



North Carolina Department of Cultural Resources
State Historic Preservation Office

Ramona M. Bartos, Administrator

Beverly Eaves Perdue, Governor
Linda A. Carlisle, Secretary
Jeffrey J. Crow, Deputy Secretary

Office of Archives and History
Division of Historical Resources
David Brook, Director

October 18, 2012

Frances Alexander
Mattson, Alexander and Associates, Inc.
2228 Winter Street
Charlotte, NC 28205

Re: Supplement to Phase II Historic Architectural Resources Survey, CSX/NS Mainline Grade Separation, Charlotte, P-5002, Mecklenburg County, ER 09-1268

Dear Ms. Alexander:

On October 4, 2012, we received the survey report for the above project.

As you know, the **Fourth Ward Historic District** was previously determined eligible for listing in the National Register of Historic Places in 1995. However, for the purpose of compliance with Section 106 of the National Historic Preservation Act, we concur with your finding that the historic integrity of the seven blocks northwest of North Graham Street has been severely compromised making these blocks no longer eligible for listing in the National Register. At this time, the remainder of the historic district southwest of Graham Street remains eligible. We also concur that the **Warehouse** at 231 North Graham Street is not eligible for listing in the National Register, either individually or as part of the adjacent Fourth Ward Historic District.

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, please contact Renee Gledhill-Earley, environmental review coordinator, at 919-807-6579. In all future communication concerning this project, please cite the above-referenced tracking number.

Sincerely,

Renee Gledhill-Earley

for Ramona M. Bartos

cc: Mary Pope Furr, NCDOT, mfurr@ncdot.gov
Ryan White, NCDOT, rwhite@ncdot.gov
John Rogers, Charlotte Historic District Commission, Jrogers@ci.charlotte.nc.us
Dan Morrill, Charlotte-Mecklenburg HLC, morrild@co.mecklenburg.nc.us

SUPPLEMENT



PHASE II (INTENSIVE LEVEL) ARCHITECTURAL RESOURCES SURVEY

**CSX/NS MAINLINE GRADE SEPARATION
MECKLENBURG COUNTY, NORTH CAROLINA**

ER 09-1268

**NORTH CAROLINA DEPARTMENT OF TRANSPORTATION
T.I.P. NUMBER P-5002**

*S. See Letter
JOK 10/9/12*

Due 10/26/12

Prepared for:

**Gannett Fleming, Inc.
301 South McDowell Street
Charlotte, North Carolina 28204**

Prepared by:

**Mattson, Alexander and Associates, Inc.
2228 Winter Street
Charlotte, North Carolina 28205**

7 September 2012

SUPPLEMENT

PHASE II (INTENSIVE LEVEL) ARCHITECTURAL RESOURCES SURVEY

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**NORTH CAROLINA DEPARTMENT OF TRANSPORTATION
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Prepared for:

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301 South McDowell Street
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2228 Winter Street
Charlotte, North Carolina 28205**

7 September 2012

Frances Alexander

September 7, 2012

**Principal Investigator
Mattson, Alexander and Associates, Inc.**

Date

North Carolina Department of Transportation

Date

Introduction

This report is a supplemental addendum to the Phase II Historic Architectural Resources Survey Report, dated October 19, 2009, undertaken for the North Carolina Department of Transportation, Rail Division project, *Charlotte Railroad Improvement and Safety (CRISP), CSX/NS Mainline Grade Separation* (NCDOT TIP No. P-5002). The addendum covers a new design alternative for the ADM Mill, located within the Seaboard Street Historic District. Under this alternative, a new ADM facility would be built on the east and west sides of North Smith Street, north of West Tenth Street, partially within the Seaboard Street Historic District but also within the boundaries of the Fourth Ward Historic District. Also, new railroad tracks would be built to serve the relocated flour processing mill. Currently two rail sidings serve the ADM mill and are located near Smith and West Ninth streets. The new design would relocate the two ADM sidings southeast of their existing location by 40 feet and extend the new tracks to just north of West Sixth Street.

