



North Carolina Department of Cultural Resources

State Historic Preservation Office

David L. S. Brook, Administrator

James B. Hunt Jr., Governor
Betty Ray McCain, Secretary

Division of Archives and History
Jeffrey J. Crow, Director

June 14, 2000

Nicholas L. Graf
Division Administrator
Federal Highway Administration
Department of Transportation
310 New Bern Avenue
Raleigh, N.C. 27601-1442

Re: Replacement of Bridge No. 28 over Charles Creek, TIP No. B-3929, Pasquotank County.
ER 00-9134

Dear Mr. Graf:

Thank you for your letter of March 29, 2000, transmitting the survey report by Nancy Van Dolsen concerning the above project.

For purposes of compliance with Section 106 of the National Historic Preservation Act, we concur that the following is eligible for the National Register of Historic Places under the criterion cited:

Bridge No. 28 is eligible for listing in the National Register of Historic Places under Criterion A for Community Planning and Development and under Criterion C for Architecture. Bridge No. 28 is eligible under Criterion A as it is representative of the trend of bridge building in Elizabeth City to provide access to the burgeoning industries along Charles Creek and the Pasquotank River. Bridge No. 28 is eligible under Criterion C as it embodies the distinctive characteristics of a twentieth-century concrete bridge that features Art Deco-style elements. We concur with the boundary as noted on page 25 of the report.

Elizabeth City Iron Works-Aydlett Division Historic District is eligible under Criterion A for Community Planning and Development as the district is representative of the important trend of industrialization that occurred in the late nineteenth and early twentieth century in Elizabeth City. The proposed district is also eligible under Criterion C for Architecture for its intact industrial buildings, intact plan, and well-preserved dwellings. We concur with the boundaries as noted on page 35 of the report.

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.

	Location	Mailing Address	Telephone/Fax
ADMINISTRATION	507 N. Blount St., Raleigh NC	4617 Mail Service Center, Raleigh NC 27699-4617	(919) 733-4763 • 733-8653
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RESTORATION	515 N. Blount St., Raleigh NC	4613 Mail Service Center, Raleigh NC 27699-4613	(919) 733-6547 • 715-4801
SURVEY & PLANNING	515 N. Blount St., Raleigh NC	4618 Mail Service Center, Raleigh NC 27699-4618	(919) 733-6545 • 715-4801

page 2

Thank you for your cooperation and consideration. If you have questions concerning the above comment, please contact Renee Gledhill-Earley, environmental review coordinator. at 919/733-4763.


Sincerely,



Jeffrey Crow
State Historic Preservation Officer

JC: scb

cc: W. Gilmore
B. Church

Bc: Brown/Montgomery 
Power/ E. Office
County
RF

**Final Identification and Evaluation Report
Historic Architectural Resources**

**Replacement of Bridge #28 on Riverside Avenue over Charles Creek
Elizabeth City, Pasquotank County, North Carolina
TIP # B-3929, State Project No. 8.2110301
Federal Project BRZ-0111(1)**



North Carolina Department of Transportation
Report Prepared by Nancy Van Dolsen

March 2000

APR 05 2000

**Final Identification and Evaluation Report
Historic Architectural Resources**

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Elizabeth City, Pasquotank County, North Carolina
TIP # B-3929, State Project No. 8.2110301
Federal Project No. BRZ-0111(1)**



March 2000

A handwritten signature in cursive script, appearing to read "Nancy I. Van Dolsen".

Nancy I. Van Dolsen, Principal Investigator
Historic Architectural Resources Section
North Carolina Department of Transportation

3-13-00

Date

A handwritten signature in cursive script, appearing to read "Barbara Church".

Barbara Church, Supervisor
Historic Architectural Resources Section
North Carolina Department of Transportation

3/13/00

Date

ABSTRACT

Bridge No. 28 (Charles Creek Bridge) is located in Elizabeth City, Pasquotank County, on Riverside Avenue crossing over Charles Creek (Figure 1). The city has signed a Municipal Bridge Agreement (MBA) with NCDOT with funding provided through the Federal Highway Bridge Replacement and Rehabilitation Program (FHBRRP). Riverside Avenue connects the Riverside area of Elizabeth City to the downtown commercial district. The Riverside area is primarily residential with some small businesses and boat facilities on the north side bordering the Pasquotank River.

Bridge No. 28 was constructed in 1940. The bridge features a composite concrete deck with steel girders with a substructure of timber post and beam interior bents and concrete end abutments. Timber piles support the abutment caps, back walls, and wing walls. The five-span bridge has two traffic lanes with sidewalks flanking both lanes. The bridge inspection report of September 28, 1998 lists the sufficiency rating as 42.7 out of a possible 100. This rating is below the minimum criteria level of 50 established by the Federal Aid Bridge Replacement program.

The bridge is located between two National Register Historic Districts, the Riverside Historic District and the Shepard Street-South Road Street Historic District. In addition, two historic resources have been identified as potentially eligible for the National Register: Bridge No. 28 itself and the Elizabeth City Iron Works-Aydlett Division Historic District.

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**Replacement of Bridge #28 on Riverside Avenue over Charles Creek
Pasquotank County, North Carolina
TIP # B-3929, State Project No. 8.2110301
Federal Project BRZ-0111(1)**

PROJECT DESCRIPTION

Bridge No. 28 (Charles Creek Bridge) is located in Elizabeth City, Pasquotank County, on Riverside Avenue crossing over Charles Creek (Figure 1). The city has signed a Municipal Bridge Agreement (MBA) with NCDOT with funding provided through the Federal Highway Bridge Replacement and Rehabilitation Program (FHBRRP). Riverside Avenue connects the Riverside area of Elizabeth City to the downtown commercial district. The Riverside area is primarily residential with some small businesses and boat facilities on the north side bordering the Pasquotank River.

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The bridge is located between two National Register Historic Districts, the Riverside Historic District and the Shepard Street-South Road Street Historic District. In addition, two historic resources have been identified as potentially eligible for the National Register: Bridge No. 28 itself and the Elizabeth City Iron Works-Aydlett Division Historic District.

Four project alternatives are being considered: "do nothing;" rehabilitate the existing bridge; Alternative A, replace the bridge on the existing alignment; and Alternative B, shift the bridge to the south on the east side of the existing structure and straighten the existing horizontal curve (Figures 2, 3).

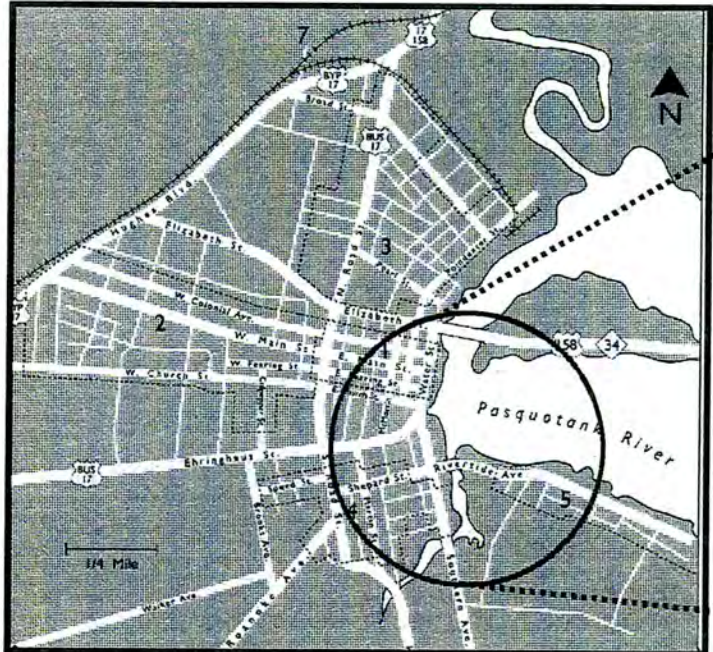
The Area of Potential Effects (APE) for historic architectural resources was delineated by two NCDOT staff architectural historians and reviewed in the field. In addition, the APE and the historic resources within the APE were reviewed with Scott Power of the Eastern Office of the State Historic Preservation Office on November 11, 1999. The APE boundary is shown in Figure 4.

PURPOSE OF SURVEY AND REPORT

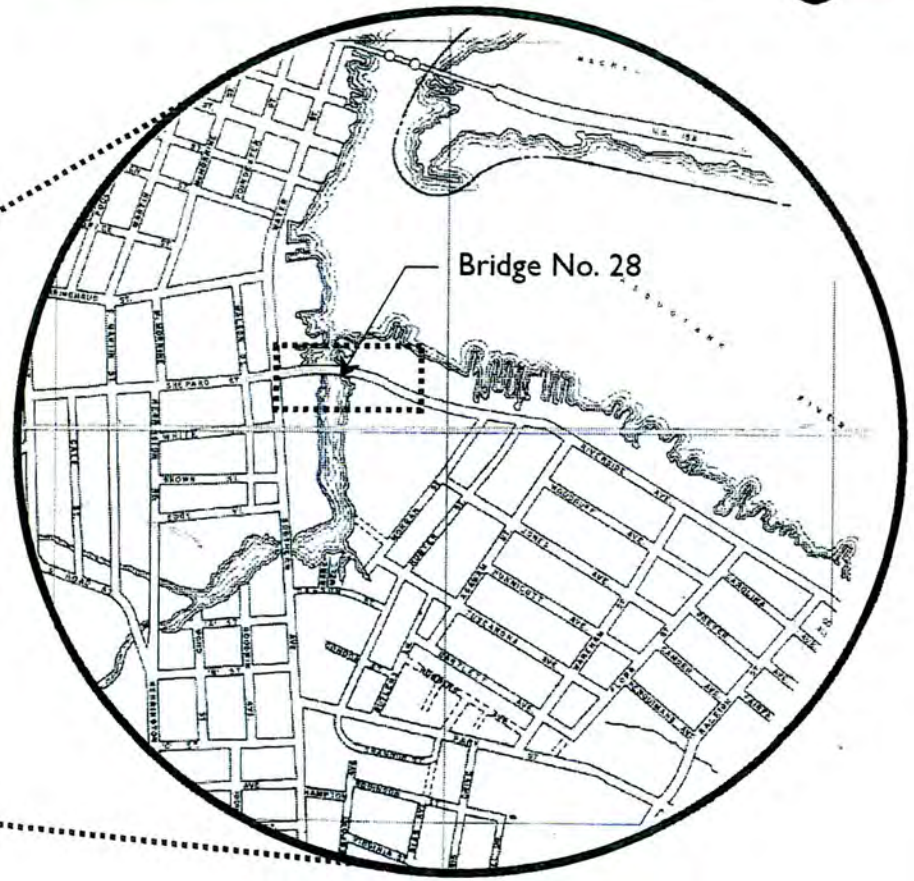
This Final Identification and Evaluation Survey was conducted and the report prepared in order to identify historic architectural resources located within the APE as part of the environmental studies conducted by NCDOT and documented by a Categorical Exclusion (CE). This report is prepared as a technical addendum to the CE and it

