



Assessment of
Effects for the
NICTD Double
Track NWI Project,
Michigan City to
Gary, Indiana

Final Report

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August 30, 2017





# Assessment of Effects for the NICTD Double Track NWI Project, Michigan City to Gary, Indiana

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#### **Acronyms**

APE Area of Potential Effects

CFR Code of Federal Regulations

CSS & SB Chicago South Shore & South Bend Railroad

DHPA Indiana Division of Historic Preservation and Archaeology

DT-NWI Double Track Northwest Indiana

FTA Federal Transit Administration

HPR Historic Property Report

IHSSI Indiana Historic Sites and Structures Inventory

MCPL Michigan City Public Library

MP Milepost

MPDF Multiple Property Documentation Form

NHPA National Historic Preservation Act

NICTD Northern Indiana Commuter Transportation District

NIPSCO Northern Indiana Public Service Company

NRHP National Register of Historic Places

NWI Northwest Indiana

OCS Overhead Contact System

Project NICTD Double Track NWI

ROW Right-of-Way

SHAARD Indiana State Historic Architectural and Archaeological Research Database

SHPO State Historic Preservation Office

SSL South Shore Line

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Assessment of Effects for the NICTD Double Track NWI Project, Michigan City to Gary, Indiana

#### 1.0 DESCRIPTION OF THE UNDERTAKING

#### 1.1 PROJECT DESCRIPTION

As part of its responsibilities under 36 Code of Federal Regulations (CFR) § 800 – Protection of Historic Properties and the National Historic Preservation Act (NHPA), Federal Transit Administration (FTA) initiated the Section 106 Consultation Process for the Double Track – Northwest Indiana (DT-NWI) Project located along the South Shore Line (SSL) between Gary and Michigan City, Indiana.

Northern Indiana Commuter Transportation District (NICTD) operates the electrically powered interurban commuter SSL between Millennium Station in downtown Chicago and the South Bend International Airport in South Bend, Indiana (a distance of approximately 90 miles). NICTD shares tracks with the freight carrier Chicago South Shore & South Bend Railroad (CSS & SB), and interchanges with the Class I railroads Norfolk Southern Railway, Canadian National, and CSX Transportation within the Project limits.

The intent of this study is to provide preliminary engineering and environmental services to support a full funding core-capacity grant from the FTA to add a second track to the SSL between milepost (MP) 32.2 and MP 58.8 in the Indiana counties of LaPorte, Porter, and Lake. The proposed Project includes construction of a second track; related signal, power, bridge and track infrastructure; and modifications to five existing commuter stations between MP 32.2 (Carroll Avenue) in Michigan City and MP 58.8 (approximately Virginia Street) in Gary, a distance of approximately 26.6 miles. Nearly 6.5 miles of double track mainline already exist in the corridor, generally between Burns Harbor (MP 47.5) and the east end of Gary (MP 54.0). No track work is proposed in this 6.5-mile section.

In the far eastern segment of the Project corridor within Michigan City, the 2-mile segment that NICTD currently operates is an embedded, street-running single track along 10th and 11th Streets. Due to its location on city streets, the current railroad right-of-way (ROW) is mostly limited to the road ROW within Michigan City. This track would be removed and replaced with two new tracks that would be constructed on new ROW south of 10th Street between Sheridan Road and the Amtrak crossing, and possibly within new ROW along 11th Street between the Amtrak crossing and Michigan Boulevard. This realignment is expected to follow the recommendations contained in a study conducted by Michigan City and NICTD in 2013 using FTA TIGER funding, and requires multiple property acquisitions and relocations along 10th Street and 11th Street. The realignment would allow NICTD to remove several existing, unsignalized, at-grade crossings within the downtown area of Michigan City, providing safety benefits to the surrounding neighborhood. The remaining unprotected at-grade crossings would be improved with grade crossing warning devices.

#### 1.2 AREA OF POTENTIAL EFFECTS

The first step in assessing historic properties potentially affected by an undertaking is to define the APE. The area of potential effects (APE) is defined by 36 CFR § 800.16(d) as the geographic area or areas within which an undertaking may directly or indirectly cause alterations in the character or use of historic properties. The APE for architectural and archeological resources was developed in consultation with Indiana State Historic Preservation Office (SHPO) staff (Appendix A). Comments on the APE have also been solicited from consulting parties in the Section 106 process.

For this Project, the APE is divided into two components: the direct effects APE and the indirect effects APE. The APE for direct effects was limited to the Project footprint, including any areas that might be subject to ground-disturbing activities (e.g., construction areas, temporary staging areas, new access roads) or acquisition. The indirect effects APE includes any parcels that may be affected visually or by noise and vibration from the operation of the trains, and by temporary effects such as construction noise, staging areas, closure of streets, re-routing of traffic, etc. The direct effects APE is largely contained within the existing NICTD ROW. However, parts of the NICTD ROW overlap with National Park Service Indiana Dunes National Lakeshore boundaries, and NICTD has continually consulted with the National Park Service to identify any potential for impacts on their property as the limits of the Project are refined. The indirect effects APE was generally defined as those parcels immediately fronting the proposed alignment. However, in instances when shallow, narrow, or cleared/empty parcels allowed indirect effects to extend further, the APE was expanded to include more parcels. The indirect effects APE includes any parcels that may be affected visually or by noise and vibration from the operation of the trains, and by temporary effects such as construction noise, staging areas, closure of streets, re-routing of traffic, etc. The indirect effects APE was verified in the field to ensure it captured all parcels that would be visible from or may be impacted by Project components.

#### 2.0 EFFORTS TO IDENTIFY HISTORIC PROPERTIES

HDR staff conducted background research at Indiana Division of Historic Preservation and Archaeology (DHPA) and through the Indiana State Historic Architectural and Archaeological Research Database (SHAARD) to establish the presence of previously identified architectural resources within the Project area. This list was then cross-referenced with historic maps, atlases, county interim reports, and county assessor records. Research was also conducted to develop a framework for understanding the local land use history and the patterns of community and industrial development in order to establish significance standards by which to evaluate surveyed resources.

For LaPorte County, written resources especially critical to formulating survey methodology and a historic context included the three National Register of Historic Places (NRHP) nominations for Elston Grove, Haskell and Barker, and Franklin Street Commercial Historic Districts, all written by Kurt West Garner and listed in 2013: LaPorte County Interim Report: Indiana Historic Sites and Structures Survey by Ann C. Davis (1989); History of Michigan City, Indiana by Rollo B. Oglesbee and Albert Hale (1908); A Pictorial History of Michigan City, Indiana 1675-1992, published by the Michigan City News-Dispatch (Manaher 1992); and Michigan City Public Library's (MCPL's) "Timeline of Michigan City" (MCPL 2016). For Porter County, resources referenced included the Porter County Interim Report: Indiana Historic Sites and Structures Survey by Ann C. Davis (1991); the NRHP nomination for Beverly Shores Railroad Station by Dorinda Partsch (1988); Indiana Dunes State Park: A History and Description by George S. Cottman (1930), complemented by the National Park Service's online resource "Indiana Dunes: History & Culture" (2017); and An Archaeological Overview and Assessment of Indiana Dunes National Lakeshore, Indiana by Dawn Bringelson and Jay Sturdevant (2007). For Lake County, resources referenced included the Lake County Interim Report: Indiana Historic Sites and Structures Survey by Ann C. Davis (1996); City of the Century: A History of Gary, Indiana by James B. Lane (1978); Gary, Indiana: A Pictorial History, by James B. Lane and Ronald D. Cohen (2003); Gary, Indiana: A Centennial Celebration by Kendall F. Svengalis (2006); and Gary's East Side by John C. Trafney (2002). Salient resources on the SSL included South Shore: The Last Interurban by William D. Middleton (1970); Moonlight in Duneland: The Illustrated Story of the Chicago South Shore and South Bend Railroad by Ronald D. Cohen and Stephen G. McShane (1998); and Chicago South

Shore & South Bend, Volume 1 (Kevin J. Holland, 2005) and Volume 2 (Geoffrey H. Doughty, 2007). Additionally, numerous vertical files and local materials available at the Calumet Regional Archives at Indiana University Northwest in Gary, the MCPL, and the Valparaiso branch of the Porter County Library were used in research.

In addition to online and archival research, fieldwork and report preparation were informed by consultation with interested local parties, including Indiana Landmarks, Northwestern Indiana Regional Planning Commission, Beverly Shores Historical Society, Historical Society of Ogden Dunes, Michigan City, Michigan City Planning & Redevelopment Commission, Michigan City Planning Commission, Legacy Foundation, the Forest County Potawatomi Community, and local property owners.

Due to the large size of the Project area, fieldwork and evaluations were divided among three Historic Property Reports (HPRs), each covering one county from west to east. In consideration of the 2019 construction date for the Project, the reports included those resources in the APE constructed in 1969 or earlier. Fieldwork in LaPorte County was conducted February 6–10, 2017; in Lake County, March 6–10, 2017; and in Porter County during both weeks. Following the survey and local research, three HPRs were prepared successively: Segment 1 (LaPorte County), Segment 2 (Porter County), and Segment 3 (Lake County).

In total, 613 architectural resources in the APE were surveyed and evaluated for NRHP eligibility. In LaPorte County, 324 architectural resources were surveyed and evaluated, and 16 resources were recommended newly eligible for NRHP listing. This includes seven individually eligible resources, seven resources that contribute to a recommended historic district, one new historic district (DeWolfe's Addition Historic District in Michigan City), and one expansion to an existing NRHP-listed district (Elston Grove Historic District). Three NRHP-listed historic districts (Franklin Street Commercial Historic District; Elston Grove Historic District; and Haskell and Barker Historic District) were not re-surveyed due to their recent evaluation and listing in 2013. In Porter County, 46 architectural resources were surveyed and evaluated for NRHP eligibility. One property, the Beverly Shores Railroad Station (NR-0945) is currently listed in the NRHP, one property is considered eligible for listing in the NRHP by the SHPO, and one property was newly recommended eligible for individual listing in the NRHP. In Lake County, 243 architectural resources were surveyed and evaluated for NRHP eligibility. Eight of these were recommended eligible, two individually, and four as contributing resources to potential historic districts. Additionally, two historic districts (Glen Ryan Park and Hiway Homes Historic Districts, both in Gary) were recommended eligible for listing in the NRHP.