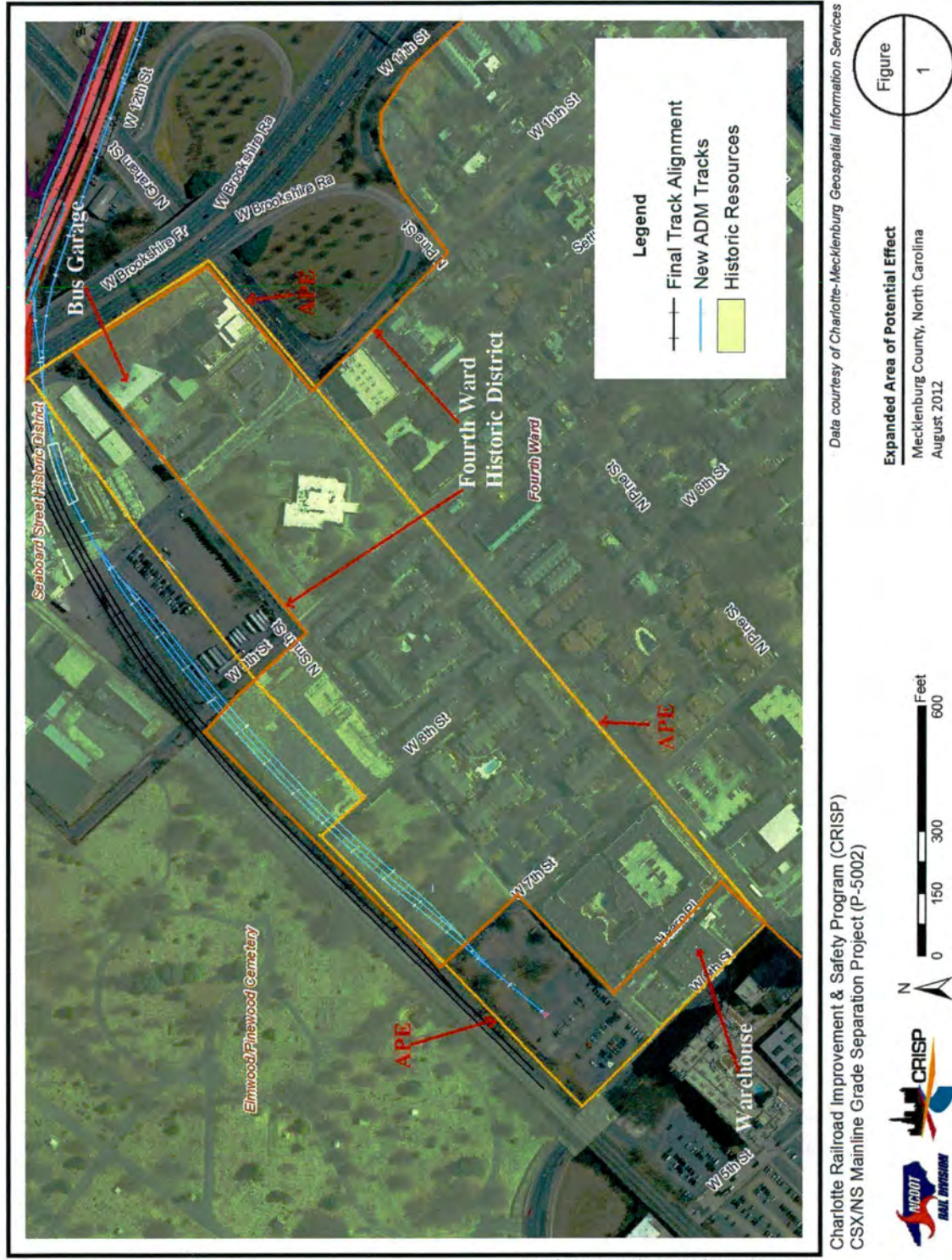
The new ADM mill and tracks would be built outside the limits of the original area of potential effects (APE) which were defined during the 2009 Phase II investigation. A meeting to discuss these changes was held on 16 August 2012 with representatives of the North Carolina Department of Transportation (NCDOT), Rail Division, the North Carolina Historic Preservation Office (NCHPO), and Gannett Fleming, Inc., the project engineers. During this meeting, NCHPO set a new APE to cover the ADM alternative (**Figure 1**).

The supplemental APE was defined by Brookshire Freeway West (I-277) to the north, North Graham Street to the east, West Sixth Street to the south, and the existing Norfolk Southern rail line on the west side. A field survey was conducted of this APE to identify all properties that were fifty years of age or older.