B-3929

Vicinity Maps



Elizabeth City Vicinity Map



Bridge No. 28 Project Location Map



North Carolina County Location Map

Pasquotank County

THE HISTORIC ARCHITECTURE SECTION - NCDOT

Project Description

Replace Bridge No. 28 on Riverside Avenue over Charles Creek

Location

Elizabeth City, Pasquotank County, NC

Historic Architecture Principal Investigator

N. Van Dolsen

Drawn By

R. Silverman

Date Drawn

03-01-2000



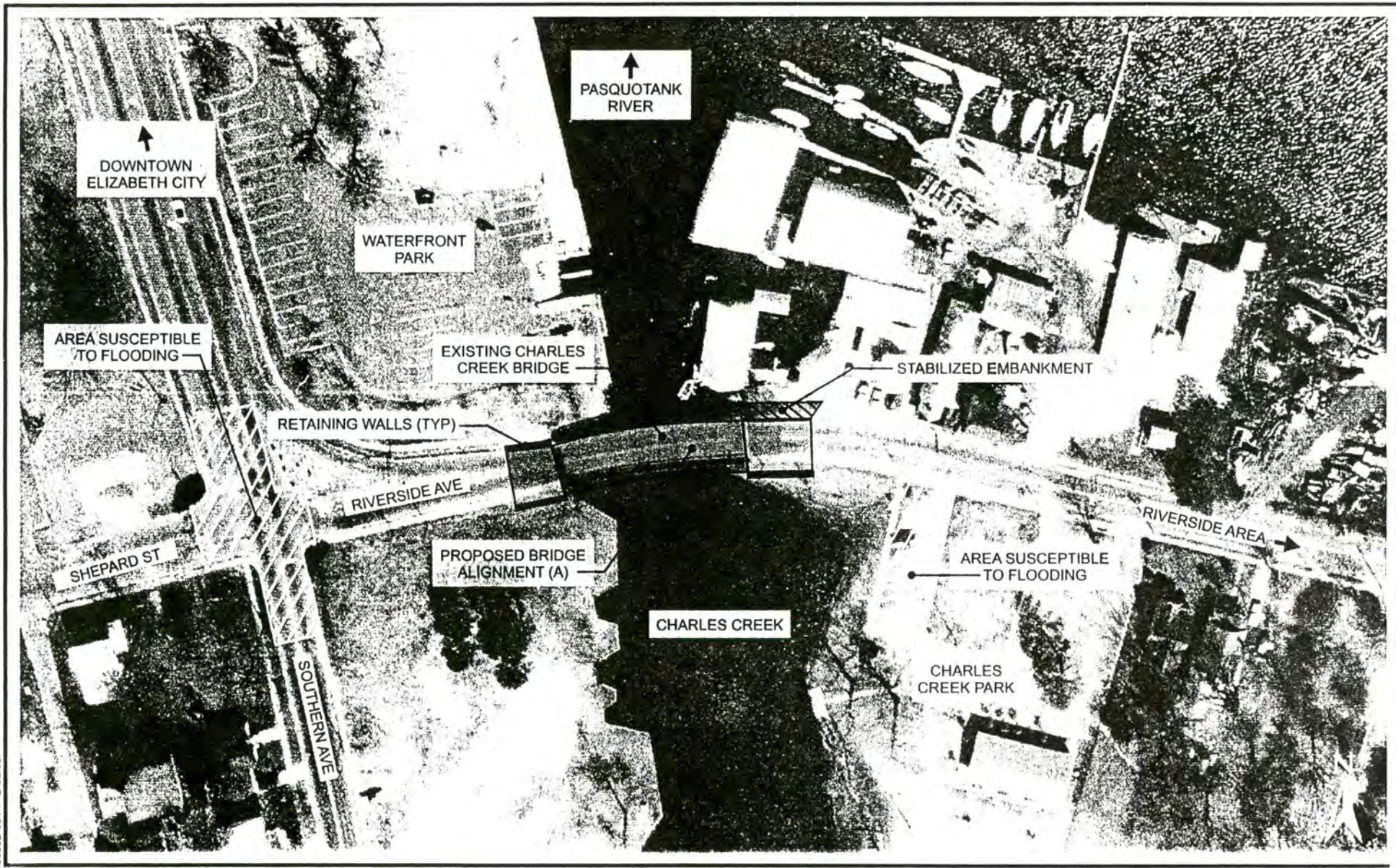
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TIP No.

B-3929

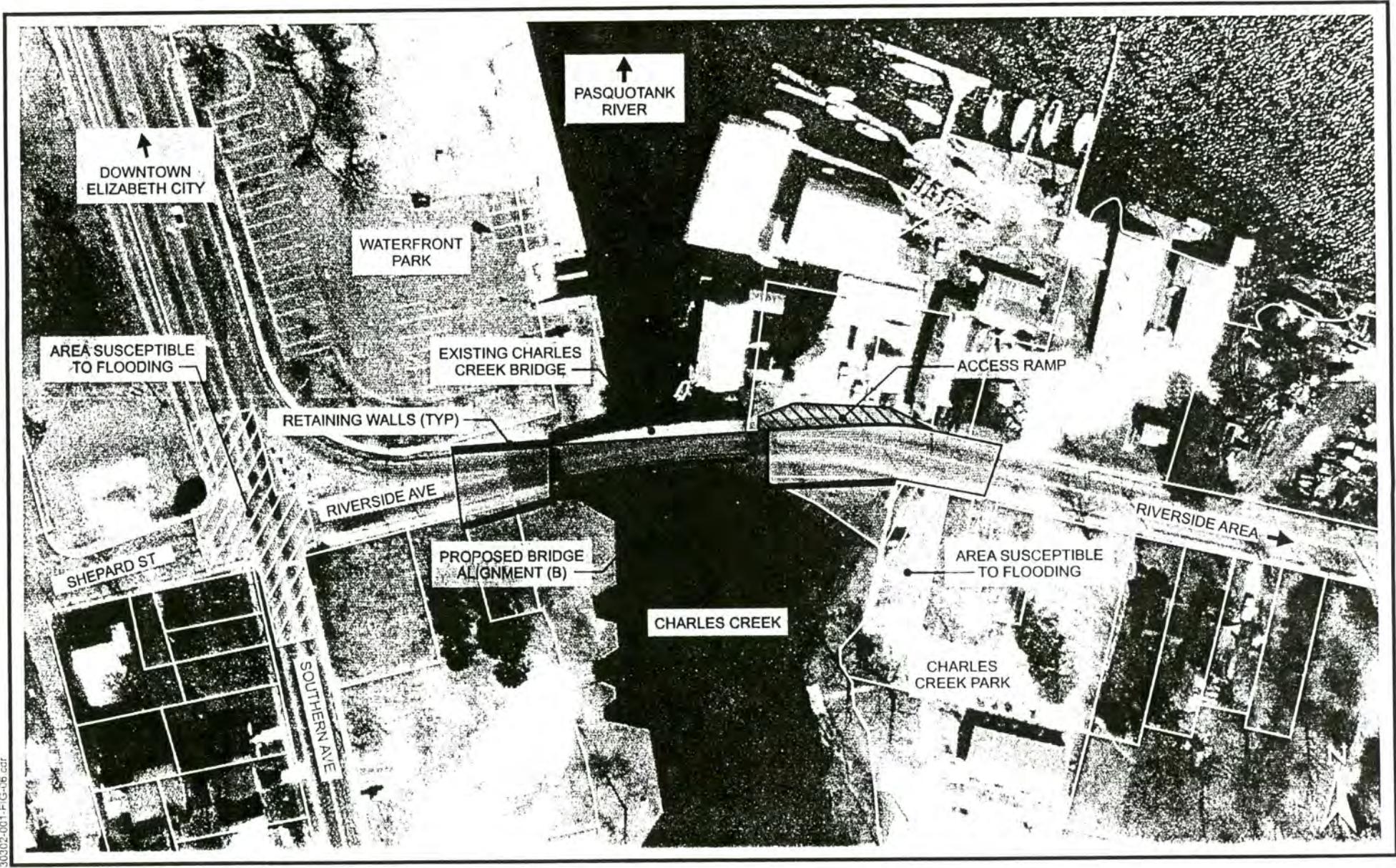
Figure 1



ALIGNMENT (A):
PASQUOTANK COUNTY REPLACEMENT OF BRIDGE NO 28 ON RIVERSIDE AVE. OVER CHARLES CREEK B-3929

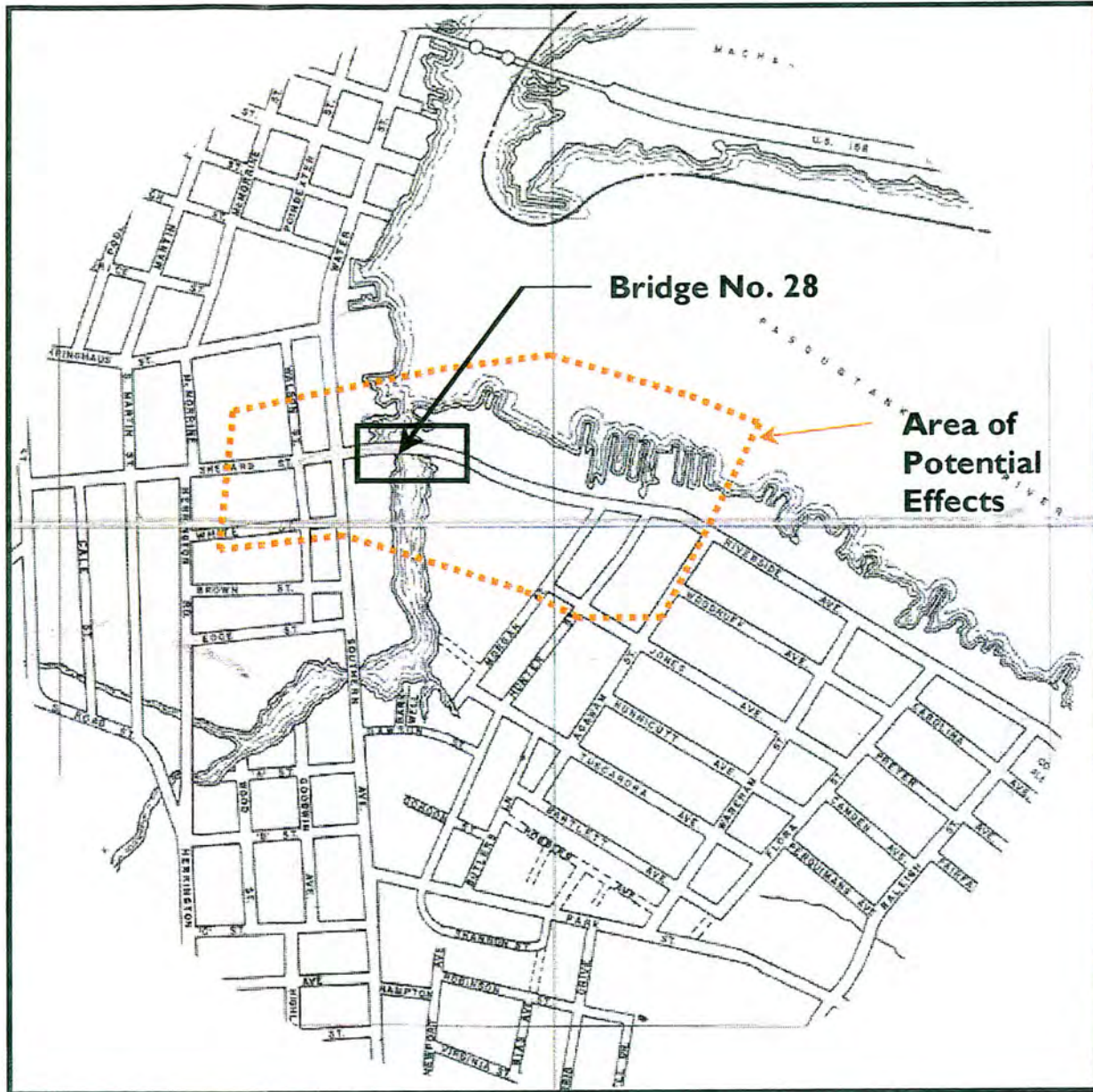
30302-001-FIG-03.cdr

Figure 2



ALIGNMENT (B): PASQUOTANK COUNTY REPLACEMENT OF BRIDGE NO 28 ON RIVERSIDE AVE. OVER CHARLES CREEK B-3929

30302-001.F G-06.cdr



Area of Potential Effects (shown dashed)

B-3929

THE HISTORIC ARCHITECTURE SECTION - NCDOT

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Figure 4

W.O. No.

8.2110101

TIP No.