Thirty-one resources in the APE were recommended eligible for listing in the NRHP (Table 1) or were previously listed in the NRHP; SHPO concurred with the determinations of eligibility. This includes 4 previously listed resources (Elston Grove Historic District, Haskell and Barker Historic District, Franklin Street Commercial Historic District, and the Beverly Shores Station); 1 resource considered eligible for listing by the SHPO under a Multiple Property Document; 3 new historic districts recommended eligible (DeWolfe's Addition, Glen Ryan Park, and Hiway Homes Historic Districts); a recommended boundary expansion of the NRHP-listed Elston Grove Historic District; 10 resources recommended individually eligible for listing in the NRHP; and 10 resources recommended eligible as contributing resources to an existing or recommended eligible historic district. In addition, there are numerous contributing resources to the listed and recommended eligible historic districts that are considered historic properties per 36 CFR 800.16(I)(1).

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Per consultation with the SHPO and because of the recent listing of the three historic districts in Michigan City in 2013, individual resources in the listed districts were not surveyed unless they had an IHSSI number; these resources were surveyed to determine individual eligibility and to confirm that the resources retained their contributing status to their respective historic district. Project effects were assessed for all historic properties in the APE. Adversely affected contributing resources to the historic districts are listed in their respective district write-ups (Elston Grove 3.2.4, Elston Grove Boundary Expansion 3.2.5, Franklin Street Commercial 3.2.6).

Table 1. Surveyed Historic Properties in the APE\*.

Photograph	County	IHSSI No. / NRHP No.	Property Name	Address	Construction Date	NRHP Status
	LaPorte	091-406-17032	St. Mary of the Immaculate Conception Church	406 W. 10th Street, Michigan City	1868; 1932	Eligible
	LaPorte	N/A	DeWolfe's Addition Historic District	N/A	c. 1889 to 1905	Eligible
	LaPorte	091-406-21102	House	1109 Manhattan Street, Michigan City	c. 1880	Eligible as Contributing to DeWolfe's Addition Historic District
	LaPorte	091-406-21103	House	1101 Elston Street, Michigan City	c. 1880	Eligible as Contributing to DeWolfe's Addition Historic District

Table 1. Surveyed Historic Properties in the APE\*.

Photograph	County	IHSSI No. / NRHP No.	Property Name	Address	Construction Date	NRHP Status
	LaPorte	091-406-21105	House	1116 Ohio Street, Michigan City	c. 1880	Eligible as Contributing to DeWolfe's Addition Historic District
	LaPorte	091-406-21106	House	1115 Ohio Street, Michigan City	c. 1880	Eligible as Contributing to DeWolfe's Addition Historic District
	LaPorte	091-406-21153	Body Shop (former gas station)	1004 Kentucky Street, Michigan City	c. 1925	Eligible
	LaPorte	091-406-18001	Elston Grove Historic District Expansion	N/A	c. 1875 to c. 1925	Eligible
	LaPorte	091-406-21078	House	410 York Street, Michigan City	c. 1890	Eligible as Contributing to expansion of Elston Grove Historic District Boundary

Table 1. Surveyed Historic Properties in the APE\*.

Photograph	County	IHSSI No. / NRHP No.	Property Name	Address	Construction Date	NRHP Status
	LaPorte	091-406-21080	House	505 E. 11th Street, Michigan City	c. 1870	Eligible as Contributing to expansion of Elston Grove Historic District Boundary
	LaPorte	091-406-21081	First Christian Church	1102 Cedar Street, Michigan City	c. 1920	Individually Eligible and Contributing to expansion of Elston Grove Historic District Boundary
	LaPorte	091-406-21091	Commercial Building	1101 Franklin Street, Michigan City	c. 1880	Individually Eligible/Contributing resource to Franklin Street Commercial Historic District
	LaPorte	091-406-21082	Apartment Building	328 E 11th Street, Michigan City	c. 1917	Contributing resource to Elston Grove Historic District

Table 1. Surveyed Historic Properties in the APE\*.

Photograph	County	IHSSI No. / NRHP No.	Property Name	Address	Construction Date	NRHP Status
	LaPorte	091-406-21083	Apartment Building	1009 Cedar Street, Michigan City	c. 1910	Contributing resource to Elston Grove Historic District
	LaPorte	091-406-21092	South Shore Station	114 E. 11th Street, Michigan City	1926	Individually Eligible/Contributing to Franklin Street Commercial Historic District
	LaPorte	N/A	House	1116 W. 10th Street, Michigan City	c. 1937	Eligible
	LaPorte	N/A	Berhndt Flats	1111 Cedar Street, Michigan City	c. 1926	Eligible
	Porter	127-406-02014/ NR-0945	Beverly Shores Railroad Station	Northeast corner of Broadway and U.S. 12, Beverly Shores	1929	Listed

Table 1. Surveyed Historic Properties in the APE\*.

Photograph	County	IHSSI No. / NRHP No.	Property Name	Address	Construction Date	NRHP Status
	Porter	127-175-05015/ NR-2441	Oscar and Irene Nelson House	217 W. Dunes Highway, Burns Harbor	ca. 1880	Eligible under Multiple Property Documentation Form
	Porter	N/A	Al & Sally's Motel	3221 W. Dunes Highway, Michigan City	c. 1950	Eligible
	Lake	089-232-07095	Miller School	665 S. Lake Street, Gary	1910	Eligible
	Lake	089-232-07104	House	5512 E. Melton Road, Gary	c. 1924	Eligible
Francis Burgo	Lake	N/A	Hiway Homes Historic District	N/A	c. 1948	Eligible

Table 1. Surveyed Historic Properties in the APE\*.

Photograph	County	IHSSI No. / NRHP No.	Property Name	Address	Construction Date	NRHP Status
	Lake	089-232-19670	House	602 Illinois Street, Gary	c.1948	Eligible as a Contributing Resource to Hiway Homes Historic District
	Lake	089-232-19671	House	608 Mississippi Street, Gary	c. 1947	Eligible as a Contributing Resource to Hiway Homes Historic District
	Lake	089-232-19672	House	628 Mississippi Street, Gary	c. 1947	Eligible as a Contributing Resource to Hiway Homes Historic District
	Lake	089-232-19674	House	637 Indiana Street/ Martin Luther King Drive, Gary	c. 1947	Eligible as a Contributing Resource to Hiway Homes Historic District

Table 1. Surveyed Historic Properties in the APE\*.

Photograph	County	IHSSI No. / NRHP No.	Property Name	Address	Construction Date	NRHP Status
	Lake	N/A	Glen Ryan Park Historic District	N/A	c. 1955	Eligible

<sup>\*</sup>Contributing resources to listed historic districts within the APE are not included in this list unless they were evaluated for individual NRHP eligibility. IHSSI = Indiana Historic Sites and Structures Inventory

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#### 3.0 ASSESSMENT OF EFFECTS

Section 106 of the NHPA requires the assessment of Project effects on properties that are listed in or eligible for listing in the NRHP. The criteria for adverse effects are defined in the regulations (36 CFR 800.5(a)(1)) and have been applied to historic properties in the Project APE. An adverse effect is found when an undertaking may alter, directly or indirectly, those characteristics of a historic property that make the property eligible for listing in the NRHP, including its location, design, setting, materials, workmanship, feeling, or association. Both temporary and long-term impacts were considered and evaluated for their potential effects. Adverse effects on historic properties include, but are not limited to:

- Physical destruction of or damage to all or part of the property;
- Alteration of a property, including restoration, rehabilitation, repair, maintenance, stabilization, hazardous material remediation and provision of handicapped access, that is not consistent with the Secretary's Standards for the Treatment of Historic Properties (36 CFR part 68) and applicable guidelines;
- Removal of the property from its historic location;
- Change of the character of the property's use or of physical features within the property's setting that contribute to its historic significance;
- Introduction of visual, atmospheric or audible elements that diminish the integrity of the property's significant historic features;
- Neglect of a property that causes its deterioration, except where such neglect and deterioration are recognized qualities of a property of religious and cultural significance to an Indian tribe or Native Hawaiian organization;
- Transfer, lease, or sale of property out of Federal ownership or control without adequate and legally enforceable restrictions or conditions to ensure long-term preservation of the property's historic significance.

The Project's Preferred Alternative was the design option assessed for adverse effects in this report. Noise and vibration impacts were evaluated related to Project construction activities and operation along the proposed double track in the *Noise and Vibration Technical Memorandum* completed in May 2017 (HDR 2017). The memorandum concluded that construction activities are expected to result in temporary increases in noise and vibration, and operation of the double track would likely result in a moderate increase in noise and vibration in communities along the alignment. The short-term noise and vibration effects would occur at moderate levels at various locations along the rail line during various phases of construction.

Operational noise impacts would occur in Gary, Portage, Town of Pines, and Beverly Shores, and will consist primarily of train horn noise at receptors in close proximity to the alignment and public at-grade crossings. Operational vibration effects are expected to occur in Gary, Burns Harbor, Town of Pines, Beverly Shores, and Michigan City, and will emanate primarily at crossovers, turnouts, and from the trains themselves (wayside, or wheel-rail rolling vibration). Due to the moderate scale of anticipated vibration and noise impacts, in addition to the potential for mitigation such as the implementation of quiet zones, relocation of some track work, and incorporation of spring-rail or flange-bearing frogs, it is determined in this report that the Project's

noise and vibration impacts would not rise to the level of an adverse effect on any historic property. Discussion of noise and vibration effects are therefore not included in individual assessments below, but can be referenced in greater detail in HDR's *Noise and Vibration Technical Memorandum*.

Four newly identified historic properties would be adversely affected by the Project (Table 2). Including individual contributing resources to the historic districts, a total of 27 historic properties would be adversely affected by this Project.

Table 2. Assessment of Effects on Surveyed Historic Properties in the APE.