Much of the expanded APE lies within the Fourth Ward Historic District, both a locally designated district (1976) and a National Register-eligible historic district (Determination of Eligibility 1995). However, the historic district extends well beyond the limits of the expanded APE, and for the purposes of this project, only the section of the district within the APE, west of North Graham Street, will be evaluated for integrity and eligibility. Since the time of the local designation and the determination of eligibility (DOE), this section of the historic district has been transformed by modern construction and demolition.

In addition to the Fourth Ward Historic District, the expanded APE contains one heavily altered warehouse at North Graham and West Sixth streets that has been converted to commercial use. The Southern Railway Bridge over West Sixth Street is located just beyond the borders of the expanded APE. Formerly a DOE resource, the bridge was recently determined ineligible for the National Register by the NCHPO in a letter dated November 8, 2011. The Fourth Ward Historic District and the warehouse are discussed in the following section.

Figure 1
Expanded Area of Potential Effects (APE) Map



Source: Gannett Fleming, Inc.

Evaluations of Eligibility

Fourth Ward (Local Historic District 1976, DOE Historic District 1995)

West Trade Street (south), West Eleventh Street (north), North Church Street (east), North Smith Street and railroad tracks (west)
Charlotte, Mecklenburg County

Summary of Significance (Plates 1-8)

The northwest quadrant of Charlotte's four original political wards, Fourth Ward developed during the middle and late nineteenth century as a prosperous residential area convenient to downtown businesses. Fourth Ward took shape before the advent of streetcar suburbs around the center city and was characterized by a variety of closely spaced residential, commercial, and industrial land uses. The area began to decline as a premier residential area with the Great Depression and the subsequent suburbanization. By the middle decades of the twentieth century, Fourth Ward had suffered a great deal of residential neglect and demolition. However, beginning in the 1970s, Fourth Ward underwent a dramatic revitalization which has included an abundance of new construction as well as the restoration of the surviving picturesque and Colonial Revival housing stock.

The Fourth Ward Historic District was designated a local historic district in 1976 by the Charlotte-City Council. The district was also determined eligible for the National Register in 1995 under Criterion A for community planning and development and under Criterion C for architecture. The historic district includes well-preserved residences, commercial buildings, small-scale industrial buildings, and churches. Of special note are the 1890s Queen Anne style Liddell-McNinch House (511 North Church Street), the 1884 Italianate-inspired Berryhill House (Ninth at Pine streets), and the elegant 1929 Poplar Apartments (North Church at Poplar streets), all located outside the APE for this project. The boundaries for the existing DOE historic district conform to those of the local historic district.

During the historic period, the section of the Fourth Ward Historic District within the expanded APE contained warehouses, commercial buildings, and residences oriented to the railroad corridor and North Graham Street. By the early and middle decades of the twentieth century, North Graham Street was a major north-south artery attracting a variety of commercial warehousing and distribution facilities as well as businesses geared to vehicular traffic.



Plate 1. Fourth Ward Historic District. Bus Garage, 718 North Smith Street (Site of Proposed Relocated ADM Mill), Looking South.



Plate 2. Fourth Ward Historic District. Bus Garage, 718 North Smith Street (Site of Proposed Relocated ADM Mill), Looking South.



Plate 3. Fourth Ward Historic District. Modern Apartment Building at Southeast Corner of West Seventh and North Smith Streets, Looking South.



Plate 4. Fourth Ward Historic District. Modern Apartment Building, Looking North Along North Smith Street from Intersection with West Seventh Street.



Plate 5. Fourth Ward Historic District. Unpaved Parking Lot at Intersection of North Smith and West Seventh Streets .



Plate 6. Fourth Ward Historic District. Modern Apartment Building (Left) at Northwest Corner of Hearn Place and North Graham Street, Looking North Along North Graham (Proposed Amended Boundary).



Plate 7. Fourth Ward Historic District. Modern School (Left) and Modern High-Rise Apartment Building (Background) on West Side of North Graham Street, Looking North Along North Graham Street (Proposed Amended Boundary) from West Ninth Street.



Plate 8. Fourth Ward Historic District. Modern Apartment Building on North Graham Street (Proposed Amended Boundary), Looking South from West Ninth Street.

National Register Criteria Evaluation

The Fourth Ward Historic District was determined eligible for the National Register in 1995, and for purposes of compliance with Section 106 of the National Historic Preservation Act (NHPA), the historic district remains **eligible** under both Criterion A for community planning and development and Criterion C for architecture.