B-3929

documents compliance with the State Environmental Policy Act (SEPA and GS 121-12(a)). It adheres to the guidelines for compliance with the National Historic Preservation Act of 1966, as amended. This report is on file at NCDOT and is available for review by the general public.

METHODOLOGY

NCDOT conducted the survey and prepared this report in accordance with the provisions of FHWA Technical Advisory T6640.8A (Guidance for Preparing and Processing Environmental and Section 4(f) Documents); the Secretary of the Interior's Standards and Guidelines for Archaeological and Historic Preservation (48 FR 44716); 36 CFR Part 800; 36 CFR Part 60; and Survey Procedures and Report Guidelines for Historic Architectural Resources by NCDOT. This survey and report meet the guidelines of NCDOT and the National Park Service.

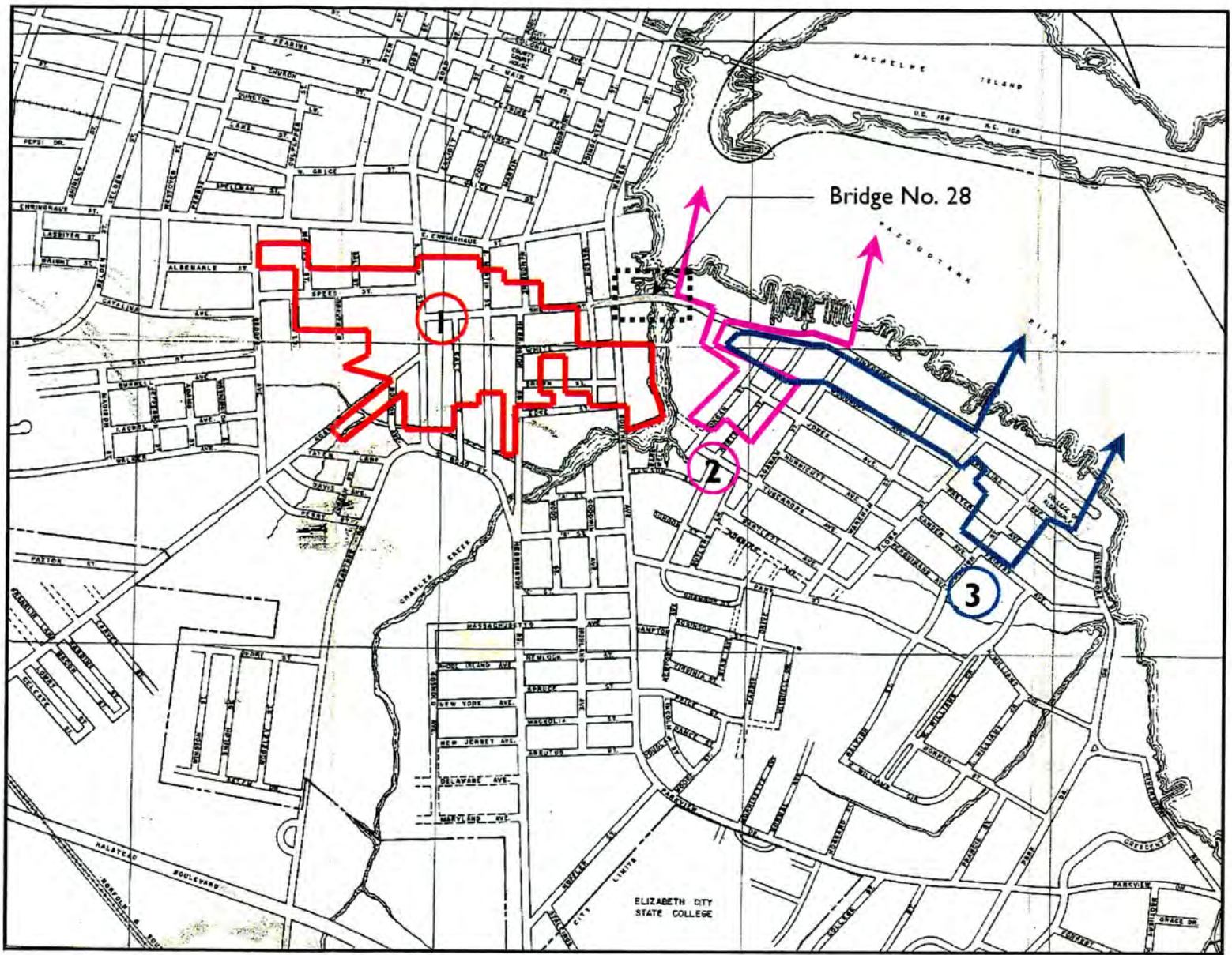
NCDOT completed an intensive survey with the following goals: (1) to determine the APE, defined as the geographic area or areas within which a project may cause changes in the character or use of historic properties, if any such properties exist; (2) to identify all significant resources within the APE; and (3) to evaluate these resources according to the National Register of Historic Places criteria.

The survey methodology consisted of a field survey and background research on the project area. NCDOT staff architectural historians conducted field surveys on October 8, 1999, November 11, 1999, and February 16, 2000, by car and on foot, covering 100% of the APE. All structures over 50 years of age in the APE were identified, evaluated, and recorded on the appropriate map.

Background research was conducted at the State Historic Preservation Office, Raleigh; the North Carolina State Library, Raleigh; and the Pasquotank County Court House in Elizabeth City.

SUMMARY FINDINGS OF THE SURVEY

The project proposes to replace Bridge No. 28 which carries Riverside Avenue over the Charles Creek in Elizabeth City, Pasquotank County, North Carolina. In a letter dated July 19, 1999, the State Historic Preservation Office (SHPO) identified two National Register Districts adjacent to the bridge, the Riverside Historic District and the Shepard Street-South Road Historic District. The letter noted that Bridge No. 28 should be evaluated for the National Register (See Appendix A). For this project, two properties were evaluated for their eligibility for the National Register, and were found to meet National Register criteria for eligibility: Bridge No. 28 and the Elizabeth City Iron Works-Aydlett Division Historic District (see Figure 5). No properties on the State Study List were located within the APE for the project. Criterion Consideration G, for properties that have achieved significance within the last fifty years, states that properties less than fifty years of age may be listed on the National Register only if they



Map of Existing and Proposed
Historic Districts in
B-3929 Vicinity

Historic Districts - Key

- 1 Shepard Street - South Road Historic District
Existing Historic District

- 2 Elizabeth City Iron Works - Aydlett Division
Proposed Historic District

- 3 Riverside Historic District
Existing Historic District

THE HISTORIC ARCHITECTURE SECTION - NCDOT

Project Description
Replace Bridge No. 28 on Riverside Avenue over Charles Creek

Location
Elizabeth City, Pasquotank County, NC

Historic Architecture Principal Investigator
N. Van Dolsen

Drawn By R. Silverman
Date Drawn 03-01-2000



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are of exceptional importance or if they are integral parts of districts eligible for the National Register. There are no properties in the APE that qualify for the National Register under Criterion Consideration G.

Properties Listed on the National Register:

Riverside Historic District, page 16

Shepard Street-South Road Street Historic District, page 18

Properties Listed on the North Carolina State Study List:

None

Properties Evaluated and Considered Eligible for the National Register:

Bridge No. 28, page 21

Elizabeth City Iron Works-Aydlett Division Historic District, page 27

Properties Evaluated and Considered Not Eligible for the National Register:

None

HISTORIC CONTEXTS AND BACKGROUND INFORMATION

The Dismal Swamp Canal and the Establishment of Elizabeth City, 1793-1805

Elizabeth City, incorporated as Redding in 1793, occupies a narrow spot in the Pasquotank River where the waterway changes from a serpentine and nearly impassable river to a broad, straight navigable passageway to the Albemarle Sound. Established the year that construction began on the Dismal Swamp Canal, the new town of Redding was designed to serve as an important link in the transportation system. The purpose of the canal was to connect the fertile, isolated areas surrounding the Albemarle Sound with Norfolk, Virginia, and to provide better access to stands of marketable timber. The chosen path of the Dismal Swamp Canal linked Deep Creek, a tributary of a branch of the Elizabeth River in Virginia, with Joyce's Creek, a tributary of the Pasquotank River, in Camden County, North Carolina. The terminus was ten miles north of the selected site of Redding, but with overland travel from the canal terminus to Redding, and then by ship from Redding, access was made possible to Norfolk.¹

The town was laid out on five acres of the Narrows Plantation purchased from Adam and Elizabeth Tooley. The first drawing and sale of town lots occurred on November 3-6, 1794, the same year that the General Assembly renamed the town Elizabethtown.

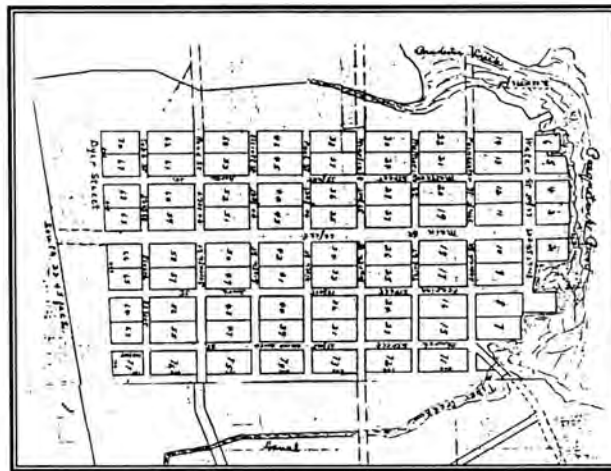


Figure 6: Plan of the Town of Elizabeth City. From Butchko, *On the Shores of the Pasquotank*, page 135.

¹ Any study of Elizabeth City is deeply indebted to the work of Tom Butchko. The history and context presented here is a synthesis of the following works of Tom Butchko: Thomas R. Butchko, *On the Shores of the Pasquotank: The Architectural Heritage of Elizabeth City and Pasquotank County, North Carolina* (Elizabeth City, NC: The Museum of the Albemarle, 1989); Tom Butchko, "Historical and Architectural Resources of Elizabeth City, North Carolina, 1793-1943," Multiple Property Documentation Form, 30 September 1992; Tom Butchko "Riverside Historic District, Elizabeth City, North Carolina" National Register of Historic Places Nomination Form, 30 September 1992; Tom Butchko, "Shepard Street-South Road Street Historic District, Elizabeth City, North Carolina," National Register of Historic Places Nomination Form, 30 September 1992.

The name was changed again to Elizabeth City in 1801 to avoid confusion with two other Elizabethtowns in North Carolina. During the 1790s and the first decade of the nineteenth century, Elizabeth City experienced slow but steady growth. By 1796, the canal had been dug for five miles at each end. A road was constructed along the eastern riverbank north and south of the canal. Eventually the road was extended the entire length of the canal, approximately the route that U.S. Route 17 now follows. In November 1804, the road was passable although the one-and-a-half miles of the canal remained unfinished. The canal was officially opened in 1805.

With the opening of the canal, Elizabeth City began to develop into a transportation and mercantile center for the Albemarle area. In 1799, Elizabeth City had been named the governmental seat for Pasquotank County. A courthouse, prison, pillory, and stocks were constructed in the town. Four times a year, the quarterly sessions of the court brought large numbers of people to the town to conduct their legal business, spurring the opening of taverns, inns, and commercial enterprises.

Prosperity and Expansion, Elizabeth City 1806-1860

As early as the second decade of the nineteenth century, a steamboat line operated between Elizabeth City and New Bern, and in April 1818, a stage coach line began to shuttle passengers and cargo between Norfolk, Elizabeth City, and Edenton. By 1819, Elizabeth City supported a silversmith, a commission merchant, and its first large hotel, the City Hotel. As the town became more prosperous, its boundaries also expanded, to the west, north, and south in 1807, and to the south in 1816.