IHSSI No. / NRHP No.	Property Name	Address	County	NRHP Status	Assessment of Effect
091-406-17032	St. Mary of the Immaculate Conception Church	406 W. 10th Street, Michigan City	LaPorte	Individually Eligible/Contributing resource to Haskell & Barker Historic District	No Adverse Effect
N/A	DeWolfe's Addition Historic District	N/A	LaPorte	Eligible	No Adverse Effect
091-406-21102	House	1109 Manhattan Street, Michigan City	LaPorte	Eligible as Contributing to DeWolfe's Addition Historic District	No Adverse Effect
091-406-21103	House	1101 Elston Street, Michigan City	LaPorte	Eligible as Contributing to DeWolfe's Addition Historic District	No Adverse Effect
091-406-21105	House	1116 Ohio Street, Michigan City	LaPorte	Eligible as Contributing to DeWolfe's Addition Historic District	No Adverse Effect
091-406-21106	House	1115 Ohio Street, Michigan City	LaPorte	Eligible as Contributing to DeWolfe's Addition Historic District	No Adverse Effect
091-406-21153	Body Shop	1004 Kentucky Street, Michigan City	LaPorte	Eligible	No Adverse Effect
091-406-21091	Commercial Building	1101 Franklin Street, Michigan City	LaPorte	Individually Eligible/Contributing to Franklin Street Commercial Historic District	No Adverse Effect
091-406-21083	Apartment Building	1009 Cedar Street, Michigan City	LaPorte	Contributing to Elston Grove Historic District	No Adverse Effect
091-406-21078	House	410 York Street, Michigan City	LaPorte	Eligible as Contributing to expansion of Elston Grove Historic District Boundary	No Adverse Effect

Table 2. Assessment of Effects on Surveyed Historic Properties in the APE.

IHSSI No. / NRHP No.	Property Name	Address	County	NRHP Status	Assessment of Effect
091-406-21080	House	505 E. 11th Street, Michigan City	LaPorte	Eligible as Contributing to expansion of Elston Grove Historic District Boundary	Adverse Effect
091-406-21092	South Shore Station	114 E. 11th Street, Michigan City	LaPorte	Individually Eligible/Contributing resource to Elston Grove Historic District	Adverse Effect
N/A	House	1116 W. 10th Street, Michigan City	LaPorte	Eligible	Adverse Effect
N/A	Apartment Building	1111 Cedar Street, Michigan City	LaPorte	Eligible	No Adverse Effect
091-406-18001	Elston Grove Historic District Expansion	N/A	LaPorte	Eligible	Adverse Effect
127-406-02014/ NR-0945	Beverly Shores Railroad Station	Northeast corner of Broadway and U.S. 12, Beverly Shores	Porter	Listed	No Adverse Effect
127-175-05015/ NR-2441	Oscar and Irene Nelson House	312 W. Dunes Highway, Burns Harbor	Porter	Eligible under Multiple Property Documentation Form	No Adverse Effect
N/A	Al & Sally's Motel	3221 W. Dunes Highway, Michigan City	Porter	Eligible	No Adverse Effect
N/A	Glen Ryan Park Historic District	N/A	Lake	Eligible	No Adverse Effect
N/A	Hiway Homes Historic District	N/A	Lake	Eligible	No Adverse Effect
089-232-07095	Miller School	665 S. Lake Street, Gary	Lake	Eligible	No Adverse Effect
089-232-07104	House	5512 E. Melton Road, Gary	Lake	Eligible	No Adverse Effect
089-232-19670	House	602 Illinois Street, Gary	Lake	Eligible as a Contributing Resource to Hiway Homes Historic District	No Adverse Effect

Table 2. Assessment of Effects on Surveyed Historic Properties in the APE.

IHSSI No. / NRHP No.	Property Name	Address	County	NRHP Status	Assessment of Effect
089-232-19671	House	608 Mississippi Street, Gary	Lake	Eligible as a Contributing Resource to Hiway Homes Historic District	No Adverse Effect
089-232-19672	House	628 Mississippi Street, Gary	Lake	Eligible as a Contributing Resource to Hiway Homes Historic District	No Adverse Effect
089-232-19674	House	637 Indiana Street/ Martin Luther King Drive, Gary	Lake	Eligible as a Contributing Resource to Hiway Homes Historic District	No Adverse Effect

#### 3.1 HISTORIC PROPERTIES WITH NO ADVERSE EFFECTS

Properties with No Adverse Effects are discussed in the following text. Historic contributing properties previously identified with IHSSI numbers are included in tables within their respective district sections. Those IHSSI properties that were individually surveyed and evaluated for the Project are also discussed individually in their respective district sections.

The Build Alternative in the vicinity of these properties will result in the removal of existing street-running tracks, replacement of the overhead contact system (OCS), addition of new ballasted tracks, high-level platforms, permanent re-routing of traffic, and increased service. Although these changes would have indirect impacts on historic properties in the APE, these components would not compromise the integrity of historic properties in the APE, nor would they rise to the level of an adverse effect.

# 3.1.1 ST. MARY OF THE IMMACULATE CONCEPTION CHURCH, 406 W. 10TH STREET, MICHIGAN CITY (091-406-17032)

St. Mary of the Immaculate Conception Catholic Church (St. Mary's), founded by German Catholic immigrants in 1858, was the second Catholic parish in Michigan City. St. Mary's Church stands at the corner of 10th and Buffalo Streets, and faces north onto 10th Street (Figure 1). Designed by local architect John Renkawitz and constructed in 1868, the church exhibits elements of both the Romanesque and Gothic Revival styles (HPR Segment 1: 40).

St. Mary's is determined eligible for listing in the NRHP under Criteria Consideration A for its historic significance under Criterion A as a locally significant resource that expresses the general trend of increasing wealth and social integration that characterized the congregation as it evolved through the nineteenth and twentieth centuries, a trend which corresponded to the enlargement and ornamentation of the church itself. The church retains its integrity of workmanship, materials, location, setting, association, and feeling. St. Mary's Church is also a contributing resource to the NRHP-listed Haskell and Barker Historic District.



Figure 1. St. Mary's Church, view southwest.

St. Mary's Church is outside of the direct APE and will not be affected by any direct impacts associated with the Project. Along W. 11th Street south of St. Mary's, the proposed undertaking will entail the removal of the existing embedded, street-running single track, catenary, and overhead wires, and the installation of two new tracks with associated catenary and overhead wires. Indirect effects to St. Mary's Church are limited to visual and vibration effects, as well as temporary construction impacts. Because St. Mary's is already located adjacent to the tracks on the south (rear) side, the installation of new tracks with associated catenary and overhead wires will have no adverse effect on this historic property. Construction impacts will result in temporary visual, noise, and possibly vibration effects, as well as the possible re-routing of traffic, none of which will rise to the level of an adverse effect. Thus, the Project will have *No Adverse Effect* on St. Mary's Church.

#### 3.1.2 DEWOLFE'S ADDITION HISTORIC DISTRICT, MICHIGAN CITY

DeWolfe's Addition Historic District (Figure 2 -Figure 5), named for the original plat that encompassed the majority of the present neighborhood, is bounded on the west by Kentucky Street, on the north by 11th Street, on the east by Buffalo Street, and on the south by Wall Street. The east side of the recommended historic district abuts with the western boundary of the Haskell and Barker Historic District.

The neighborhood was constructed between c. 1888 and 1905. In addition to residential architecture, the neighborhood includes a number of historic commercial buildings, particularly in the southern and western parts. These include stores, filling stations, and service shops. Generally, most of the dwellings in the recommended historic district are one- or two-story woodframe buildings constructed on a gable-and-wing or front-gabled plan, forms characteristic of the National Folk style popular in the late nineteenth century.

DeWolfe's Addition Historic District is locally significant under Criterion A as an example of community development at the peak of Michigan City's industrial and residential growth. The development of the residential neighborhood corresponds with that of Michigan City's major industries. The historic district is also locally significant under Criterion C as a cohesive and intact collection of National Folk and Folk Victorian styles. The buildings within the DeWolfe's Addition Historic District are exemplary of a working middle class community built at the turn of the century, and are particularly reflective of Michigan City's successful industrial era.

Figure 2. DeWolfe's Addition: view northeast on Tennessee Street, towards intersection with 11th Street.



Figure 3. DeWolfe's Addition: view south from Green and Tennessee Streets.



Figure 4. DeWolfe's Addition: view west from Ohio and Wall Streets.



Figure 5. DeWolfe's Addition: view southeast from Chicago and Kentucky Streets towards recommended historic district. Building on the far right (Grant's Body Shop, 506 Chicago Street) is an anticipated acquisition (located outside of historic district).



The historic district lies outside of the direct APE and will not be affected by any direct impacts associated with the Project. Along W. 11th Street, which forms the southern border of the district, the proposed undertaking will entail the removal of the existing embedded, street-running single track, catenary, and overhead wires, and the installation of two new tracks with associated catenary and overhead wires. Temporary effects will include noise and vibration resulting from the removal and installation of railroad tracks along E. 11th Street, as well as possible re-routing of traffic. None of these effects will compromise the integrity of the district or rise to the level of an adverse effect. It is therefore recommended that the proposed Project will have *No Adverse Effect* on the recommended DeWolfe's Addition Historic District.

# 3.1.2.1 CONTRIBUTING RESOURCES TO THE RECOMMENDED DEWOLFE'S ADDITION HISTORIC DISTRICT, MICHIGAN CITY

The following properties assessed individually below are grouped together here based on their shared historic and geographical identity within the recommended DeWolfe's Addition Historic District in Michigan City. The Project was found to have *No Adverse Effect* on the overall historic district, and *No Adverse Effect* on all four properties evaluated individually as contributing resources to the historic district.

#### 3.1.2.1.1 1109 Manhattan Street (091-406-21102)

The National Folk-style dwelling stands on the west side of Manhattan Street and faces east (Figure 6). Constructed c. 1880, the 1.5-story front-gable building sits on a concrete block and brick foundation. The dwelling at 1109 Manhattan Street was rated Contributing in 1989 for its architectural significance. The building possesses architectural significance as a local example of

National Folk and Greek Revival styles applied to a vernacular form. The front-gable building retains its original wood siding as well as its distinctive window and door pediments. The property associated with 091-406-21102 is eligible as a Contributing property to the DeWolfe's Addition Historic District.



Figure 6. 1109 Manhattan Street (091-406-21102), view southwest.

The residence at 1109 Manhattan Street lies on the west side of Manhattan Street and faces east. The property is located outside of the direct APE and will not be affected by any direct impacts associated with the Project. Several properties lie between 1109 Manhattan Street and the Project area on W. 11th Street, which is over 150 feet away. The proposed undertaking on W. 11th Street will entail the removal of the existing embedded, street-running single track, catenary, and overhead wires, and the installation of two new tracks with associated catenary and overhead wires. Indirect effects to the property are limited to temporary construction impacts. Construction impacts will result in temporary visual, noise, and vibration effects, as well as the possible re-routing of traffic, none of which will compromise the integrity or significance of the resource or rise to the level of an adverse effect. Thus, the Project will have *No Adverse Effect* on 1109 Manhattan Street.