The principal investigators recommend an amendment to the district boundaries. Since the determination of eligibility, there has been an almost complete redevelopment of the seven city blocks within the historic district that lie west of North Graham Street within the expanded APE. Within this seven-block section of the historic district is only one property that is at least fifty years of age. Built in 1932, this brick and concrete-block garage that housed buses (PIN 078-231-02) is now isolated from the areas of the historic district that retain their historic character, and thus the garage would lie outside the amended boundary. Furthermore, the bus garage lacks the significance to warrant individual National Register eligibility.

Integrity

Specifically within the seven-block area defined by the expanded APE, the Fourth Ward Historic District no longer possesses the seven aspects of integrity needed for National Register eligibility. Historically characterized by warehouses, residences, and small-scale industries, this area is now dominated by modern, high-rise commercial and residential development and parking lots.

Criterion A

Within the expanded APE, the Fourth Ward Historic District is **not eligible** for the National Register under Criterion A (Event). To be eligible under Criterion A, the property must retain integrity and must be associated with a specific event marking an important moment in American prehistory or history or a pattern of events or historic trend that made a significant contribution to the development of a community, a state, or a nation. Furthermore, the property must have existed at the time and be documented to be associated with the events. Finally, the property's specific association must be important as well (National Park Service, *National Register Bulletin 15*: 15).

The area west of North Graham Street no longer has sufficient integrity for eligibility under Criterion A. Now dominated by modern construction, the area no longer represents major patterns of events in the history of Charlotte or Mecklenburg County.

Criterion B

The section of Fourth Ward within the APE is **not eligible** for the National Register under Criterion B (Person). For a property to be eligible for significance under Criterion B, it must retain integrity and 1) be associated with the lives of persons significant in our past, i.e. individuals whose activities are demonstrably important within a local, state, or national historic context; 2) be normally associated with a person's productive life, reflecting the time period when he/she achieved significance; and 3) should be compared to other associated properties to identify those that best represent the person's historic contributions. Furthermore, a property is not eligible if its only justification is that it was owned or used by a person who is or was a member of an identifiable profession, class, or social or ethnic group.

The historic district is not eligible under Criterion B because it is not associated with individuals whose activities were demonstrably important within a local, state, or national historic context.

Criterion C

The area of Fourth Ward within the APE is **not eligible** for the National Register under Criterion C (design/construction). For a property to be eligible under this criterion, it must retain integrity and either 1) embody distinctive characteristics of a type, period, or method of construction; 2) represent the work of a master; 3) possess high artistic value; or 4) represent a significant and distinguishable entity whose components may lack individual distinction.

West of North Graham Street, the historic district no longer retains the historic architectural resources to represent the development of the Fourth Ward neighborhood during the historic period. This area contains only one building—a 1932 brick and concrete-block bus garage—that is at least fifty years of age, and this property is isolated from intact areas of the historic district by modern construction.

Criterion D

This section of the historic district is **not eligible** for the National Register under Criterion D (potential to yield information). For a property to be eligible under Criterion D, it must meet two requirements: 1) the property must have, or have had, information to contribute to our understanding of human history or prehistory; and 2) the information must be considered important.

The historic district is not eligible under Criterion D because it is not likely to yield any new information pertaining to the history of building design or technology.

National Register Boundary Description and Justification

The amended National Register boundary for the Fourth Ward Historic District has been drawn according to the guidelines of National Register Bulletin 21, *Defining Boundaries for National Register Properties*.