A boom to the town's economy occurred during the late 1820s and early 1830s due to the Federal government's purchase of stock in the Dismal Swamp Canal. This additional capital allowed the company to enlarge the locks and deepen the channel so that larger, more profitable schooners and sloops could travel the canal. In 1827, the customs house moved to the city, and exercised jurisdiction over shipping from the eastern Albemarle Sound; captains and merchants now needed to travel to Elizabeth City to obtain clearance papers. In the 1840s, the canal was improved again, with new locks constructed at the northern end and a new channel at the southern end. The increase in traffic due to the improvements to the canal meant considerable activity and business for Elizabeth City's merchants, brokers, and laborers.

The completion of the Portsmouth and Weldon Railroad in the 1830s lessened Elizabeth City's predominance as the point of transfer for regional commerce. Rather than being shipped on the canal, produce from the Upper Roanoke River valley in Virginia was shipped overland to Weldon for transport, while the produce of the western Albemarle Sound was shipped up the Chowan River to Franklin, Virginia for transport.

From 1830 to 1860, the population of Elizabeth City grew from about 400 to almost 1,800. During the same three decades, great industrial growth--especially in industries related to shipping and transportation--occurred in Elizabeth City. Shipyards had

existed in the city since the opening years of the nineteenth century, but by the 1830s they were a vital and significant part of the economy. By 1856, 119 vessels constructed in Elizabeth City were in commerce. By the late 1850s, manufactories of horse plows, wheat thrashers, cornshellers, buggies, sulkies, boots, shoes, harnesses, saddles, bridles, and furniture makers operated in the city. A fishing concern shipped 1,000 barrels of herring and shad from the waterfront, and a new steam grist mill went into operation in 1854.

Commercial activity also boomed during the antebellum decades. Businesses included at least nineteen general mercantile stores, millers, a boot and shoe store, a bakery, a clock and watch repair store, two grocers, and numerous taverns and inns. Two banks operated during the period, a branch of the Bank of North Carolina, and the private Farmer's Bank.

Four church congregations thrived during the antebellum years, the Baptist, Episcopal, Methodist, and an African-American church established by the Methodists, which was the largest church in town. African-Americans comprised approximately half of the population of Elizabeth City in 1860. About one-fourth of the African-Americans in the city were free in 1860, and their occupations included farm hand, carpenter, mariner, servant, blacksmith, washerwoman, domestic, cook, and seamstress. The 624 slaves that resided in Elizabeth City occupied 56 slave houses.

While the city boomed industrially, commercially, and socially, the boundaries expanded to double the size of the city. This January 1851 expansion encouraged the erection of large impressive residences along what is now South Road, Speed, Shepard, Southern, and Ehringhaus streets.

Civic improvements that occurred during the antebellum years included the chartering of fire companies, the paving of sidewalks on Road Street in the 1850s, and the construction of at least one water tank.

Depression and Revitalization, 1861-1900

For a short period during the Civil War, Elizabeth City prospered, since a great amount of supplies for the Confederacy was shipped on both the Dismal Swamp and Albemarle-Chesapeake canals. In February 1862, however, a Union fleet sailed into Elizabeth City and overwhelmed the few Confederate ships in the area. The residents of the city panicked, setting fire to a number of buildings, including the courthouse and largest hotel. With Union control of Elizabeth City, the Dismal Swamp Canal was made useless to the Confederates; the surrender of Norfolk in May 1862 further compromised the utility of the canal.

The Dismal Swamp Canal fell into disuse during and after the Civil War. Not until 1871 did the Federal government float bonds in order to perform minor repairs to the waterway. Elizabeth City's economy suffered as a result of the decline in shipping activity on the canal. Tolls on the canal in 1860 totaled over a half-million dollars; in

1870 only about \$7,000 was collected. During the late 1860s, passenger traffic began to increase on the canal, and by 1880, three steamship lines traveled the canal. Even with the increasing passenger traffic, the canal went further into debt. The canal was in financial difficulty until the turn of the century when outside capital was secured and the canal was completely rebuilt.

Residents of Elizabeth City looked toward the establishment of a railroad to boost their local economy. The Elizabeth and Norfolk Railroad was chartered in 1870 but construction did not begin for another ten years. The completion of the railroad in 1881 turned around the city's economy. The railroad was renamed the Norfolk Southern Railroad in 1883, a change that angered the residents of Elizabeth City. The railroad was re-organized in 1891, and again renamed, becoming the Norfolk and Southern Railroad.

The connection of Elizabeth City to northern markets via the railroad created prosperity for the region. The population in the town increased almost threefold between 1880 and 1900. Industrial buildings were constructed along the waterfront and creeks, commercial buildings were erected downtown, and new residential neighborhoods were laid out north, south, and west of the city. The railroad arrived in the northeast corner of Elizabeth City, and a spur terminated at the river, providing a convenient link between the railroad and the various steamship companies.

In 1885, Elizabeth City was described as

...probably the most energetic, enterprising, and progressive town in Northeastern North Carolina...(and) it is destined in a short time to become an important trade and social center...Elizabeth City has over a hundred stores, five hotels, one of them as large and handsome as any in the State, two saw and grist mills, two planing mills, a carriage manufactory, a net and twine factory, a cotton seed oil mill, two brick yards, one to press brick, a steam cotton gin, and an oyster packing establishment, five blacksmith shops, a ship yard, three newspapers, three job printing offices, a bank, three livery stables, a theatre, a beer-bottling and soda establishment, a handsome and commodious academy, a number of private and public schools, a normal school for the colored race, a State normal school for the white race, four churches for whites and two for colored. It has an excellent harbor, and is the center of trade of a large section of the country.²

The Dismal Swamp Canal received an overhaul during the 1890s, with the locks being expanded to 40' by 250' and the channel deepened, widened, and straightened. The canal would continue to be an important part of the region's economy into the next century.

² *Historical and Descriptive Review* 1885, 219-221. Quoted in Butchko, "Historical and Architectural Resources of Elizabeth City, North Carolina," E20.

With the completion of the railroad, the lumber industry boomed, led by Kramer mills. The William Blades and Brothers mills erected a planing mill in 1888, and then organized the Elizabeth City Lumber Company in 1893. Numerous small lumber companies also operated in the city. Other industries that thrived during the last two decades of the nineteenth century included the Elizabeth City Oil Mills, the Elizabeth City Cotton Mill, the Elizabeth City Buggy Factory, the Elizabeth City Milling Company, and five oyster canning companies.

The last two decades of the nineteenth century witnessed great strides in providing education to the region's African-American community. A public school for African-American children was established in 1882. The Colored Normal School at Elizabeth City, now known as Elizabeth City State University, was founded in 1891 for the "teaching and training [of black] teachers...to teach in the common schools" of North Carolina.³ A Normal and Industrial School was founded in 1895 for African-Americans and the Roanoke Institute, a school to train ministers, was founded in 1896.

The city grew physically as well between 1880 and 1900. In 1881, 408 lots went up for sale. In 1892, there were three subdivision plats filed with the Recorder of Deeds, one in 1893, one in 1895, one in 1897, one in 1899, and one in 1900. This period also saw a transformation in the physical and sanitary comforts for the residents of Elizabeth City. Streets were paved with oyster shells, and the busier streets were improved with stone Belgian blocks and brick. The Electric Light Company of Elizabeth City was organized in 1892, and in 1899 the Carolina New Light Company was also formed. In 1895, Joseph Sanders was operating a private water company, and five years later, the Elizabeth City Water Company was formed. A telephone company was incorporated in 1896.

Shipping, Lumber and the Coming of the Automobile, 1900-1950

By 1905, five marine railways and shipyards were located along the river. The Elizabeth City Shipyards took over and greatly expanded the sites of two other shipyards, B. Hayman and E.S. Willey, in 1920. The Dismal Swamp Canal thrived during the first decade of the twentieth century, having recaptured much of the traffic it had lost during the late nineteenth century to the Albemarle-Chesapeake Canal. The Federal government acquired the Albemarle-Chesapeake Canal in 1911 and charged no toll, thus causing a decrease in traffic on the Dismal Swamp Canal since it still charged its passengers. The Federal government acquired the Dismal Swamp Canal in 1925 but the heyday of the canal had passed and it remained of only local importance.

Some of Elizabeth City's railroad and marine traffic was siphoned off in 1910 when the Norfolk Southern train trestle was built across the Albemarle Sound, permitting direct railroad connections from Norfolk to the Pamlico and Neuse regions.

³ *The North Carolinian*, March 4, 1891; Quoted in Butchko, "Historical and Architectural Resources of Elizabeth City, North Carolina," E24.

The automobile and improved roads, however, were the greatest threat to Elizabeth City's role as the transportation hub in the region. The construction of the Wright Memorial Bridge across the Currituck Sound to the Outer Banks ended the dependence of the residents of the Outer Banks upon Elizabeth City. People no longer took a steamer out of Elizabeth City to travel to the Outer Banks, but instead could drive directly to Manteo or Nags Head. In 1905 a bridge was constructed over the narrows of the Pasquotank River, as well.

The lumber industry continued to thrive until the 1930s. Eighteen lumber companies or wood manufacturing industries were incorporated in Elizabeth City from the 1890s through the early 1920s. In 1915, over 1,000 workers were employed in the lumber industry. Other industries prospered as well, including manufacturers of farm machinery, brooms, carriages, hosiery, buggies, bricks, caskets, cigars, candy, ice, fertilizers, tombstones, and briefly in the 1920s, airplanes.

Development and physical expansion of the city's boundaries continued into the 1930s. Between 1901 and 1928, twenty-three subdivisions were platted, primarily south and west of the old city.

Industry in Elizabeth City felt the effects of the Depression, especially the cotton mills and the wood manufacturing plants. Only three lumber firms survived into the 1940s. The cotton mills closed for weeks at a time, and in 1938, they closed the entire year. Full recovery did not occur until World War II.

In 1939 a Coast Guard Air Station was constructed southwest of town and Naval Air Station for airships (blimps) was also built near by. With the construction of these two bases, Elizabeth City experienced a severe housing shortage. New developments were built for these residents.

Decline of Industry, Establishment as a City of Commuters, 1950-present

Since 1950, Elizabeth City has experienced tremendous change, and has had to adapt to the decline in canal, marine, and railroad transportation. The riverfront has also changed and is no longer a center of industrial activity. The commercial district of the downtown has struggled to maintain its identity as shoppers have selected to purchase their goods on the outskirts of the city. Local residents now commute to the Virginia cities of Norfolk, Portsmouth, Virginia Beach, and Chesapeake for work.

**PROPERTIES LISTED ON THE
NATIONAL REGISTER OF HISTORIC PLACES**

RIVERSIDE HISTORIC DISTRICT

Date of Listing on the National Register: 11 March 1994. All of the following information is taken from the National Register nomination prepared by Tom Butchko, September 30, 1992.