#### 3.1.2.1.2 1101 Elston Street (091-406-21103)

Constructed c. 1880, the 1.5-story L-shaped building (Figure 7) exhibits elements of the Queen Anne style. The dwelling at 1101 Elston Street was rated Contributing in 1989 for its architectural significance. The building, which exhibits its original form and bargeboard, possesses significance as a local example of the Queen Anne style. The loss of multiple character-defining features, such as wood siding, windows, doors, and porch materials have rendered the building ineligible for individual NRHP listing; however, the form of the building remains intact and the property contributes to the collective significance of the DeWolfe's Addition Historic District. The property associated with 091-406-21103 was therefore recommended eligible as a Contributing resource to the DeWolfe's Addition Historic District.



Figure 7.1101 Elston Street (091-406-21103), view northwest.

The building at 1101 Elston Street stands on the southwest corner of W. 11th Street and Elston Street, and faces east onto Elston Street. The property is located outside of the direct APE and will not be affected by any direct impacts associated with the Project. Along W. 11th Street adjacent on the north to the historic dwelling, the proposed undertaking will entail the removal of the existing embedded, street-running single track, catenary, and overhead wires, and the installation of two new tracks with associated catenary and overhead wires. Because the historic property is already located adjacent to the tracks on the north side, the installation of new tracks with associated catenary and overhead wires will not affect the integrity of the resource and will have no adverse effect on the dwelling. Indirect effects to the property are limited to road closures on the opposite (north) side of W. 11th Street, as well as temporary construction impacts. Construction impacts will result in temporary visual, noise, and vibration effects and the possible re-routing of traffic, none of which will rise to the level of an adverse effect. Thus, the Project will have *No Adverse Effect* on 1101 Elston Street.

#### 3.1.2.1.3 1116 Ohio Street (091-406-21105)

Built c. 1880, the two-story dwelling (Figure 8) has a cross wing form and sits on a raised parged foundation. The dwelling at 1116 Ohio Street was rated Contributing in 1989 for its architectural significance. Non-historic alterations including new siding, windows, doors, and front porch have rendered the building ineligible for individual NRHP-listing; however, the form of the building remains intact, and the property does contribute to the collective significance of the DeWolfe's Addition Historic District. The property associated with 091-406-21105 was therefore recommended eligible as a Contributing resource to the DeWolfe's Addition Historic District.



Figure 8. 1116 Ohio Street (091-406-21105), view northeast.

The building at 1116 Ohio Street stands on the east side of Ohio Street and faces west. The property is located outside of the direct APE and will not be affected by any direct impacts associated with the Project. Several properties (or over 200 feet) lie between 1116 Ohio Street and the Project area on W. 11th Street. The proposed undertaking on W. 11th Street entails the removal of the existing embedded, street-running single track, catenary, and overhead wires, and the installation of two new tracks with associated catenary and overhead wires. Indirect effects to the property are limited to temporary construction impacts. Construction impacts will result in temporary visual, noise, and vibration effects, as well as the possible re-routing of traffic, none of which will rise to the level of an adverse effect. Thus, the Project will have *No Adverse Effect* on 1116 Ohio Street.

#### 3.1.2.1.4 1115 Ohio Street (091-406-21106)

Built c. 1880, the Queen Anne style dwelling (Figure 9) has a cross wing form and sits on a raised brick foundation. The dwelling at 1115 Ohio Street was rated Contributing in 1989 for its architectural significance. The building possesses significance as a local example of the Queen Anne style. The cross wing building retains its original wood siding as well as its wood architraves, window transoms, turned porch posts, shaped shingles, and spindlework. Due to replacement windows, doors, and porch balustrade, the house is not a superior example of the Queen Anne style in Michigan City; however, it is distinct within its neighborhood, and was recommended eligible as a Contributing resource to the DeWolfe's Addition Historic District.



Figure 9. 1115 Ohio Street (091-406-21106), view southwest.

The two-story dwelling stands on the west side of Ohio Street and faces east. The property is located outside of the direct APE and will not be affected by any direct impacts associated with the Project. Several properties (or over 200 feet) lie between 1115 Ohio Street and the Project area on W. 11th Street. The proposed undertaking on W. 11th Street entails the removal of the existing embedded, street-running single track, catenary, and overhead wires, and the installation of two new tracks with associated catenary and overhead wires. Indirect effects to the property are limited to temporary construction impacts. Construction impacts will result in temporary visual, noise, and vibration effects, as well as the possible re-routing of traffic, none of which will rise to the level of an adverse effect. Thus, the Project will have *No Adverse Effect* on 1115 Ohio Street.

#### 3.1.3 COMMERCIAL BUILDING, 1004 KENTUCKY STREET, MICHIGAN CITY

The one-story automotive body shop at 1004 Kentucky Street is located southeast of the intersection of Chicago Street, Kentucky Street, and W. 10th Street (Figure 10). The building faces northwest and has a semi-circular concrete driveway that extends from Kentucky Street to W. 10th Street. Constructed c. 1925, the building first appears on Sanborn maps in 1929 as a filling station, replacing a dwelling on the lot that appeared on the 1922 Sanborn map.

The filling station is eligible for listing in the NRHP as a locally significant resource associated with the early automobile era in Michigan City under Criteria A and C. The building represents one of the few remaining intact examples of a resource associated with the early automobile era in Michigan City, which was once host to an influx of filling stations and automotive mechanical shops, many of which were concentrated at the west end of the city, as the urban landscape began to fade into the more remote, duneland region. The gas station is also significant under Criterion C as an overall intact example of an early-twentieth century filling station. The woodframe building was veneered with brick and was enlarged by 1929 with the one-story, two-bay concrete-block automotive shop on the southwest (side) elevation. Character-defining features include the large hipped-roof porte-cochere supported by heavy brick posts, its square form, brick veneer, and semi-circular driveway.



Figure 10. Commercial Building, 1004 Kentucky Street, view southeast.

The former filling station is located outside of the direct APE and will not be affected by any direct impacts associated with the Project. The parcel is level and consists mainly of the concrete driveway and walkway that front the parcel. The property lies directly north of the Project area, which is confined in this section to the current railroad ROW, which is partially embedded in Chicago Street here as the tracks shift from W. 11th Street to W. 10th Street.

The tracks are south of the parcel and are embedded in W. 10th Street northwest of the filling station and briefly where they cross Chicago Street and Kentucky Street southwest of the property. The embedded tracks will be removed at these locations and replaced with two new tracks. Parcels to the southwest of the property have been identified as anticipated acquisitions for railroad improvements. Several of these parcels slated for acquisition are vacant. The nearest building, also a commercial garage (c. 1946) stands at 506 Chicago Street, approximately 175 feet southwest of the filling on the opposite side of Kentucky Street. To the west of the filling station, the nearest parcel scheduled for acquisition and containing a building is 1002 Green Street, which is occupied by the historic hat and chair factory buildings approximately 600 feet from the filling station.

Indirect effects to the filling station are limited to visual and audible effects resulting from the anticipated demolition of 506 Chicago Street and 1002 Green Street, as well as temporary construction impacts. Though the view shed from the filling station will be altered somewhat by the proposed removal of buildings at 506 Chicago Street and 1002 Green Street, the buildings do not contribute to the character-defining features that make the filling station significant under Criteria A and C. Furthermore, because the historic filling station is already located adjacent to the tracks with catenary and wires, the installation of new tracks with associated catenary and overhead wires will have no adverse effect on this historic property. Construction impacts will result in temporary visual and audible effects and the possible re-routing of traffic, none of which

will rise to the level of an adverse effect. Thus, the Project will have *No Adverse Effect* on the filling station at 1004 Kentucky Street.

#### 3.1.4 1101 FRANKLIN STREET, MICHIGAN CITY (091-406-21091)

The two-story corner commercial building at 1101 Franklin Street stands on the southwest corner of 11th Street and Franklin Street (Figure 11) and is located within the Franklin Street Commercial Historic District. Constructed c. 1880, the rectangular building has a brick exterior and a flat roof. It is three bays wide with a canted corner entrance, and six bays deep with an additional two-story enclosed rear porch. The building shares a wall with its commercial neighbor on the south (1103 Franklin Street). The commercial building at 1101 Franklin Street is a contributing resource to the Franklin Street Commercial Historic District, which is listed in the NRHP under Criteria C and A for its significance in the areas of local architecture and commercial development of Michigan City. Though the building at 1101 Franklin Street does not possess sufficient significance to merit individual eligibility under Criterion A, it was recommended individually eligible under Criterion C as a good local example of typical late-nineteenth century urban commercial architecture. The building retains its ornamental woodwork and remains one of the few intact examples of its kind in Michigan City.



Figure 11. 1101 Franklin Street, view southwest across 11th Street tracks.

The property at 1101 Franklin Street lies directly south of the Project area, which in this section runs along W. 11th Street. The property is located outside of the direct APE and will not be affected by any direct impacts associated with the Project. The building stands on a narrow rectangular parcel at the northeast corner of W. 11th Street and Franklin Street. The property is bound on the south by a connected commercial building and on the west by two vacant, asphalt-paved parcels.

Indirect effects to 1101 Franklin Street are limited to visual effects, as well as temporary construction impacts that include noise and vibration. Along W. 11th Street north of the property, the proposed undertaking will entail the removal of the existing embedded, street-running single

track, catenary, and overhead wires, and the installation of two new tracks with associated catenary and overhead wires. Additionally, several properties in near proximity to the commercial building will be acquired for the Project and most likely demolished.

While the anticipated demolition of the adjacent buildings will have an effect on the historic district, the removal of these buildings will have minor impacts to 1101 Franklin Street's integrity of setting, association, and feeling. These nearby demolitions will not affect the ability of 1101 Franklin Street to convey its significance as an example of late nineteenth century commercial-style architecture and will not compromise the integrity of the resource. The Project will therefore have *No Adverse Effect* on 1101 Franklin Street.

#### 3.1.5 1009 CEDAR STREET, MICHIGAN CITY

The building at 1009 Cedar Street is a contributing resource to the Elston Grove Historic District. Constructed c. 1910, the two-story apartment building (Figure 12) exhibits elements of the Italianate style. It sits on a raised concrete block foundation and is clad in brick. Character-defining features include a two-story façade bay window; two-story porch; a flat roof obscured by a flared parapet; cornice embellished with brackets; and a finial on the northeast corner of the building. The building at 1009 Cedar Street was rated as Contributing in 1989 for its significance in vernacular construction in Michigan City. The building does not possess sufficient architectural significance to merit individual listing; however, it is representative of vernacular forms within the Elston Grove Historic District. The property associated with 091-406-21083 was therefore recommended eligible as a Contributing resource to this historic district.