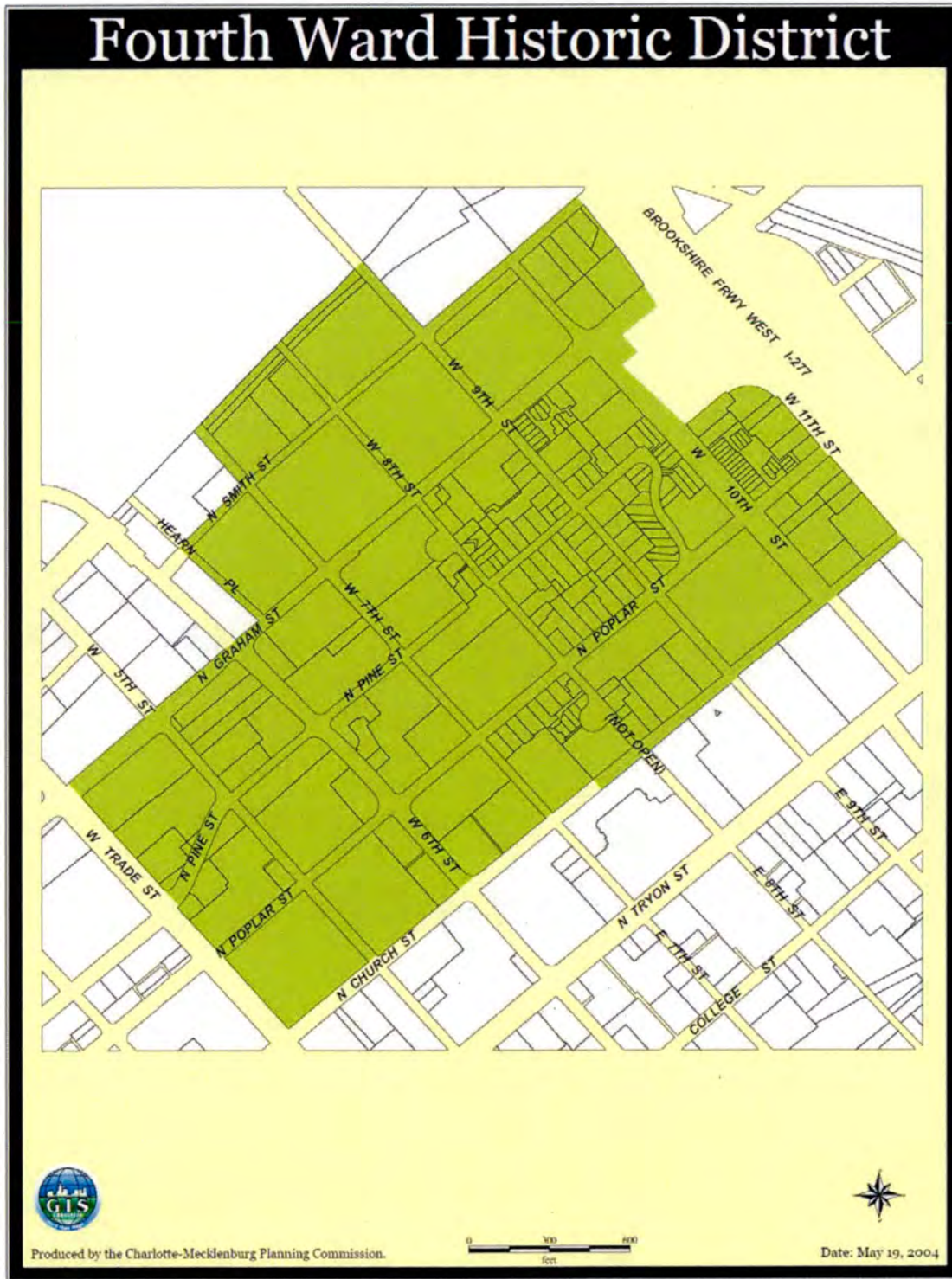
It should be noted that because the historic district extends well to the east of the APE, only the portion of the historic district found within the APE on the west side of North Graham Street is under consideration here. The existing DOE and local historic district boundary is shown in **Figure 2**, and the recommended boundary amendment is depicted in **Figure 3**.

The proposed National Register boundary amendment would follow the right-of-way on the east side of North Graham Street between Hearn Place and Brookshire Freeway West (I-277). The new boundary would eliminate from the DOE district the seven blocks bounded by Brookshire Freeway West, the Norfolk Southern rail right-of-way, Hearn Place, and North Graham Street. As noted, these blocks, which are in the APE for this project, are now almost exclusively filled with modern construction or are vacant and no longer contribute to the significance or integrity of the historic district. The amended boundary would also eliminate the sole resource in this section of the historic district that is fifty years of age or older, the bus garage at 718 North Smith Street. This property is now isolated from the areas of the historic district that retain a cohesive collection of

contributing resources. The amendment to the DOE boundary would eliminate approximately 27.9 acres from the historic district.