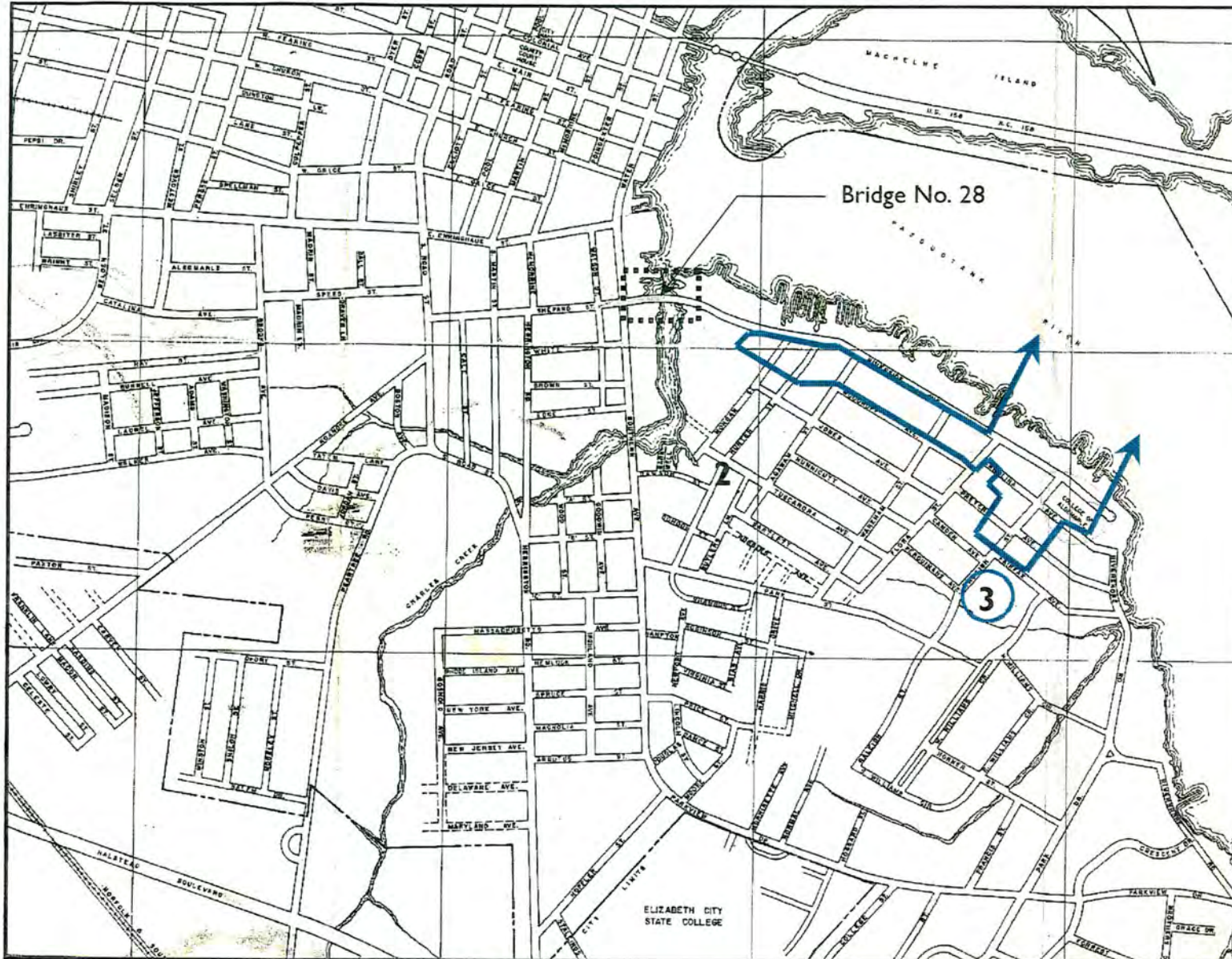
Location: Riverside, Carolina, and Preyer avenues, Agawam and Raleigh streets, Elizabeth City

Setting: The Riverside Historic District is located within the municipal limits of Elizabeth City, along the south bank of the Pasquotank River. The river forms the north and east boundaries, while Morgan Street forms the boundary to the west, and Woodruff, Carolina, and Fairfax avenues delineate the southern boundary. The district follows Riverside Avenue with short perpendicular extensions southward along Agawam Avenue and Raleigh Street. According to the nomination, "Glimpses and views of the river, and a verdant landscape that consists of mature trees, lush plantings, and expansive lawns provide additional cohesive elements to the district." (National Register nomination, 7:2)

Description: The Riverside Historic District contains representative examples of Greek Revival, Queen Anne, Eastlake, Craftsman, American Foursquare, Normanesque, Colonial Revival, and Tudor Revival-style houses, in addition to more traditional dwellings. Only two buildings within the district are not single-family dwellings, the Calvary Baptist Church and the Carolina Apartments. The first section of the district to be developed was the western portion, platted in 1893, and development continued up to 1942. The land side of Riverside Avenue developed first, with the river side only being built upon after 1926. The district contains a high degree of architectural integrity; only 4 percent of the buildings are non-contributing due to alterations.

Evaluation: The Riverside Historic District is eligible under Criteria A and C, in the areas of Architecture and Community Planning and Development. According to the nomination, "The Riverside Historic District is significant as a neighborhood that developed during the late nineteenth and early twentieth centuries, a period in which the city expanded not only in population but also in commercial and industrial importance The district's development primarily reflects the platting of subdivisions along the Pasquotank River in 1892, 1902, and 1926. During the ensuing decades a Riverside address was one that was desired both by the children of the men who had shaped the city's fortunes during the late nineteenth century and the self-made industrialists and businessmen who came to Elizabeth City seeking opportunity during the early twentieth century." (National Register nomination, 8:1)

Boundary Description: See Figure 7.



Map of Riverside Historic District
 Location of B-3929 also shown

Historic District

3

Riverside Historic District
 Existing Historic District

THE HISTORIC ARCHITECTURE SECTION - NCDOT

Project Description

Replace Bridge No. 28 on Riverside Avenue over Charles Creek

Location

Elizabeth City, Pasquotank County, NC

Historic Architecture Principal Investigator

N. Van Dolsen

Drawn By

R. Silverman

Date Drawn

03-01-2000



W.O. No.

8.2110101

TIP No.

B-3929

SHEPARD STREET-SOUTH ROAD STREET HISTORIC DISTRICT

Date of Listing on the National Register: 11 March 1994. All of the following information is taken from the National Register nomination prepared by Tom Butchko, September 30, 1992.

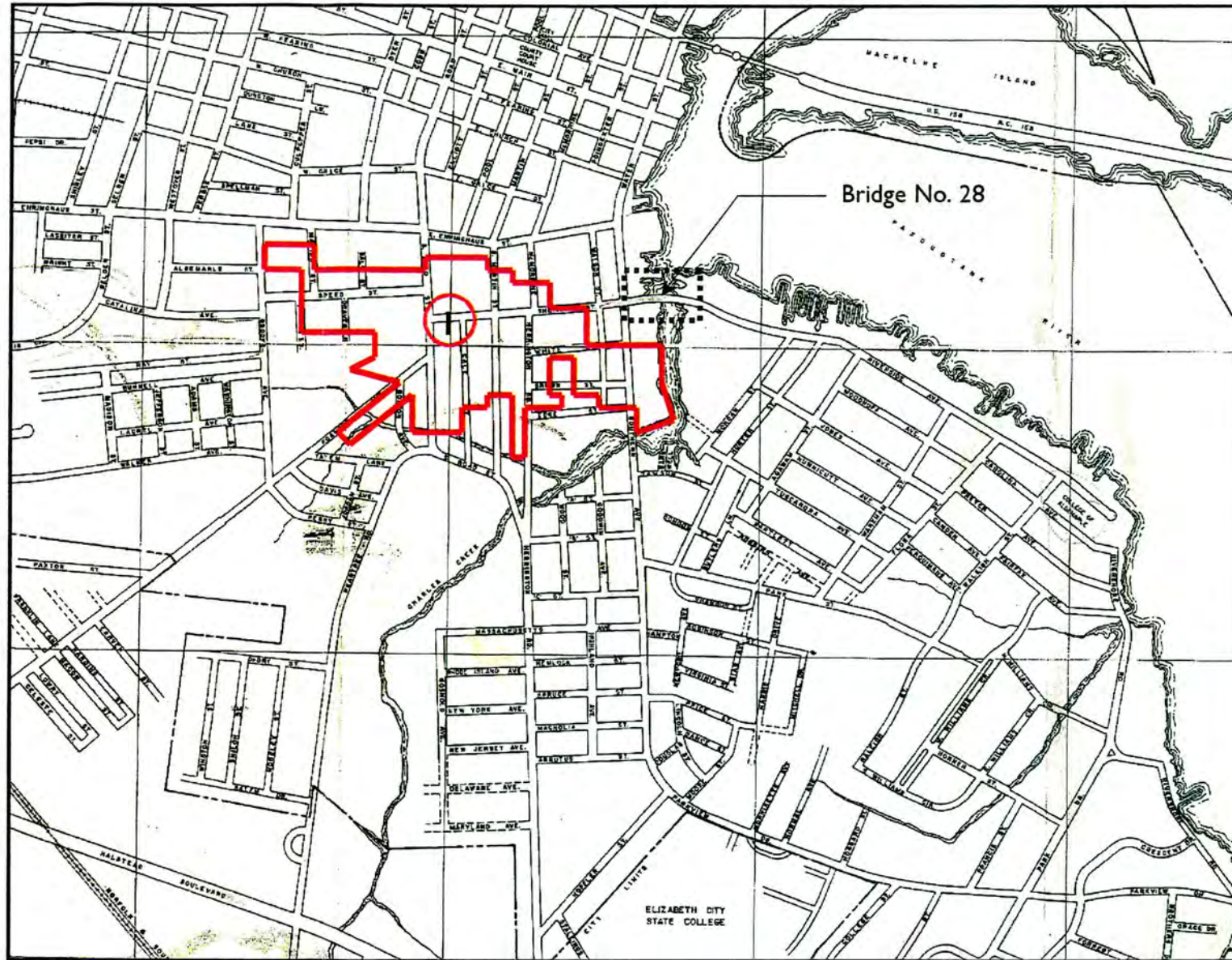
Location: Roughly bounded by Ehringhaus and Edge streets, Brooks and Boston avenues, and Charles Creek.

Setting: The Shepard Street-South Road Street Historic District is located within the municipal limits of Elizabeth City, south of the downtown commercial district. The predominantly residential district is bounded by Ehringhaus on the north, Edge Street on the south, Charles Creek on the east, and Brooks and Boston avenues on the west. The district “encompasses a grid of streets that form a pattern of orderly, but irregular, blocks laid along a roughly north-south axis. Only Roanoke Avenue varies from this plan.” (National Register nomination, 7:2)

Description: The Shepard Street-South Road Street Historic District contains representative examples Greek Revival, Italianate, Queen Anne, Eastlake, Colonial Revival, Bungalow, and American Foursquare-style houses, in addition to numerous vernacular house forms. In addition, the historic district contains six churches, three schools, and a few commercial buildings. One of the last two-story frame stores in the city, the ca. 1881 Sundry Shop, is located within the district. Two African-American lodge buildings also stand within the district. According to the nomination, “The Shepard Street-South Road Street Historic District retains the integrity of place and character identifiable as a historic district. Many of the most important and strategically located resources are largely unaltered, presenting a clear illustration of the district’s historical character.” (National Register nomination, 7:5)

Evaluation: The Shepard Street-South Road Street Historic District is eligible under Criteria A and C in the areas of Architecture, Community Development, Ethnic Heritage-Black, and Religion. According to the nomination, the district “is significant both as Elizabeth City’s earliest neighborhood outside of the original 1793 municipal boundaries and as the heart of the city’s large black community since the late nineteenth century....During the late nineteenth century the district became home to increasing numbers of blacks who were drawn to the area by its churches and schools...the district continued to solidify as the most cohesive and important of the city’s several black neighborhoods....During the late nineteenth and early twentieth centuries, the district was the heart of the city’s black religious life.” (National Register nomination, 8:2)

Boundary Description: See Figure 8.



Map of Shepard Street Historic District
 Location of B-3929 also shown

Historic District



Shepard Street - South Road Historic District
 Existing Historic District

THE HISTORIC ARCHITECTURE SECTION - NCDOT

Project Description

Replace Bridge No. 28 on Riverside Avenue over Charles Creek

Location

Elizabeth City, Pasquotank County, NC

Historic Architecture Principal Investigator

N. Van Dolsen

Drawn By

R. Silverman

Date Drawn

03-01-2000



W.O. No.

8.2110101

TIP No.