Figure 12. 1009 Cedar Street (091-406-21083), view southwest.

The apartment building at 1009 Cedar Street is located on the west side of Cedar Street, the second building north of 11th Street. The property is located outside of the Project's direct effects APE and will not be directly impacted by the Project. The property will encounter indirect visual impacts that affect its integrity of setting resulting from the demolition of nearby buildings; however, these impacts will not compromise the integrity of the building or any of its character defining features. Because the building is already located adjacent to tracks with catenary and

overhead wires, the installation of new tracks with associated catenary and overhead wires will have no adverse effect on this historic property. Construction impacts will result in temporary visual, noise, and vibration effects and the possible re-routing of traffic, none of which will rise to the level of an adverse effect. Therefore, the Project will therefore have *No Adverse Effect* on 1009 Cedar Street.

## 3.1.6 410 YORK STREET (091-406-21078)

The building at 410 York Street is recommended eligible for listing in the NRHP as a contributing resource to the recommended boundary expansion of the Elston Grove Historic District. Constructed c. 1890, the two-story cross wing building (Figure 13) has an L-plan and sits on a raised brick foundation. Character-defining features include its cross wing form; fish-scale shingles in the gable; a central chimney, and the dwelling's immediate proximity to dwellings of the same era and/or style. The dwelling at 410 York Street was rated as a Contributing property by IHSSI in 1989. Though substantial alterations have resulted in the dwelling's inability to convey individual architectural significance, the building retains sufficient integrity of design and materials to contribute to a potential historic district.



Figure 13. 410 York Street (091406-21078), view southeast.

The building stands on the east side of York Street and faces west. The property is located outside of the Project's direct effects APE and will not be directly impacted by the Project; however, it will encounter indirect visual impacts that affect its integrity of setting resulting from the demolition of nearby buildings, however, these impacts will not compromise the integrity of the building or any of its character defining features. Because the building is already located adjacent to tracks with catenary and overhead wires, the installation of new tracks with associated catenary and overhead wires will have no adverse effect on this historic property. Construction impacts will result in temporary visual and audible effects and the possible re-routing

of traffic, none of which will rise to the level of an adverse effect. Therefore, the Project will therefore have *No Adverse Effect* on 410 York Street.

#### 3.1.7 BEHRNDT FLATS, 1111 CEDAR STREET, MICHIGAN CITY

The Behrndt Flats at 1111 Cedar Street were constructed c. 1926. The two-story brick apartment building (Figure 14) stands on the west side of Cedar Street and faces east. The Behrndt Flats were designed by John Lloyd Wright, son of Frank Lloyd Wright and a master architect in his own right, who was prolific in northwest Indiana and the Chicago area. John Lloyd Wright's style of design was eclectic, encompassing and combining influences of the Prairie, Tudor Revival, Colonial Revival, Spanish Mission Revival, and International styles. Wright built dozens of residences in LaPorte County, many located in Michigan City, Duneland Beach, and Long Beach, where he lived. A Multiple Property Documentation Form (MPDF) for John Lloyd Wright's work in northwest Indiana was listed in the NRHP in 2011. The MPDF identifies the Berhndt Flats as one of Wright's extant works in Michigan City. The apartment building primarily exhibits features of the Tudor Revival, particularly as it derived from the Gothic Revival style, as well as elements of the Spanish Revival and Colonial Revival styles. The building meets the criteria established for significance and integrity by the MPDF for eligibility in association with John Lloyd Wright. As well as exhibiting a masterful display of Wright's Tudor Revival and Eclectic design execution, the Behrndt Flats retain good integrity. All fenestration openings on the façade and side elevations appear to be original, and the majority of historic windows are intact. Character-defining features of the building, which include the pointed-arch brick window headers and facade doorway. engaged porches with front doors and copper pent roofs, massive chimneys with clay pot caps, and skinteled brick, remain intact. Due to the significance in association with the historic context identified by the MPDF for John Lloyd Wright's work in Northwest Indiana, the Behrndt Flats at 1111 Cedar Street were recommended eligible under Criterion C for individual listing in the NRHP.



Figure 14. Behrndt Flats, view southwest towards façade.

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Behrndt Flats at 1111 Cedar Street are located outside of the direct APE and will not be affected by any direct impacts associated with the Project. The building stands on a narrow rectangular parcel on the west side of Cedar Street, facing east. The property is bound on the north by a vacant lot, and on the south and west by residential properties. Residences also stand across (east side) Cedar Street from the Behrndt Flats. The apartment building lies three parcels south of the Project area, which in this section runs along embedded tracks on W. 11th Street.

Indirect effects to the Behrndt Flats are limited to visual and vibration effects, as well as temporary construction impacts. Along W. 11th Street north of the property, the proposed undertaking will entail the removal of the existing embedded, street-running single track, catenary, and overhead wires, and the installation of two new tracks with associated catenary and overhead wires. The installation of new tracks with associated catenary and overhead wires will have no adverse effect on this historic property. Construction impacts will result in temporary visual, noise, and possible vibration effects, as well as the possible re-routing of traffic, none of which will rise to the level of an adverse effect.

The church at 1102 Cedar Street (1925-1939), across the road and directly northeast of 1111 Cedar Street, has been identified as an anticipated acquisition for railroad improvements. The church is approximately 100 feet from the Behrndt Flats, and is within its direct viewshed. Though the demolition of the nearby properties on E. 11th and Cedar Streets will affect the historic setting of the Behrndt Flats, the removal of the buildings will not compromise the building's character-defining features or integrity. The criteria for integrity defined in the MPDF for John Lloyd Wright state that historic setting is important to an eligible property's significance primarily as it relates to the natural surroundings and landscape, such as topography and vegetation, aspects that were particularly influential to Wright's designs. The Project in the vicinity of 1111 Cedar Street will not impact these elements of the building's setting. Nor will the temporary or permanent effects of the Project impact the building's integrity of design, workmanship, materials, association, or feeling. It is therefore recommended that the proposed Project will have *No Adverse Effect* on 1111 Cedar Street.

#### 3.1.8 HASKELL AND BARKER HISTORIC DISTRICT, MICHIGAN CITY (NR-2355, 091-406-17001)

The Haskell and Barker Historic District (Figure 15 - Figure 16) stretches along Washington and Wabash Streets from 4th Street on the north to Homer Street on the south, runs north along Buffalo Street until 11th Street, where it extends west to Manhattan Street for a single block, then runs east along 10th Street until intersecting again with Wabash Street. The historic district shares its east boundary with the Franklin Street Commercial Historic District. Buildings in the Haskell and Barker Historic District, located on the west side of the historic city center, are primarily residential, with a small number of commercial and public neighborhood establishments also present. As described in the NRHP nomination, the Haskell and Barker neighborhood contains a mix of gable-front houses, Foursquares, bungalows, cottages, and two- or three-story apartment buildings constructed in the vernacular or in the Colonial Revival, Italianate, Tudor Revival, Neoclassical, or Art Moderne styles.

The Haskell and Barker Historic District was listed in the NRHP in 2013 under Criterion C for its exemplary collection of architectural styles, which includes some of the highest residential styles in the city, among them Queen Anne, Italianate, and Tudor Revival. The period of significance for the residential neighborhood extends from 1860 to 1958. The major impetus for the historic development of the neighborhood was the operation of Haskell and Barker Car Company. Owners of the company constructed vernacular workers' housing in proximity to their own more

upscale dwellings, resulting in a district that historically comprised a range of vernacular forms and high style architecture.





The proposed Project overlaps with the southern boundary of the district. One property located at 117 W. 11th Street (Figure 16) is a non-contributing resource to the historic district and is an anticipated acquisition. Along W. 11th Street, which forms the southern border of the district, the proposed undertaking will entail the removal of the existing embedded, street-running single track, catenary, and overhead wires, and the installation of two new tracks with associated catenary and overhead wires. Temporary construction impacts will result in temporary visual, noise, and possibly vibration effects, as well as the possible re-routing of traffic, none of which will rise to the level of an adverse effect. Additionally, Buffalo Street will be closed permanently at its intersection with 11th Street; however, this will not negatively impact the historic district's character-defining features or integrity as defined in the NRHP nomination.





Though the property at 117 W. 11th Street is an anticipated acquisition and will likely be demolished, this property is a non-contributing resource to the historic district, and is currently being used as an office for a used car lot. Furthermore, it is not individually eligible for listing in the NRHP. Any alterations undertaken to the associated parcels at this location, including potential demolition of the one-story, c. 1950 vinyl-clad commercial building, would not alter any historic views or streetscapes in the district and would not adversely affect the district. Other effects emanating from the proposed undertaking will be limited to the duration of construction and demolition and therefore do not pose any threat to the district's architectural or historic cohesion and integrity. It is therefore recommended that the proposed Project will have *No Adverse Effect* on the Haskell and Barker Historic District.

# 3.1.9 BEVERLY SHORES RAILROAD STATION, BROADWAY AND U.S. 12, BEVERLY SHORES (NR-0945, 127-406-02014)

The Beverly Shores Railroad Station (Figure 17) sits on the east side of Broadway and on the north side of the railroad tracks. The building historically included three blocks: the passenger station, which faced southeast towards the tracks, a central ticket office, and a residence, located at the north end of the building and facing southwest. Constructed in 1929, the one-story train depot is rectangular in form, stucco-clad, and has multiple rooflines. The Beverly Shores Railroad Station was listed in the NRHP for its significance under Criterion A in 1989. The property is currently owned by Northern Indiana Public Service Company (NIPSCO). Although no longer an active station for the SSL, Beverly Shores is a flag stop. The former railroad station serves primarily as a museum and local community center. The HPR for Porter County recommended that the station is also eligible for its significance under Criterion C for its architecture. The depot is an outstanding example of the Spanish Mission Revival style in Porter County and in the northwest region of Indiana. The style is locally uncommon, and is furthermore particularly representative of its execution by Arthur Gerber, Samuel Insull's chief railway architect and civil

engineer. The Beverly Shores Railroad Station retains good physical integrity with virtually no changes since its NRHP listing; it therefore was also recommended eligible under Criterion C.



Figure 17. Beverly Shores Station, view northeast; platform to the right.