Figure 2

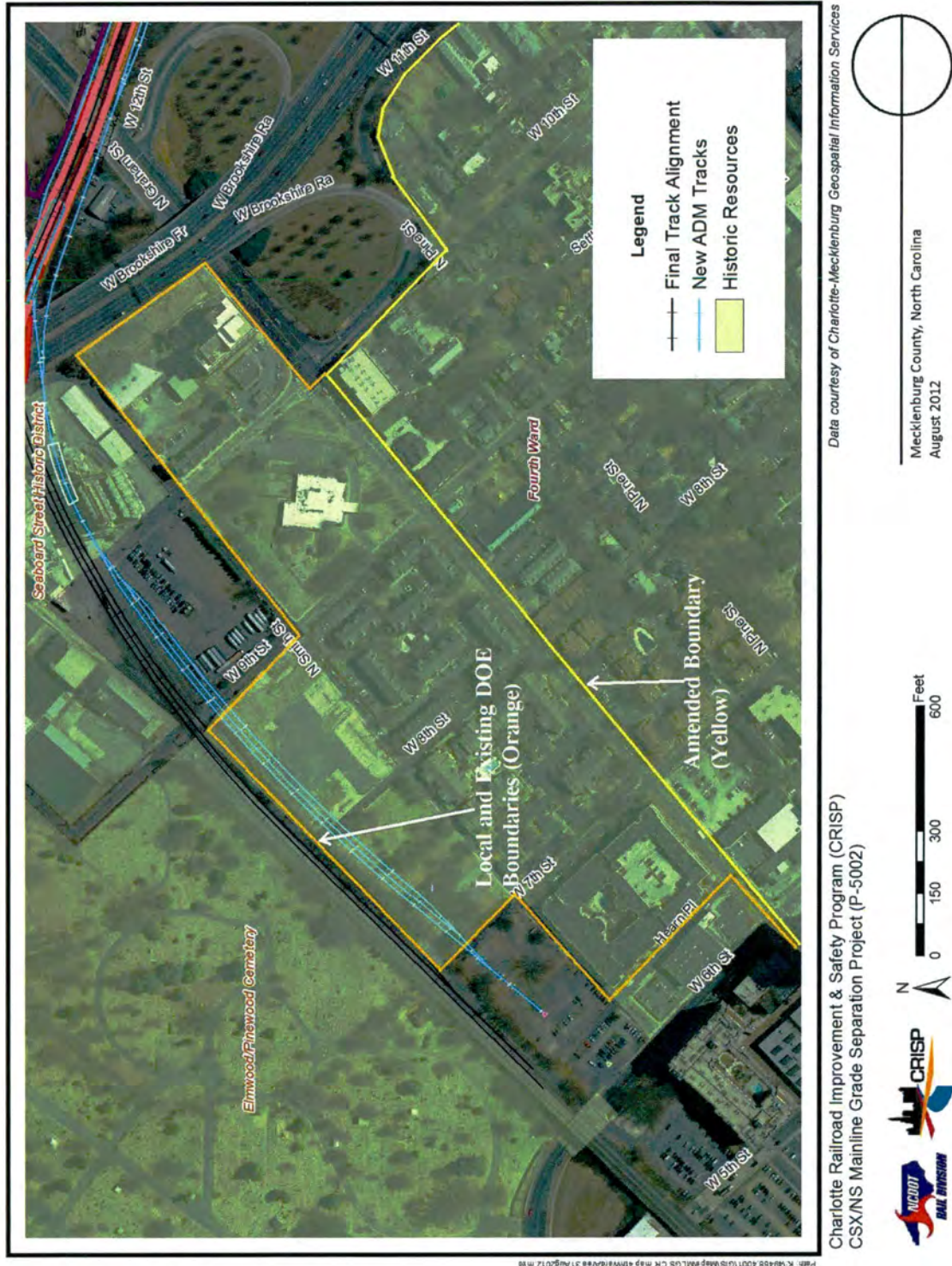
Fourth Ward Local and DOE Historic District Boundaries



Source: Charlotte-Mecklenburg Planning Department

Figure 3

Fourth Ward Historic District
Proposed Amended Boundary



Source: Gannett Fleming, Inc.

Warehouse (PIN 078-06-803)

231 North Graham Street
Charlotte, Mecklenburg County

Physical Description (Plates 9-10; Figure 4)

This circa 1940, two-story, brick building has a flat roof with a flat parapet and a series of replacement windows on the second story that are capped by modern, metal hoods. The first story has been remodeled with a modern entrance and modern storefront windows that are sheltered by a continuous, suspended canopy. A two-story wing extends from the north bay of the North Graham Street elevation, and its loading bays now have windows and masonry infill. The interior of the building has been modernized for retail use. A paved parking lot extends from the front elevation to the North Graham Street sidewalk.