B-3929

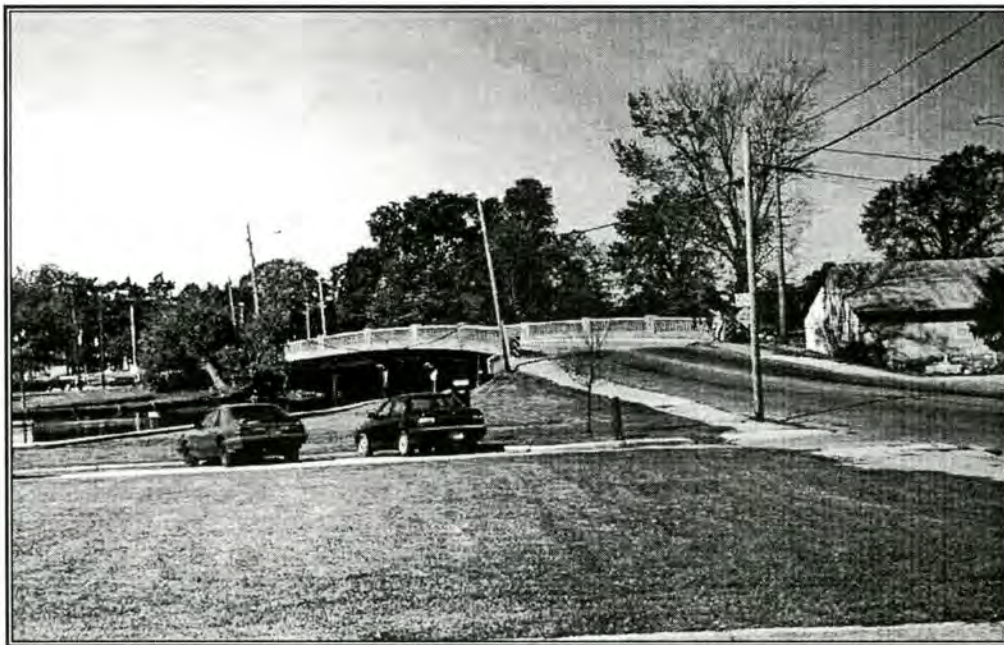
**PROPERTIES POTENTIALLY ELIGIBLE FOR LISTING IN THE
NATIONAL REGISTER OF HISTORIC PLACES**

Bridge No. 28, Charles Creek Bridge

Location: Bridge No. 28 is located in Elizabeth City, Pasquotank County on Riverside Avenue crossing over Charles Creek.

Setting: Bridge No. 28 carries Riverside Avenue over Charles Creek. The bridge is presently bordered by the Charles Creek Park on the northwest, southwest, and southeast. To the northeast stands a group of industrial and commercial buildings. The Shepard Street-South Road Street Historic District is located west of the bridge; the Riverside Historic District is located east of the bridge.

Description: Bridge No. 28 was constructed in 1940. The bridge features a composite concrete deck with steel girders with a substructure of timber post and beam interior bents and concrete end abutments. The bridge curves gracefully, and has an open arched balustrade, and large pylons that are suggestive of the Art Deco style. Timber piles support the abutment caps, back walls, and wing walls. The five-span bridge has two traffic lanes with sidewalks flanking both lanes. The bridge inspection report of September 28, 1998 lists the sufficiency rating as 42.7 out of a possible 100. This rating is below the minimum criteria level of 50 established by the Federal Aid Bridge Replacement program.



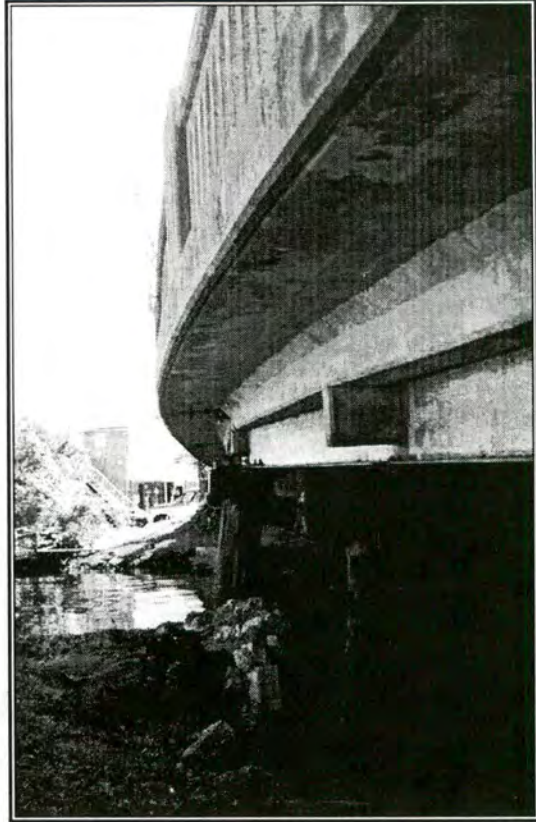
Photograph 1: Bridge No. 28, looking southeast



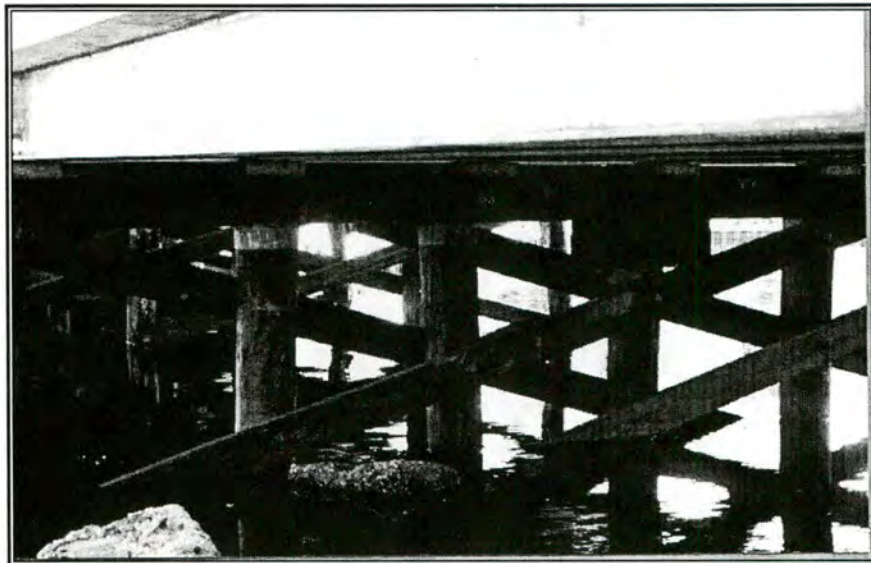
Photograph 2: Bridge No. 28, looking northwest



Photograph 3: Bridge No. 28, view looking northwest



Photograph 4: Bridge No. 28, detail showing superstructure, looking east



Photograph 5: Bridge No. 28, detail of timber cribbing, looking south



Photograph 6: Bridge No. 28, showing relationship between bridge and the Elizabeth City Iron Works-Aydlett Division Proposed Historic District

Background Information: A bridge has been located at this crossing at least since 1891.⁴ At that time, the area along the Charles Creek was a center of industrial activity, and included the Kramer Brothers Saw Mill and the J. Wilkins Shingle Mill. In 1914 a draw bridge replaced the bridge over the Charles Creek. Seventeen years later the bridge needed to be replaced again; since the industries along the creek were no longer viable, the bridge was not replaced by another drawbridge.⁵ The present bridge is at least the fourth structure at this crossing.

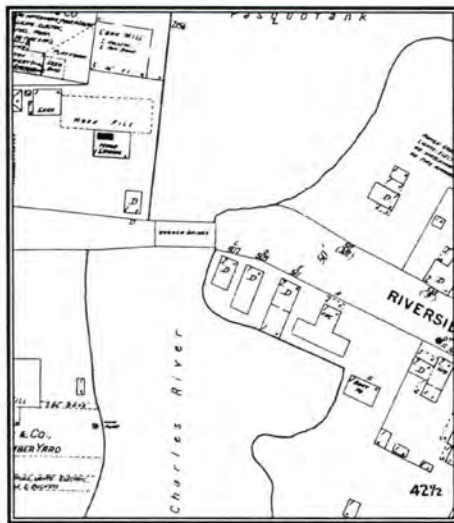


Figure 9: Sanborn Insurance Map, 1908. This map shows the wooden bridge that predated the present bridge over the Charles Creek, Bridge No. 28.

⁴ *Elizabeth City, North Carolina, Sanborn Insurance Map* (New York: Sanborn Insurance Co., 1891).

⁵ Thomas R. Butchko, *On the Shores of the Pasquotank: The Architectural Heritage of Elizabeth City and Pasquotank County, North Carolina* (Elizabeth City, NC: The Museum of the Albemarle, 1989) 285.

Evaluation: Bridge No. 28, Charles Creek Bridge is considered eligible under Criterion A, Community Planning and Development, since it is representative of an important trend in the history of the city. A bridge was constructed at this location to provide access to the burgeoning industries along the Charles Creek and Pasquotank River. According to the Multiple Property Documentation Form prepared by Tom Butchko for Elizabeth City, "Since the Pasquotank River and Knobbs, Poindexter, Tiber, and Charles creeks played critical roles in the growth and development of Elizabeth City, bridges across these waterways have been important since the early nineteenth century. Two bridges of historical significance remain....the Elizabeth City Bridge,...the Charles Creek Bridge."⁶ Bridge No. 28 is the fourth bridge at this location, illustrating the importance of this crossing to the city.

Bridge No. 28, Charles Creek Bridge is considered not eligible under Criterion B because it is not associated with any individuals of special historical significance.

Bridge No. 28, Charles Creek Bridge is considered eligible under Criterion C, architecture, since it embodies the distinctive characteristics of a twentieth-century concrete bridge, and feature Art Deco-style elements in an urban setting. The bridge curves gracefully and is a remarkable blend of engineering and aesthetics. The structure features an open arched balustrade and large pylons, evoking the Art Deco style. The bridge was constructed with a curve to take advantage of the narrowest section of the Charles Creek. The bridge retains its integrity of setting, design, location, workmanship, feeling, materials, and association. The bridge remains virtually unaltered since its construction.

Bridge No. 28, Charles Creek Bridge is not likely to yield information important to the history of building technology; therefore it is considered not eligible for the National Register under Criterion D.

Boundaries: The boundaries of Bridge No. 28, Charles Creek Bridge follow the footprint of the structure and were drawn to include the bridge and approaches. See Figure 10.

Boundary Justification: The boundary includes the historic elements of the structure, including the bridge and approaches.

⁶ Tom Butchko, Multiple Property Documentation Form, Elizabeth City, F28.

Elizabeth City Iron Works-Aydlett Division Proposed Historic District

Location: The Elizabeth City Iron Works-Aydlett Division Proposed Historic District is located on the eastern side of the Charles Creek, and runs along the north side of Riverside Avenue; the district also includes residences along Morgan and Hunter Streets.

Setting: The Elizabeth City Iron Works-Aydlett Division Proposed Historic District includes the industrial and commercial buildings on the north side of the Riverside area, including the docks and piers along the Pasquotank River. The district also includes the vernacular residences along Morgan and Hunter streets constructed between 1893 and 1950. The houses, businesses, commercial buildings, docks, and wharves are representative of the significant role that the Pasquotank River played in the development of Elizabeth City.

Description: The Elizabeth City Iron Works-Aydlett Division Proposed Historic District comprises 50 contributing buildings, and 5 non-contributing structures. The district is composed of two areas, the waterfront and the residential area, that are historically linked through the occupations of the residents, many of whom worked along the waterfront. The commercial and industrial buildings include the machine shop constructed ca. 1920 for the marine department of the Elizabeth City Iron Works and Supply Company. The large building, sheathed in corrugated metal, features clerestory windows along the ridge of gable roof. According to local historian, Thomas Butchko, "it is the last surviving building of the city's once prosperous marine construction and repair industry."⁷ Another pre-1923 building, the Scott Pea-Picking plant, stands at the western end of the district, at the conjunction of the Charles Creek and the Pasquotank River.