The proposed undertaking will entail the removal of the existing tracks, catenary, and overhead wires, and the installation of two new tracks with associated catenary and overhead wires. The building stands on a NIPSCO-owned strip parcel that is approximately 1.15 miles in length, and 170 feet in width. The parcel lies parallel to the railroad tracks on the north side, north of the railroad ROW and the direct effects APE. The building will therefore not undergo direct impacts associated with the Project. Indirect effects to the historic depot are limited to visual, noise, and vibration impacts, as well as temporary construction impacts. Construction impacts include noise, visual, and possibly vibration effects, none of which will rise to the level of adverse effect. Additionally, the Project will entail the acquisition of a small strip of land approximately 50 feet southeast of the station for the construction of two new low-level boarding platforms. These new platforms will not have an adverse visual impact to the historic property. Because the station is already located adjacent to the tracks on the north side, the installation of new tracks with associated catenary and overhead wires will have no adverse effect on this historic property. Thus, the Project will have *No Adverse Effect* on the Beverly Shores Railroad Station.

## 3.1.10 OSCAR AND IRENE NELSON SITE, 217 W. DUNES HIGHWAY, BURNS HARBOR (127-175-05015/NR-2441)

The Oscar and Irene Nelson Site sits on a 3.28-acre wooded property on the north side of W. Dunes Highway and faces south (Figure 18). The two-story I-house, constructed c. 1880, has a side gable roof and is clad in clapboard with wood corner trim. The original I-house portion of the house was added onto at least twice, and later (historic-age) additions constitute the 1.5-story gabled block extending off of the rear (north) end of the original block. Seven outbuildings are visible from the public ROW, as well as one collapsed outbuilding. Outbuildings were identified in the 1990 IHSSI as including a chicken coop, summer kitchen, tool shed, work shop, privy, and a small house. These outbuildings are all wood frame, clad in wood, and were likely built in the late nineteenth century. Additionally, a gabled two-bay concrete block garage that likely dates to c. 1940 stands east of the house.



Figure 18. Oscar and Irene Nelson House, view north.

The Oscar and Irene Nelson house was rated as a Contributing property by the IHSSI survey in 1990, and is considered eligible under the draft Multiple Property Document NRHP Nomination for Swedish Properties of Baillytown, c. 1850- c. 1950. The property has been nominated for its significance under Criterion A, due to its ethnic and agricultural significance in Westchester Township of Porter County, as well as under Criterion C as an example of a Swedish-American log cabin exhibiting Nordic folk craftsmanship adapted to a rural Midwestern setting. Due to the ongoing status of its review by SHPO, and for the purposes of Section 106 for the Project, the Oscar and Irene Nelson Site is considered eligible under Criteria A and C, as recommended in the Multiple Property Document NRHP Nomination.

The property, which constitutes part of the Indiana Dunes National Lakeshore owned by the National Park Service, is bordered on the north side by the NICTD ROW; on the south side by W. Dunes Highway; and on the west and east by National Lakeshore property. The property lies outside (south) of the direct effects APE, and will not encounter any direct impacts from the Project. The parcel contains substantial coverage by mature trees and other vegetation, partially obscuring its view north towards the existing railroad tracks and nearby industrial development. All Project construction is designed to take place within the current railroad ROW. The Project at this location consists of construction of a new set of tracks on the south side of the existing tracks, as well as the removal and replacement of overhead catenary. The installation of new tracks with associated catenary and overhead wires will have no adverse effect on this historic property. Construction impacts will result in temporary vibration, visual, and noise, effects, which will be buffered by the trees that envelop the property. Thus, the Project will have *No Adverse Effect* on the Oscar and Irene Nelson Site.

#### 3.1.11 AL & SALLY'S MOTEL, 3221 W. DUNES HIGHWAY, MICHIGAN CITY

Al & Sally's Motel at 3221 W. Dunes Highway stands on the north side of Dunes Highway (U.S. 12) and faces southeast. The complex (Figure 19 - Figure 20), constructed c. 1950, comprises

two motel buildings, an outdoor pool, a pool house, a tennis court (not maintained), and a playground. The front portion of the property is an asphalt-paved parking lot with several landscaped islands, one of which contains the brick motel sign with the historic, neon-lit "Al & Sally's Motel" lettering. The brick structure is tapered in form, sits on a rusticated concrete block foundation, and is capped with a hipped roof covered by asphalt shingles.

Al & Sally's Motel is significant under Criterion A for its association with mid-century lakeshore tourism in Porter County. The recreation and tourism industry associated with the beaches and dunes on the south shore of Lake Michigan during the 1900s through the 1930s is fairly well represented in northwestern Indiana in residential communities such as Beverly Shores, Ogden Dunes, Michigan City, and Miller (in Lake County and now part of Gary). However, not many of commercial establishments built during the 1940s through the 1960s survive intact. Al & Sally's Motel at 3221 W. Dunes Highway is an exception. The motel is architecturally evocative of the 1950s era, expressed in its Googie-esque neon sign, windows, doors, and Permastone exterior. The building remains physically intact, and additionally retains its integrity of location, setting, feeling, and association. Al & Sally's Motel is eligible for individual listing in the NRHP under Criterion A.



Figure 19. Al & Sally's Motel, east motel block, view north.

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The motel property is bordered on the north side by the NICTD ROW; on the south side by W. Dunes Highway; and on the west and east by private commercial and residential properties. The property lies outside (south) of the direct effects APE, and will not encounter any direct impacts from the Project. The property is surrounded by mature trees and other vegetation, obscuring its view north towards the railroad tracks and towards adjacent properties on the east and west. All construction is designed to take place within the current railroad ROW. The Project at this location consists of construction of a new set of tracks on the south side of the existing tracks, as well as the removal and replacement of overhead catenary. The installation of new tracks with associated catenary and overhead wires will have no adverse effect on this historic property. Construction impacts will result in temporary visual, noise, and possibly vibration effects, which will be heavily buffered by the trees that envelop the property. Thus, the Project will have *No Adverse Effect* on Al & Sally's Motel.

#### 3.1.12 MILLER SCHOOL, 665 S. LAKE STREET, GARY (089-232-07095)

Constructed in 1910, the former school building is located on the southeast corner of E. 6th Place and Lake Street. The Classical Revival-style building (Figure 21 - Figure 22) has a rectangular plan, and its façade (west elevation) faces west onto Lake Street. A one-story rectangular addition on the rear (east elevation) of the building dates from c. 1930 and has the same material treatment as the main block.

The Miller School is locally significant under Criteria A and C. Under Criterion A, the school reflects the growth and prosperity in the Miller/Gary area after the establishment of the nearby steel mills. The Miller school is significant under Criterion C as an excellent example of the Classical Revival style in Miller. The school exhibits many hallmarks of the style, including its symmetry, monumental design, pedimented cornice, jack arches, and brick detailing. Further, the school is also an excellent representation of the work of architect Charles Kendrick, who designed several schools in the area and was a prominent architect in Indiana. The former Miller School possesses sufficient integrity of location, design, setting, workmanship, feeling, and association to convey its historic significance. The building is eligible for NRHP listing under Criteria A and C.

Figure 21. Miller School, view east.



Figure 22. Miller School, view south. SSL train visible in background.



The building, no longer a school but a community arts center, stands on a rectangular parcel bound by 6th Place on the north, private residential property on the east, railroad ROW on the south, and Lake Street on the west. The parcel is level with grassy and asphalt-paved surfaces, and young deciduous trees line the street side borders (north and west) of the property. The

parcel lies north of the railroad ROW and outside of the direct effects APE. All Project construction along this section will take place within the current railroad ROW, and will not encroach on private property on the north side. The replacement or improvement of tracks as well as the replacement of overhead catenary will occur approximately 130 feet south of the building and 40 feet south of the southern property boundary. The building will therefore not undergo direct effects associated with the Project.

Construction impacts will result in temporary visual and audible effects, which will be partially buffered by the trees around the property. South of the railroad and Dunes Highway, the Project will result in the realignment of a segment of Dunes Highway/U.S. 12 and the related acquisition of several dozen parcels over 0.65-mile, stretching one or two blocks deep (to Melton Road, or U.S. 20). The majority of these parcels are vacant, currently covered by vegetation or asphaltpaved lots. However, approximately six buildings occupy various parcels in this section, including several large brick buildings, all one story in height. The nearest of these buildings to be acquired is a one-story, wood-frame commercial building (5813 E. Dunes Highway, built c. 1940) that stands approximately 400 feet southwest of Miller School. Adjacent to the wood frame building is a large metal gable garage (5811 E. Dunes Highway, also constructed c. 1940). These are the only buildings likely to be demolished that stand within view of the Miller School. A new Gary/Miller Station and parking area will be constructed on the site of the current properties at this location (Figure 23). Access to cross streets Lake and Clay will remain open, and traffic flow will be minimally affected. For further information on Project details along this segment of the SSL, reference can be made to the Draft Environmental Assessment (EA) for the Project (May 2017).

The demolition of the buildings at 5811 and 5813 E. Dunes Highway will result in temporary effects of noise, vibration, and possibly small amounts of air pollution. These effects will be temporary and confined to the duration of construction. Visual effects will be partially shielded by trees. Building demolitions and Project construction will not present a substantial visual impact to the historic school property or in any way compromise its integrity or affect its character-defining features. Thus, the Project will have *No Adverse Effect* on Miller School.

Figure 23. Rendering of Gary/Miller Station Area, view southwest. Yellow star indicates Miller School; red star indicates current location of 5811-13 W. Dunes Highway.



## 3.1.13 5512 E. MELTON ROAD, GARY (089-232-07104)

The single-family dwelling at 5512 E. Melton Road was rated Contributing in 1994 for its architectural significance as an example of a Tudor Revival-style residence. The dwelling (Figure 24) stands on the north side of Melton Road and faces south. Constructed in 1924, the 1.5-story brick residence rests on a solid concrete foundation. The property is significant under Criterion C as a local example of the Tudor Revival style applied to a residential building. The unique, decorative use of stone, as well as the high overall integrity of the dwelling makes it a rare surviving example of the style. The property is not located within a previously identified or recommended historic district. The property at 5512 Melton Road is eligible for listing in the NRHP under Criterion C.



Figure 24. 5512 E. Melton Road, view northeast towards façade.

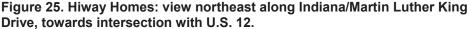
The building stands on the north side of E. Melton Road/U.S. 20 and south of the proposed Project area. The residence faces south and is enveloped by mature deciduous growth. The property, bound by residential properties on the east and west, a commercial warehouse on the north, and Melton Road on the south, lies outside the direct APE and will not be affected by any direct impacts associated with the Project.

