an early example of modernism, displays the avoidance of decorative ornament and the flat, planar brick surfaces emphasizing structural elements throughout the exterior of its asymmetrical design. The use of continuous bands of ribbon windows also create the effect of merging the exterior with the interior separated only by panes of glass (Circa, Inc. 2009:27-32; Fearnbach 2010:14-15).

Given the low rate of labor union activity in North Carolina, previously surveyed and studied union-related buildings in the state are rare and no other documented examples exist in Guilford County. It is necessary to look outside the county as well as at other commercial, administrative, and civic-oriented buildings in Guilford County for architectural comparison. The Truck Drivers Union AFL No. 71 Hall in Charlotte, determined not eligible for the NRHP in 2008, is perhaps the resource most similar to the Chauffeurs and Teamsters Union Local 391 Building that has been previously surveyed, both in architectural features and in the building's original use. The Truck Drivers Union Hall consists of an original two-story masonry building constructed in 1958 and a large auditorium built in 1968 onto the rear of the facility (Plate 15). The employment of modernist principles identified in the Teamsters Union Local 391 headquarters in Colfax is also evident in the Truck Drivers Union Hall's emphasis on horizontality, intersecting and recessed wall planes, offset glass entrances, asymmetrical design, and exposed steel I-beams supporting brick veneered walls and groupings of ribbon windows (Plate 16). Unlike the Teamsters building, however, the Truck Drivers Union Hall originated as a single two-story building that gained an auditorium addition rather than a one-story facility that was enlarged to house additional office and storage space. Both buildings contain meeting halls and offices and had a common function in serving members of their respective labor organizations, and both were added onto, resulting in compromised integrity. Teamsters Union Local 71 has recently relocated to a new facility in Charlotte at 2529 Beltway Boulevard, and the former building is now vacant (Mattson 2008).

Another Teamsters union hall, Local No. 61 in Asheville, appears to be a 1960s or later brick Ranch-style building with late Colonial Revival detailing, possibly a former residence. It has a side-gable roof and



PLATE 15: Truck Drivers Union AFL No. 71 Hall, Mecklenburg County, Looking Southeast



PLATE 16: Truck Drivers Union AFL No. 71 Hall, Mecklenburg County, Looking North

gabled front portico sheltering a partial-width porch (Plate 17). Much smaller than the Chauffeurs and Teamsters Union Local 391 Building, the Teamsters Local 61 office in Asheville is not particularly comparable to the Colfax headquarters, despite having similar construction dates.

The North Carolina State AFL-CIO building located at 1408 Hillsborough Street in Raleigh is a contributing property in the Cameron Park Historic District (WA0194), an early twentieth-century residential district. Built in 1917, the two-story double-pile brick former residence with hipped roof and various dormer windows is described as a “Queen Anne Colonial” in the NRHP nomination completed in 1985. The property features high-style Craftsman and Colonial Revival elements, such as large decorative brackets supporting deep eaves and a generous front porch characterized by a central portico that spans the width of the façade supported by groupings of classical columns. Window bays of varying sizes punctuate the façade, side, and rear elevations, and a one-story hipped screened porch extends off the east elevation (Plate 18) (Dutton and Brown 1982:17). The AFL-CIO located its offices in the 1408 Hillsborough Street building in the early 2000s and does not have any historical ties to the property. Like the Teamsters Local 61 building in Asheville, the North Carolina State AFL-CIO office was apparently a residence that was later converted to commercial use and is not particularly comparable to the Teamsters building architecturally.

Other identifiable union halls in the state not previously surveyed or recorded—as nearly all have not yet reached 50 years of age according to their respective county tax records—include but are not limited to the International Brotherhood of Electrical Workers (IBEW) Local Union 379 halls in Charlotte and in Hickory and IBEW Local Union 553 in Durham. These buildings are also not comparable architecturally to the Teamsters building in Colfax.

One NRHP-listed example of modernism comparable to the Teamsters Local 391 building is the Washington Street Branch Library (GF7012) at 201 4th Street in High Point. The one-story masonry H-shaped building was constructed in 1958 by High Point architect Robert W. Conner. Like the Teamsters building, its flat low-pitched profile and bands of large aluminum-framed windows and curtain walls reflect the modernist style dominating North Carolina’s public buildings during the late 1950s and 1960s (Plate 19). Both buildings incorporate colored panels into their designs; however, the Washington Street Branch Library, now a community center, embodies more of a high-style modernist aesthetic with its curtain walls, metal canopy, and interior courtyard. The former library is an excellent intact example of modern architecture used for a public and institutional purpose in Guilford County (Briggs 2008:70-160; Fearnbach 2010:12-13, 78).