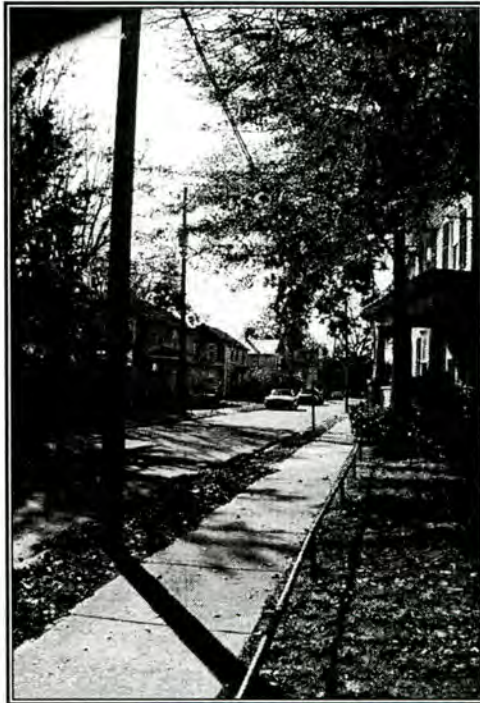
The houses located within the district are primarily frame, two-story, vernacular dwellings. These buildings face Hunter and Morgan streets, standing on small lots that were laid out in 1893 as part of the Aydlett Division. Most of the houses built between 1893 and 1930 follow three forms: a two-story, gable-front, three-bay residence with a one-story hipped roof porch across the façade; a two-story, single-pile, side-gable, three-bay dwelling with a one-story hipped roof porch across the façade; or a one-story, two-bay, gable-front residence with a porch across the façade. Residences built in the late 1920s through the 1940s generally stand one story; and many have features reminiscent of the bungalow form. Although some of the houses have replaced windows or modern siding, most of these dwellings still maintain their original form, detailing, and character, and remain contributing elements to the historic district. The neighborhood remains a vital community in Elizabeth City. Only five post-1950 buildings have been constructed within the historic district, and all of the pre-1931 dwellings still stand. The buildings form a cohesive whole visually, in

⁷ Butchko, *On the Shores of the Pasquotank*, 286.

their size, form, and construction materials, and all stand at the front of the lot, with their porches bordering the sidewalks. The district retains the appearance and feeling of an early twentieth-century neighborhood that contains both residences and industries.



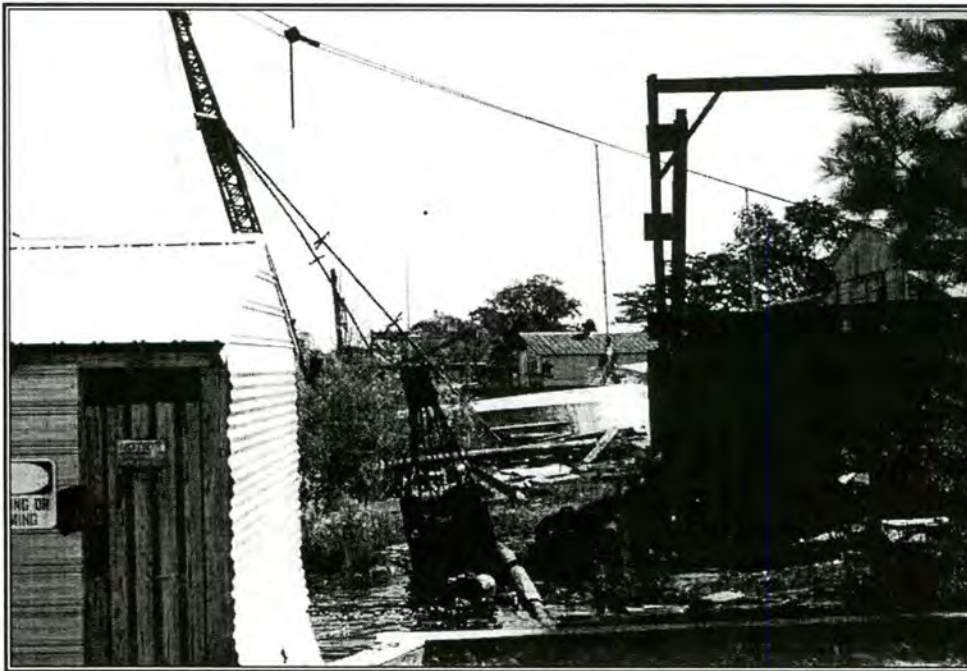
Photograph 1: Elizabeth City Iron Works-Aydlett Division Historic District, looking southwest



Photograph 2: Elizabeth City Iron Works-Aydlett Division Historic District, Hunter Street, looking southwest



Photograph 4: Elizabeth City Iron Works-Aydlett Division Historic District, Riverside Avenue, looking north



Photograph 5: Elizabeth City Iron Works-Aydlett Division Historic District, Elizabeth City Shipyard, looking east



Photograph 6: Elizabeth City Iron Works-Aydlett Division Historic District, Scott Pea-Picking Plant, looking northeast



Photograph 7: Elizabeth City Iron Works-Aydlett Division Historic District, Morgan Street, looking southeast



Photograph 8: Elizabeth City Iron Works-Aydlett Division Historic District, Hunter Street, looking northeast



Photograph 9: Elizabeth City Iron Works-Aydlett Division Historic District, Morgan Street



Photograph 10: Elizabeth City Iron Works-Aydlett Division Historic District, Hunter Street, looking northeast



Photograph 11: Elizabeth City Iron Works-Aydlett Division Historic District, Morgan Street, looking northwest

Background Information: The history of the Elizabeth City Iron Works, later known as the Elizabeth City Shipyard, is tied to the creation of the A.L. Aydlett Division of the land on south of Riverside Avenue to Charles Creek. A.L. Aydlett subdivided his land in May 1893, creating 95 lots and laying out Jones, Hunter, and Morgan streets.⁸ This area of town became the home of many of the employees of the industries located between Riverside Avenue and the Pasquotank River. One of the largest of these industries was the Elizabeth City Iron Works. In 1891, the area between the Pasquotank River and Riverside Avenue had an oyster house and S.S. Fowler Net and Twine Mills.⁹ A machine shop replaced the twine mills and the Hayman Boat Works was constructed on the Oyster House site by 1908.¹⁰

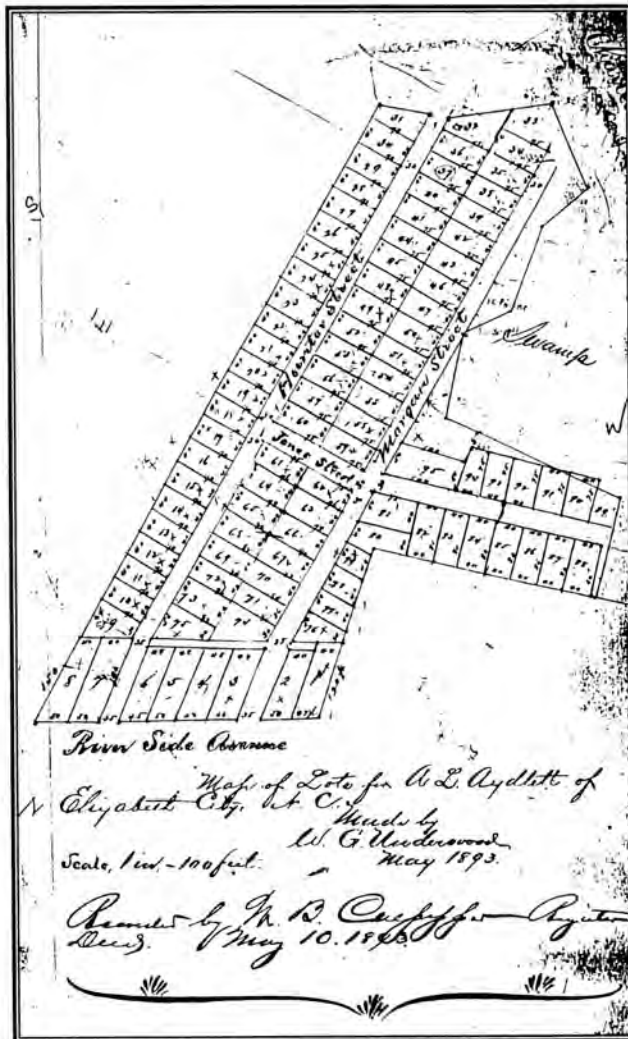


Figure 11: Plat of Lots for the Aydlett Division, Pasquotoank County Deed Book 14, page 69.

⁸ The plat for the subdivision is recorded in Pasquotank County Deed Book 14:69.
⁹ Elizabeth City, North Carolina, Sanborn Insurance Map (New York: Sanborn Insurance Co., 1891).
¹⁰ Elizabeth City, North Carolina, Sanborn Insurance Map (New York: Sanborn Insurance Co., 1908).

Joseph Foster Sanders and his sons founded the Iron Works and Supply Company, later the Elizabeth City Shipyard in 1908. At the beginning, the shipyard was a specialization of the iron works, and constructed and repaired ships and boats. By 1923, the Iron Works occupied almost all of the land between Riverside Avenue and the Pasquotank River from Charles Creek to Standish Place Road, with the exception of the Willey Machine Works on Charles Creek, and the Scott Pea-Picker Co. which still stands.¹¹ The property remained in the Sanders family until 1974 and continues in the marine repair business.¹²

The houses on Morgan, Jones, and Hunter streets date from the 1890s through the 1940s, and were built concurrent with the rise of the shipbuilding and machine works industries on the Pasquotank River. By 1908, all but one of the houses built on the lots located in the first two blocks of Hunter and Morgan streets were two-story frame buildings with a one-story porch across the front. All thirty of the houses shown on the 1908 Sanborn map still stand. Between 1908 and 1931, additional dwellings were built in the neighborhood; nine of these new houses stood one-story.¹³ Only two of the buildings constructed in the neighborhood between 1908 and 1931 have been demolished; both are one-story frame store buildings.

The people who lived in these residences worked in the machine shops and shipyards located on the Pasquotank River and Charles Creek. In 1920, the occupations of the residents on Hunter and Morgan Street included seven ship carpenters, a boat builder, a laborer at the ship yard, a marine engineer, two machinists/engineers, two workers at the iron foundry, a blacksmith, a captain of a tug boat, and a captain of a gas boat. One of the machinists was an immigrant from Germany.¹⁴ The houses on Morgan and Hunter Street, relate historically to the industries on the Pasquotank River.

Evaluation:

Elizabeth City Iron Works-Aydlett Division Proposed Historic District is considered eligible under Criterion A in the areas of Industry and Community Planning and Development. As stated by Tom Butchko in the Multiple Property Documentation Form for Elizabeth City, "The industrial and commercial buildings of Elizabeth City reflect the dramatic growth of the city during the nineteenth and early twentieth centuries. Although none of the buildings from

¹¹ *Elizabeth City, North Carolina, Sanborn Insurance Map* (New York: Sanborn Insurance Co., 1923).

¹² Butchko, *On the Shores of the Pasquotank*, 287.

¹³ *Elizabeth City, North Carolina, Sanborn Insurance Map* (New York: Sanborn Insurance Co., 1931).

¹⁴ Elizabeth City, Pasquotank County, Federal Population Census. 1920. Microfilm located at the North Carolina State Archives, Raleigh, NC.

the leading lumber and saw milling industries remain, buildings survive that represent the city's important textile, agricultural, shipbuilding, and warehousing industries."¹⁵ The proposed district is representative of the important trend of industrialization that occurred in late nineteenth and early twentieth-century Elizabeth City. The buildings between the Pasquotank River and Riverside Avenue are some of the few surviving early twentieth century industrial buildings in the city, and the Iron Works building is the sole survivor from that era of ship building. These buildings meet the "Registration Requirements" set forth in the Multiple Property Documentation Form, having been constructed for an industrial function, and retaining sufficient architectural features that indicate the activities of shipbuilding and other water-related industries. The houses associated with the industrial area are equally important, having been constructed in that neighborhood due to the proximity of the industries. The neighborhood retains its integrity with few intrusive structures.