No alterations to the existing tracks north of 5512 E. Melton Road are proposed. The proposed undertaking will entail the acquisition of a row of commercial and vacant parcels bordering 5512 E. Melton Road on the north. One single-story, metal-clad warehouse (5501 E. Dunes Highway, constructed c. 1940) lies approximately 50 feet north of the historic residence, and is an anticipated acquisition, likely to be demolished. Also facing demolition in the vicinity of 5512 E. Melton Road is a large one-story brick (vacant) commercial building (5701 E. Dunes Highway, constructed c. 1959), standing approximately 300 feet and three properties east of the historic residence. Both properties are heavily obscured from view from 5512 E. Melton Road. The removal of these buildings will result in effects of noise, vibration, and possibly small amounts of air pollution. These effects will be temporary in nature and confined to the duration of construction. Permanent noise and vibration impacts will be concentrated along the railroad alignment and at-grade crossings, and will be moderate or minimal in scale. Due to the low visibility of the anticipated acquisitions from the historic property, no permanent adverse visual effects are anticipated. There will be no impact to the building's character-defining features or overall integrity. Thus, there will be *No Adverse Effect* to this property from the proposed Project.

#### 3.1.14 HIWAY HOMES HISTORIC DISTRICT, GARY

The Hiway Homes Historic District (Figure 25- Figure 27), located at the southeast corner of Gary's historic residential grid, is bound on the west by the east side of Ohio Street; on the east by the west side of Illinois Street; and on the south by the north side of 7th Avenue. The north boundary follows the north side of E. 6th Avenue between Ohio and Louisiana Streets, the south side of 6th Avenue between Louisiana and Mississippi Streets, and U.S. 12 between Mississippi and Illinois Streets. The boundaries of the historic district mostly correspond with the neighborhood's construction by Hiway Homes between 1947 and 1949, on a subdivision originally platted in 1910. Dwellings built by Hiway Homes in this neighborhood are exclusively 1-and 1.5-story brick Minimal Traditionals, some of which are embellished with Colonial Revival-style details. Within the neighborhood, side and front gable variations of the Minimal Traditional are present and arranged methodically.

The Hiway Homes Historic District is significant under Criteria A and C. The district is significant under Criterion A for its representation of residential development during Gary's postwar era, a time period distinct from the city's earlier and well-documented steel-driven booms that took place from 1906 through the 1920s and again during World War II. The neighborhood was well situated to access the steel mills on the other side of U.S. 12 and industrial plants immediately east, including the Gary Screw and Bolt Company and the Walter Bates Steel Corporation. The houses are typical of Levittown-style suburbia in their simplicity, small scale, and suburban and autofriendly setting. Character-defining features of the neighborhood include the 1 or 1.5-story brick house forms, brick detail work around doors and windows, narrow parcels, hipped roof garages, and the two-way Indiana Street/Martin Luther King Drive with its central parking median.





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Figure 26. Hiway Homes: view northwest along Louisiana Street.



Figure 27. Hiway Homes: view northeast towards railroad and catenary behind 603 Indiana Street.



The neighborhood lies south of the direct APE and will not encounter any direct effects associated with the Project. Most of the northern half of the historic district lies within the Project's indirect effects APE; the rest of the district lies outside of the entire APE.

Along this section of the railroad, the Project will entail the installation of a second line of track on the north side (opposite Hiway Homes Historic District) of the divided, 4-lane U.S. 12 (W. Dunes Highway). Northeast of the historic neighborhood, an 800-foot strip of U.S. 12 has been identified as an anticipated acquisition, to serve as a temporary construction staging area. This stretch of highway lies approximately 180 feet north of the nearest property belonging to the Hiway Homes Historic District. Indirect effects to the historic district are limited to visual and noise effects, as well as temporary construction impacts. Because the neighborhood is already located in the vicinity of the tracks, with Dunes Highway as a buffer, the installation of new tracks with associated catenary and overhead wires will have no adverse effect on the district. Traffic routes through the neighborhood will not be affected. Permanent noise and vibration impacts will be concentrated along the railroad alignment and at-grade crossings, and will be moderate or minimal in scale. Construction impacts will result in temporary visual, noise, and possibly vibration effects, none of which will rise to the level of an adverse effect. Thus, the Project will have *No Adverse Effect* on the recommended Hiway Homes Historic District.

## 3.1.15 CONTRIBUTING RESOURCES TO THE RECOMMENDED HIWAY HOMES HISTORIC DISTRICT, GARY

The following properties assessed individually below are grouped together here based on their shared historic and geographical identity within the recommended Hiway Homes Historic District in Gary. The Project was found to have *No Adverse Effect* on the overall historic district, and *No Adverse Effect* on all four properties evaluated individually as contributing resources to the historic district.

#### 3.1.15.1.1 602 Illinois Street (089-232-19670)

Constructed in 1948, the one-story brick dwelling (Figure 28) rests on a poured concrete foundation. Character-defining features on the side gable building include brick quoining around the entry door, rowlock brick sills, a central chimney, and a detached hipped-roof concrete block garage. The dwelling at 602 Illinois Street was rated Contributing in 1995 for its architectural significance as a "typical mid-twentieth century house." Though not sufficiently significant to merit individual NRHP-listing, the property is eligible as a Contributing resource to the Hiway Homes Historic District, which is significant under Criteria A and C.



Figure 28. 602 Illinois Street (089-232-19670), view northwest.

The residence at 602 Illinois Street stands on the southwest corner of Illinois Street and U.S. 12/W. Dunes Hwy, and faces east onto Illinois Street. The property is located outside of the direct APE and will not encounter any direct effects associated with the Project. North of U.S. 12, the proposed undertaking will entail the installation of a second line of tracks with associated catenary and overhead wires. Because the historic property is already located south of the existing single track (and U.S. 12), the installation of new tracks with associated catenary and overhead wires will have no adverse effect on the dwelling. Indirect effects to the property are limited to visual and noise effects, as well as temporary construction impacts. Permanent noise and vibration impacts will be concentrated along the railroad alignment and at-grade crossings, and will be moderate or minimal in scale. Construction impacts will result in temporary visual, noise, and possibly vibration effects, none of which will rise to the level of an adverse effect. Thus, the Project will have *No Adverse Effect* on 602 Illinois Street.

## 3.1.15.1.2 608 Mississippi Street (089-232-19671)

Constructed in 1947, the one-story dwelling (Figure 29) rests on a poured concrete foundation. Character-defining features include the building's hipped roof, central chimney, frieze boards, brick quoining around the entry door, and rowlock brick sills along windows. The dwelling at 608 Mississippi Street was rated Contributing in 1995 for its architectural significance as a "typical mid-twentieth century house." Though not sufficiently significant to merit individual NRHP-listing, the property is eligible as a Contributing resource to the Hiway Homes Historic District, which is significant under Criteria A and C.



Figure 29. 608 Mississippi Street (089-232-19671), view northwest.

The building stands on the west side of Mississippi Street and faces east. The property is located outside of the direct APE and will not be affected by any direct impacts associated with the Project. North of U.S. 12, and 200 feet north of the historic property, the proposed undertaking will entail the installation of a second line of tracks with associated catenary and overhead wires. Because the historic property is already located south of the existing single track (and U.S. 12), the installation of new tracks with associated catenary and overhead wires will have no adverse effect on the dwelling. Indirect effects to the property are limited to visual and noise effects, as well as temporary construction impacts. Permanent noise and vibration impacts will be concentrated along the railroad alignment and at-grade crossings, and will be moderate or minimal in scale. Construction impacts will result in temporary visual, noise, and possibly vibration effects, none of which will rise to the level of an adverse effect. Thus, the Project will have *No Adverse Effect* on 608 Mississippi Street.

## 3.1.15.1.3 628 Mississippi Street (089-232-19672)

Constructed in 1947, the one-story, residential dwelling (Figure 30) sits on a poured concrete foundation. Character-defining features include the building's hipped roof, frieze boards, brick quoining around the entry door, and brick rowlock sills. Windows have been boarded up and their exact condition is unknown. The dwelling at 628 Mississippi Street was rated as Contributing in 1995 for its architectural significance as a "typical mid-twentieth century house." Though not sufficiently significant to merit individual NRHP-listing, the property is eligible as a Contributing resource to the Hiway Homes Historic District, which is significant under Criteria A and C.



Figure 30. 628 Mississippi Street (089-232-19672), view northwest.

The dwelling stands on the west side of Mississippi Street and faces east. The property is located outside of the direct APE and will not be affected by any direct impacts associated with the Project. North of U.S. 12, and over 300 feet north of the historic property, the proposed undertaking will entail the installation of a second line of tracks with associated catenary and overhead wires. Because the historic property is already located south of the existing single track (and U.S. 12), the installation of new tracks with associated catenary and overhead wires will have no adverse effect on the dwelling. Indirect effects to the property are limited to visual and noise effects, as well as temporary construction impacts. Permanent noise and vibration impacts will be concentrated along the railroad alignment and at-grade crossings, and will be moderate or minimal in scale. Construction impacts will result in temporary visual, noise, and possibly vibration effects, none of which will rise to the level of an adverse effect. Thus, the Project will have *No Adverse Effect* on 628 Mississippi Street.

## 3.1.15.1.4 637 Indiana Street/Martin Luther King Drive (089-232-19674)

Constructed in 1947, the 1.5-story, residential dwelling sits on a poured concrete foundation. Character-defining features include the steep-pitch roof, frieze boards, brick exterior, and cast concrete sills. The residence at 637 Indiana Street was rated as Contributing in 1995 for its architectural significance as a "typical mid-twentieth century house." Though not sufficiently significant to merit individual NRHP-listing, the property is eligible as a Contributing resource to the Hiway Homes Historic District, which is significant under Criteria A and C.



Figure 31. 637 Indiana Street (089-232-19674), view northeast.

The dwelling resides on the east side of Indiana Street and faces west. The property is located outside of the direct APE and will not be affected by any direct impacts associated with the Project. North of U.S. 12, and over 400 feet north of the historic property, the proposed undertaking will entail the installation of a second line of tracks with associated catenary and overhead wires. Because the historic property is already located south of the existing single track (and U.S. 12), the installation of new tracks with associated catenary and overhead wires will have no adverse effect on the dwelling. Indirect effects to the property are limited to visual and noise effects, as well as temporary construction impacts. Permanent noise and vibration impacts will be concentrated along the railroad alignment and at-grade crossings, and will be moderate or minimal in scale. Construction impacts will result in temporary visual, noise, and possibly vibration effects, none of which will rise to the level of an adverse effect. Thus, the Project will have *No Adverse Effect* on 637 Indiana Street.