Plate 9. Warehouse. Looking West from North Graham Street.



Plate 10. Warehouse. Looking Northwest from North Graham Street.

Historical Background

This two-story, brick industrial building was built circa 1940 and during World War II was occupied by Dillard Paper Company. The 1929-1951 Sanborn map shows the property as a canning factory, and the 1951 city directory lists the occupant as the Maryland Baking Company, maker of ice cream cones. A gas station and restaurant sat in what is now the parking lot, facing North Graham Street. In the early 1980s, members of the Gerrard family purchased the property to use as part of their tire business located across North Graham Street. In 2006, the property was sold and remodeled for commercial use by a drugstore chain (Sanborn Map Company 1929-1950; Charlotte City Directories, 1930, 1935, 1940, 1944, 1951; Deed Book 4507, page 352; Deed Book 4507, page 349; Deed Book 4444, page 845; Deed Book 5030, page 630; Deed Book 933, page 71.)

National Register Criteria Evaluation

For purposes of compliance with Section 106 of the National Historic Preservation Act (NHPA), the warehouse at 231 North Graham Street is recommended **not eligible** for the National Register. The building has been heavily altered for retail commercial use and no longer has sufficient integrity to warrant National Register eligibility.

Integrity

The warehouse no longer retains the seven aspects of integrity needed for National Register eligibility. Although the property remains on its original location in the Fourth Ward neighborhood of downtown Charlotte, the building has lost some of its feeling, association, and setting with

extensive new construction or demolitions in the surrounding blocks. The building also lost much of its integrity of design, materials, and workmanship during the 2006-2007 commercial renovation. Although the building retains its two-story, rectangular form, the windows are modern replacements, loading bays have been reconfigured and infilled, and the interior has been completely modernized.

Criterion A

The property is **not eligible** for the National Register under Criterion A (Event). To be eligible under Criterion A, the property must retain integrity and must be associated with a specific event marking an important moment in American prehistory or history or a pattern of events or historic trend that made a significant contribution to the development of a community, a state, or a nation. Furthermore, the property must have existed at the time and be documented to be associated with the events. Finally, the property's specific association must be important as well (National Park Service, *National Register Bulletin 15: 15*).

The warehouse is not eligible under Criterion A because the property is not associated with a specific event or patterns of events that make a significant contribution to the commercial or industrial development of Charlotte.

Criterion B

The warehouse is **not eligible** for the National Register under Criterion B (Person). For a property to be eligible for significance under Criterion B, it must retain integrity and 1) be associated with the lives of persons significant in our past, i.e. individuals whose activities are demonstrably important within a local, state, or national historic context; 2) be normally associated with a person's productive life, reflecting the time period when he/she achieved significance; and 3) should be compared to other associated properties to identify those that best represent the person's historic contributions. Furthermore, a property is not eligible if its only justification is that it was owned or used by a person who is or was a member of an identifiable profession, class, or social or ethnic group.

The property is not eligible under Criterion B because they are not associated with individuals whose activities were demonstrably important within a local, state, or national historic context.

Criterion C

The warehouse is **not eligible** for the National Register under Criterion C (design/construction). For a property to be eligible under this criterion, it must retain integrity and either 1) embody distinctive characteristics of a type, period, or method of construction; 2) represent the work of a master; 3) possess high artistic value; or 4) represent a significant and distinguishable entity whose components may lack individual distinction.

The warehouse is not eligible under Criterion C because this property no longer has the integrity to illustrate industrial and warehouse architectural trends during the early to mid-twentieth century.