Elizabeth City Iron Works-Aydlett Division Proposed Historic District is considered not eligible under Criterion B because it is not associated with any individuals of special historical significance.

Elizabeth City Iron Works-Aydlett Division Proposed Historic District is considered eligible under Criterion C, architecture, as a significant entity whose individual buildings may lack individual distinction, but as a district forms a very significant resource for Elizabeth City. The district is eligible for its intact industrial buildings, of which few survive, its intact plan, and for the well-preserved dwellings found on Hunter and Morgan streets. The Elizabeth Iron Works building and the Scott Pea-Picker Company building are rare survivals of once common architectural forms. The houses are well-preserved examples of housing constructed in the early twentieth century for workers and lower management. The buildings form a cohesive whole visually, in their size, form, and construction materials, and all stand at the front of the lot, with their porches bordering the sidewalks. The district retains the appearance and feeling of a working neighborhood of the early twentieth century and retains its integrity of setting, design, location, workmanship, feeling, materials, and association.

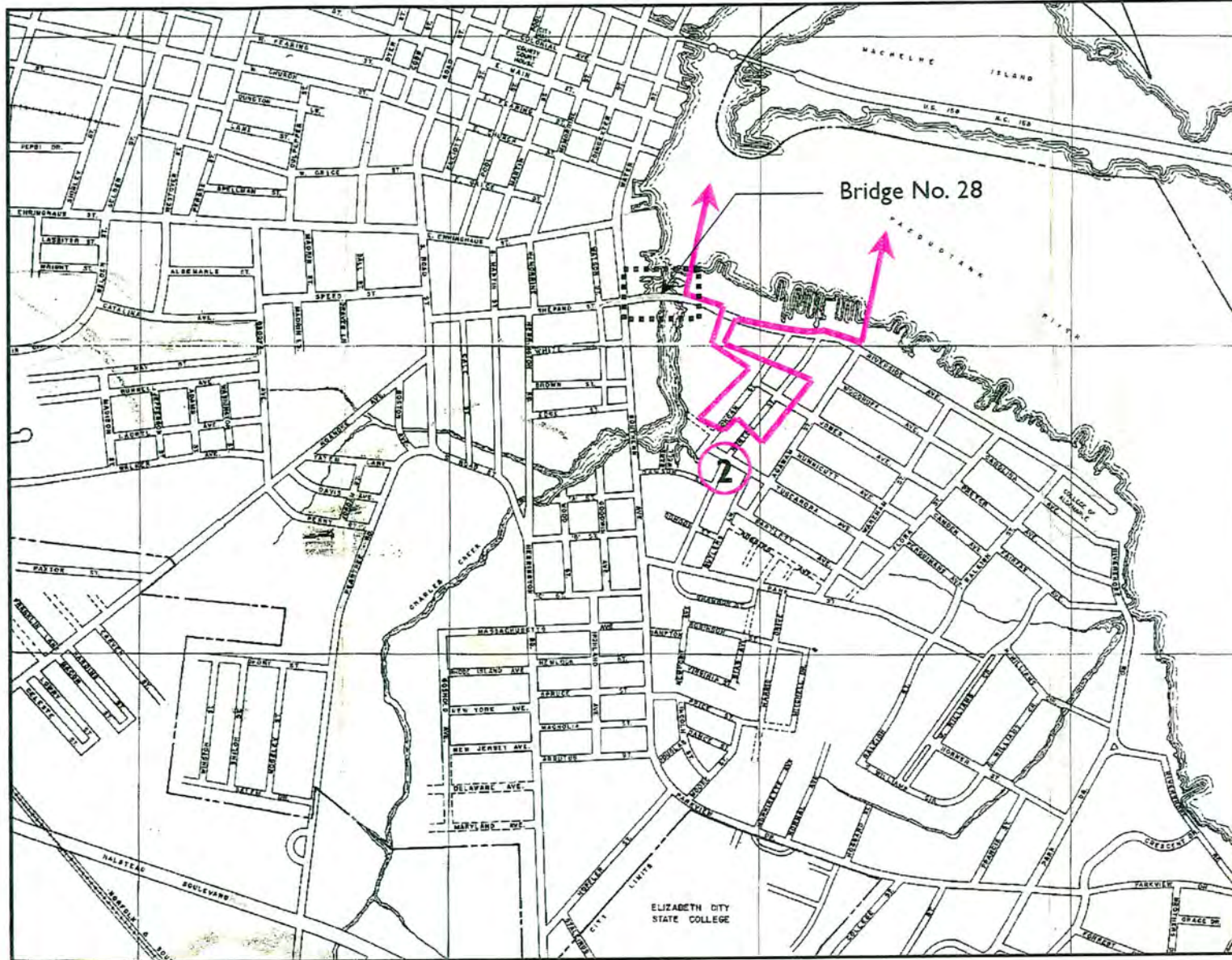
Elizabeth City Iron Works-Aydlett Division Proposed Historic District is not likely to yield information important to the history of building technology; therefore it is considered not eligible for the National Register under Criterion D.

Boundaries: Please see Figure 12 and 13.

Boundary Justification: The proposed boundaries include the remaining historic elements of the Elizabeth City Iron Works, and the residences that were

¹⁵ Tom Butchko, Multiple Property Documentation Form, Elizabeth City, F26.

built for families of the workers in the iron works and other industries along the Pasquotank River and Charles Creek. The boundaries follow the 1893 subdivision map for the area and feature a cohesive collection of buildings linked historically, economically, and visually.



Map of Elizabeth City Iron Works - Aydlett Division
 Proposed Historic District
 Location of B-3929 also shown

Historic District

2

Elizabeth City Iron Works - Aydlett Division
 Proposed Historic District

THE HISTORIC ARCHITECTURE SECTION - NCDOT

Project Description

Replace Bridge No. 28 on Riverside Avenue over Charles Creek

Location

Elizabeth City, Pasquotank County, NC

Historic Architecture Principal Investigator

N. Van Dolsen

Drawn By

R. Silverman

Date Drawn

03-01-2000



W.O. No.

8.2110101

TIP No.

B-3929

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APPENDIX A



North Carolina Department of Cultural Resources

James B. Hunt Jr., Governor
Betty Ray McCain, Secretary

Division of Archives and History
Jeffrey J. Crow, Director

MAILING ADDRESS
4617 Mail Service Center
Raleigh, NC 27699-4617

LOCATION
507 North Blount Street
Raleigh, NC
State Courier 53-31-31

July 19, 1999

Frederick P. Powell
Hazen & Sawyer, P.C.
4011 WestChase Boulevard
Raleigh NC 27607

Re: Riverside Avenue bridge replacement over Charles
Creek, Bridge #28, Pasquotank County, State
Project 8.2110301, Federal Project BRZ-0111(1),
TIP B-3929, ER 99-9134

Dear Mr. Powell:

Thank you for your letter of June 4, 1999, concerning the above project. We apologize for the delay in our response.

In terms of historic architectural resources, Bridge #28 was built in 1940 and needs to be evaluated for National Register eligibility. In addition, there are two National Register districts adjacent to Bridge #28--Shepard Street-South Road Historic District to the west and Riverside Historic District to the east. Bridge #28 is not located within either of these districts; however, the impacts on these districts as they relate to the replacement of or alterations to this bridge and its approaches need to be considered.

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 919/733-4763.

Sincerely,

A handwritten signature in cursive script, appearing to read "David Brook".

David Brook
Deputy State Historic Preservation Officer

DB:slw

cc: Nicholas Graf, Federal Highway Administration
William D. Gilmore, North Carolina Department of Transportation
Barbara Church, North Carolina Department of Transportation



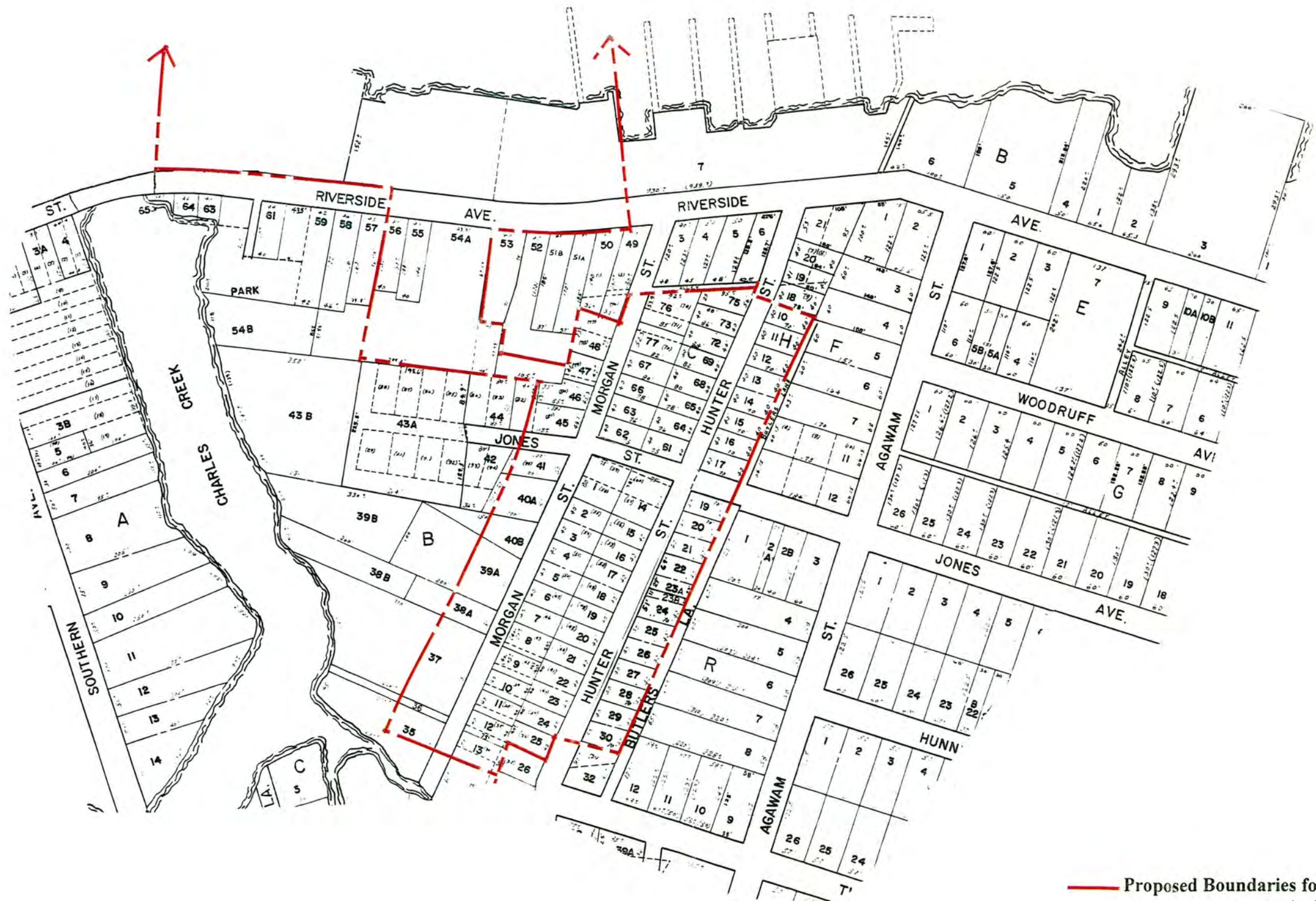


Figure 13
 — Proposed Boundaries for Elizabeth City Iron Works-
 Aydlett Division Historic District