The Toussaint L’Ouverture Lodge No. 524 (GF7022) at 1215 Washington Street in High Point is another example of modernist architecture in Guilford County, on a more modest scale. Constructed for the purpose of a meeting place—not entirely unlike the Teamsters building, which included a meeting hall within the structure—the Toussaint L’Ouverture Lodge No. 524 serves a fraternal organization made up of freemasons. The form and massing of the Lodge building are the dominant features, showcasing the structure’s modern materials, in addition to a deeply recessed central entrance accessed at the second-story level (Plate 20). Clerestory windows at the top of the east and west elevations illuminate the interior of the building, which is topped with a flat roof. The Toussaint L’Ouverture Lodge No. 524 was listed in the NRHP in 2010 and has not been altered significantly, unlike the Teamsters Local 391 building (Fearnbach 2010:41, 79).

2.4 NRHP Evaluation

This survey found that the Teamsters building does not possess enough integrity or architectural distinction to be deemed eligible for the NRHP. The building retains integrity of location, since it has not been moved from its original site. The property also has integrity of materials, as much of the historic



PLATE 17: Teamsters Union Local 61 Hall, Buncombe County, Looking North
(Teamsters Local 61 website)



PLATE 18: North Carolina State AFL-CIO, 1408 Hillsborough Street, Raleigh, Looking North



PLATE 19: Washington Street Branch Library (GF7012), High Point, Looking Southwest



PLATE 20: Toussaint L'Ouverture Lodge No. 524 (GF7022), High Point, Looking North

material, such as original masonry walls, some original windows, and doors, are still present. The east elevation's fenestration was replaced after damage from Hurricane Hanna in 2008, but the replacements retain the basic character of the originals. The western addition seems to have had a minimal impact on the materials of the building but it does affect its design, as it has altered the form and massing significantly and concealed the original building's west elevation. The building retains sufficient integrity of workmanship, as the modern industrial design and minimal use of ornamentation can still be seen on the original part of the building. The spelling out of "Teamsters" in the masonry below the fenestration on the east elevation of the building is a unique feature and an example of workmanship. But the setting of the building has changed, as the construction of I-40 generated development of the surrounding area. The Sand River Road exit in particular affected the layout of the access road on which the building is located. Because of the alterations to the building as well as the surrounding landscape, which includes modern infill, the building does not retain integrity of feeling. The building retains some degree of integrity of association, as the building was built for and still serves the Chauffeurs and Teamsters Union Local 391; however, a similar resource in both purpose and architectural features, the Truck Drivers Union AFL No. 71 Hall (a Teamsters union hall located in Mecklenburg County), was surveyed and determined not eligible in 2008 by Mattson, Alexander and Associates, Inc., as it lacked integrity owing to a 1968 auditorium addition. Like the Charlotte Teamsters building, the Teamsters building in Colfax contains an addition constructed less than 10 years after the original building and similar alterations to the exterior and interior.

The Chauffeurs and Teamsters Union Local 391 Building does not possess the significance and integrity necessary to be eligible under Criterion A. The property is one of a few surveyed resources associated with local labor unions in the state and it represents the labor movement's development in North Carolina during the twentieth century, particularly for those in the trucking industry; however, as a building representative of a larger network of unions, the Teamsters organization did not consistently lead labor union activity in North Carolina nor did it contribute greatly to the history of Guilford County. Further statewide survey and study of labor union-related facilities in North Carolina is needed to make a more accurate determination of the rarity of this type of building and its unique association. Furthermore, the building lacks the integrity needed to be considered eligible for the NRHP.

The Chauffeurs and Teamsters Union Local 391 Building is recommended as not eligible under Criterion B. The building is associated with R.V. Durham, for whom the building is named. Durham represented the local union in a leadership role from 1960 to 1995 and was a runner-up for the IBT presidential race. He served as a member of the National Highway Safety Advisory Committee, held the position of the ITB Health and Safety Director for several years, and was influential in the passage of legislation regulating trailer length. Because it lacks integrity, however, the Teamsters building is not eligible under Criterion B for an association with significant individuals that have contributed to our history.

The Teamsters building does not have sufficient significance or integrity to be eligible under Criterion C. The building's commercial modernist style of architecture is common for the period of construction and indistinctive from other examples of modernist architecture in Guilford County. The Washington Street Branch Library in High Point (GF7012) as well as the Toussaint L'Ouverture Lodge No. 524 (GF7022) in High Point are intact, architecturally significant examples of the style and retain a higher degree of integrity than the Teamsters Union Local 391 Building. Additionally, the building has undergone changes in form/massing and materials. The highly comparable resource type, the Truck Drivers Union Hall in Charlotte, was determined not eligible in 2008 as it lacked integrity from a large addition.

The building does not reveal any new information about mid-twentieth-century construction methods and materials and is therefore considered not eligible for the NRHP under Criterion D.

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