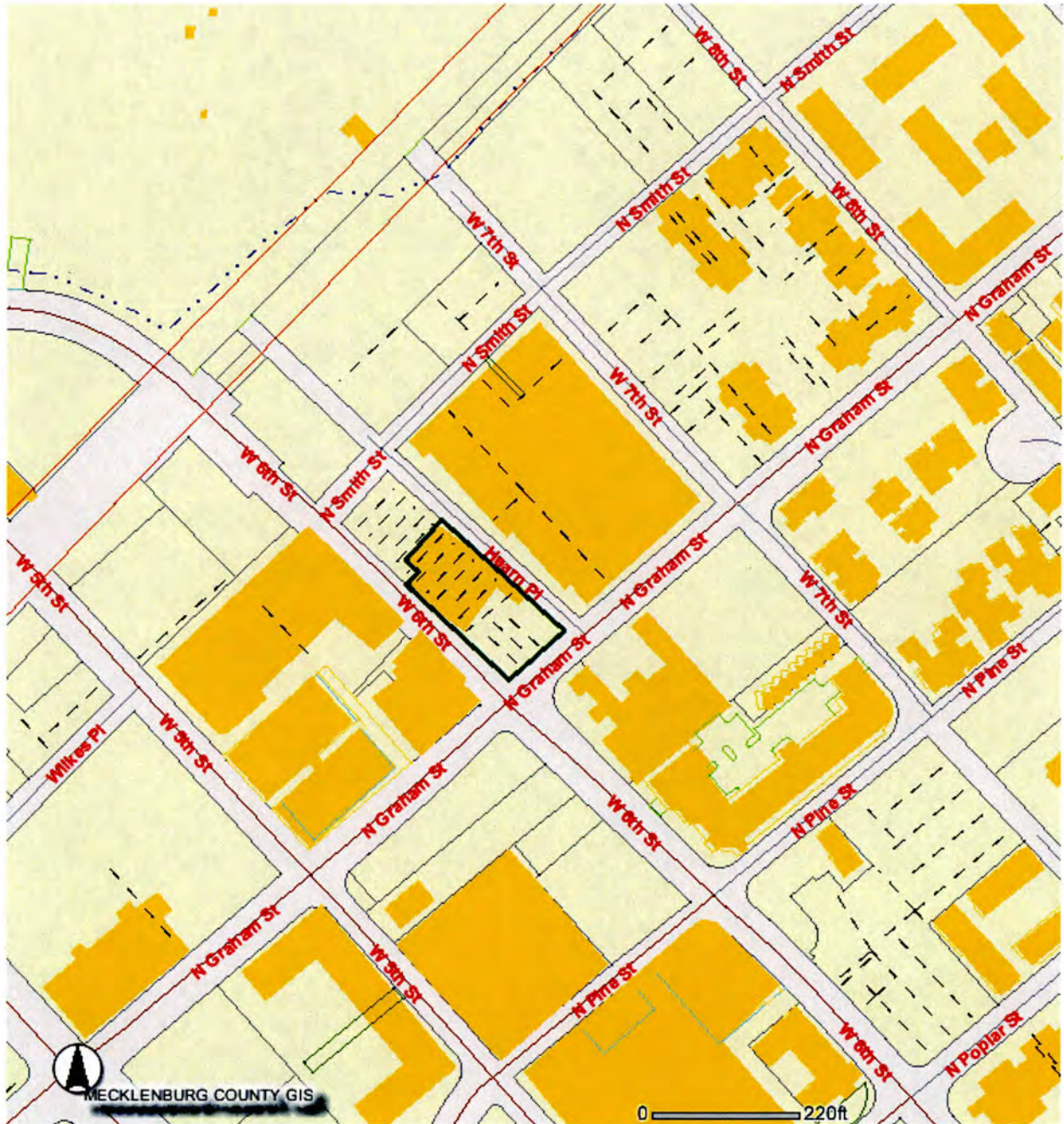
Criterion D

The property is **not eligible** for the National Register under Criterion D (potential to yield information). For a property to be eligible under Criterion D, it must meet two requirements: 1)

the property must have, or have had, information to contribute to our understanding of human history or prehistory; and 2) the information must be considered important.

The warehouse is not eligible under Criterion D because they are not likely to yield any new information pertaining to the history of building design or technology.

Figure 4
Warehouse
Site Plan



Source: Mecklenburg County Tax Map

Bibliographic References

Charlotte-Mecklenburg Planning Department. *Fourth Ward Historic District*. Historic District Map. Available at www.charmeck.org.

Hill Directory Company. *Charlotte City Directories*. 1940, 1944, 1945, and 1951.

Mecklenburg County Register of Deeds. Deed Book 4507, page 352; Deed Book 4507, page 349; Deed Book 4444, page 845; Deed Book 5030, page 630; Deed Book 933, page 71.

Miller's Charlotte, North Carolina City Directory, 1930, 1931, 1935.

National Park Service, *National Register Bulletin 15*. Washington, D.C.: Department of the Interior, 1991.

National Park Service, *National Register Bulletin 21*. Washington, D.C.: Department of the Interior, 1997.

Sanborn Map Company. *Charlotte*. 1929, 1929-1950.