#### 3.1.16 GLEN RYAN PARK HISTORIC DISTRICT, GARY

The Glen Ryan Park Historic District (Figure 32 - Figure 34) is bounded by S. New Jersey Street on the west, E. 6th Avenue on the north, Allen Street to the east, and E. 7th Avenue to the south. In total, the district contains 206 parcels. The boundaries are based both on the historic platting of the area, as well as the development of the subdivision, which occurred in two distinct phases.

The Glen Ryan Park Historic District is locally significant under Criterion A as an intact example of community development following World War II and the Korean War, as well as under Criterion C as an example of a cohesive, intact collection of late 1950s Ranch-style domestic architecture. The neighborhood was platted in March 1956, and in May 1957 homes began being sold. The eponymous neighborhood was developed by builder and developer Glen L. Ryan. Located just minutes from Gary's steel and metal manufacturing businesses, the district housed mostly middle class, manufacturing workers and their families. The district was laid out with convenience and

livability in mind, and included sidewalks, city utilities, and a small park (Glen L. Ryan Park). The neighborhood retains good integrity, exhibiting intact character-defining features such as mixtures of exterior cladding on building façades (including wood, asbestos shingles, wood shingles, and synthetic stone); large, multi-paned picture windows on the façade; paved walkways; concrete driveways; tree-lined streets; curvilinear roads; landscaped parcels; uniform lot sizes; and a general lack of attached garages.



Figure 32. Glen Ryan Park: view northeast at E. 6th Place and Allen Street.

Figure 33. Glen Ryan Park: view west at E. 7th Avenue and State Street. Railroad and catenary visible at left.



Figure 34. Glen Ryan Park: view south at E. 6th Avenue and New Jersey Street, towards railroad.



The Glen Ryan Park Historic District lies outside the direct APE and will not be affected by any direct impacts associated with the Project. The row of properties lining the north side of E. 7th

Avenue lies within the Project's area of indirect effects; the rest of the district lies outside of the entire APE.

Along this section of the SSL, the Project will entail the installation of a second line of track. All construction in this area is confined to the current railroad ROW. The proposed undertaking will entail the removal of the existing single track, catenary, and overhead wires, and the installation of two new tracks with associated catenary and overhead wires. Indirect effects to the historic district are limited to visual and noise effects, as well as temporary construction impacts. Permanent noise and vibration impacts will be concentrated along the railroad alignment and atgrade crossings, and will be moderate or minimal in scale. Because the south border of the neighborhood is already located adjacent to the tracks, the installation of new tracks with associated catenary and overhead wires will have no adverse effect on this recommended historic district. The location of E. 7th Avenue between the tracks and the neighborhood will eliminate most, if not all need for the temporary re-routing of traffic. No anticipated acquisitions are located within Glen Ryan Park; the nearest acquisition anticipated in the vicinity is located at the intersection of Clay Street and the railroad (south of 7th Avenue), over 600 feet east of the easternmost boundary of the recommended historic district. Construction at this location will likely result in the temporary closure of Clay Street at this juncture, but the street will be re-opened after Project completion. Other temporary effects resulting in construction at this location and along the rail line could include noise and possibly some vibrations and small amounts of atmospheric pollution, none of which will rise to the level of adverse effect. Thus, the Project will have No Adverse Effect on the recommended Glen Ryan Park Historic District.

#### 3.2 HISTORIC PROPERTIES WITH ADVERSE EFFECTS

Adverse effects on historic properties are discussed in the following text starting with individually eligible historic properties, followed by effects on historic districts and their contributing resources. Adverse effects to historic properties in the APE are primarily limited to the acquisition and subsequent demolition of historic properties, the majority of which are contributing resources to historic districts. The Build Alternative would result in the acquisition and demolition of historic properties in the APE, resulting in adverse effects to historic properties, all of which are located within Michigan City. Affected properties include individually eligible resources, as well as the Elston Grove Historic District, the Franklin Street Commercial Historic District, and contributing resources to all three historic districts. There would be no adverse effects to the Haskell and Barker Historic District or the recommended DeWolfe's Addition Historic District.

The Build Alternative will also result in the removal of existing street-running tracks, replacement of OCS, addition of new ballasted tracks, high-level platforms, permanent re-routing of traffic, and increased service. Although these changes would have indirect impacts on historic properties in the APE, these components would not compromise the integrity of historic properties in the APE, nor would they rise to the level of an adverse effect.

## 3.2.1 FIRST CHRISTIAN CHURCH, 1102 CEDAR STREET (091-406-21081)

Formerly the First Christian Church, this vacant church building (Figure 35 - Figure 36) was constructed c. 1925 in the Spanish Mission Revival style. The building has a rectangular plan with a front parapet gable flanked by twin towers, and transecting parapet gables at the rear (east elevation). A flat-roof, 3-story brick addition was built on the rear of the building c. 1960. Character-defining features include the shaped central parapet; twin towers with cupolas; concrete architraves accenting the center bay doors and windows; and concrete pilasters and entablature engraved with "First Christian Church." The church was rated Outstanding in the

LaPorte County Interim Report of 1989. The church meets Criteria Consideration A for religious properties and is eligible under Criterion C for its architecture. It is also eligible as a contributing resource to the Elston Grove Historic District Boundary Expansion. The church is locally significant for its unusual and exemplary display of the Spanish Mission Revival style, especially as applied to ecclesiastical architecture in northwest Indiana. Though its style is unique for a church in Michigan City, alterations including the non-conforming c. 1960 addition; replacement windows and doors; and damage resulting from a recent fire have affected the building's integrity of design and workmanship. Overall, the building retains its integrity of location, design, setting, workmanship, materials, feeling, and association.

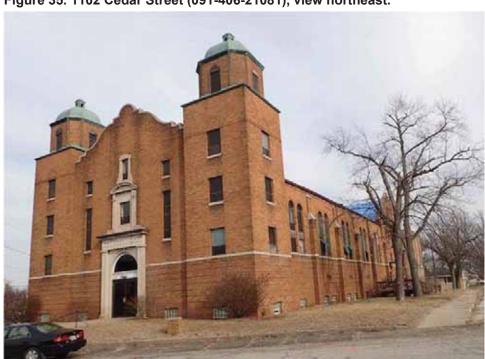


Figure 35. 1102 Cedar Street (091-406-21081), view northeast.

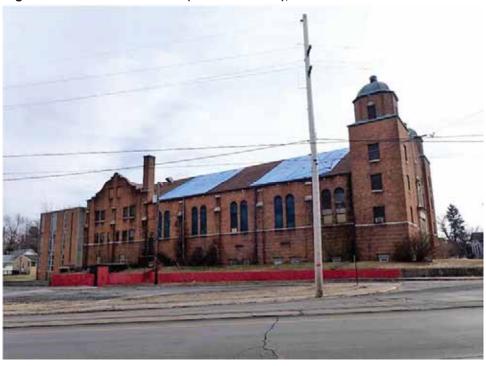
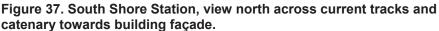


Figure 36. 1102 Cedar Street (091-406-21081), view southeast.

The church stands on the southeast corner of 11th Street and Cedar Street and faces west. The property is included in a continuous, multi-block section of 10 anticipated acquisitions for the Project. Buildings on these parcels will be demolished, and tracks with associated catenary and overhead wires will be constructed in their place. Due to the anticipated acquisition and demolition of this property, the Project will have an *Adverse Effect* on 1102 Cedar Street.

#### 3.2.2 SOUTH SHORE STATION, 114 E. 11TH STREET, MICHIGAN CITY (091-406-21092)

The South Shore Station (Figure 37), constructed in 1926, is located at 114 E. 11th Street. The Beaux Arts-style station, which is currently vacant, is a two-story rectangular building, three bays wide and constructed of brick faced in glazed terra cotta masonry units on the façade. The South Shore Station is significant under Criterion A as the earliest, if not the only, purpose-built multimodal transportation facility of the early-twentieth century in LaPorte County. The South Shore Station was a central hub, serving both rail and bus passengers and also handled freight service. The Shore Line Motor Coach Company, which operated out of the Michigan City station, operated 26 routes in northern Indiana, southern Michigan, and Illinois. Further, the station is representative of Samuel Insull's investment in and transformation of the CSS & SB. It is one of two extant early-twentieth century stations of the SSL, both designed by architect and engineer Arthur Gerber. The building is also significant under Criterion C as an example of Gerber's train stations in the greater Chicago area and is indicative of his contemporaneous Beaux Arts designs that remain extant along the Chicago Rapid Transit Line in Evanston, Illinois. Character-defining architectural features are embodied primarily by its facade, which has a pedimented terra cotta parapet with an oculus decorated with a laurel wreath and swags, and is embellished with a heavy molded egg and dart terra cotta cornice, corbels, engaged paneled pilasters, and laurel wreaths.





The South Shore Station's association has been impacted as it is no longer owned by the SSL and is no longer in use. Although all of the fenestration has been replaced on the façade and the building is currently boarded up, the South Shore Station retains its integrity of location, design, setting, materials, workmanship, and feeling. The building retains sufficient integrity to convey its significance under Criteria A and C, and is eligible for individual listing in the NRHP. The building is also a contributing resource to the Franklin Street Commercial Historic District.

The historic South Shore Station building stands on the north side of 11th Street, facing south, and within the Project APE for direct effects. The construction of the double track and raised platform at this location requires an expanded ROW and increased setback of buildings on the north side of 11th Street. The preferred alternative proposes careful removal of the historic façade of the SSL station with its original materials and incorporating the historic façade into a new and enlarged station building. A mixed-use addition and parking structure surrounding the station building would be similar to the design of the station's historic garage and bus depot that was once extant in this location. The new station building would be relocated further north from its current location by approximately 10 feet, and would accommodate a multi-use purpose that includes waiting room, restrooms, and ticket vending machines serving the SSL, thereby partially restoring the historic building's original function.

Efforts to reconstruct the historic Beaux Arts façade of the SSL station as well as the style and the context-sensitive design of the mixed-use building/parking structure will minimize the Project's direct impacts sustained by the historic property. However, the demolition of the great majority of the historic station, in addition to the demolition of its immediate neighbors (1015-1019 Franklin Street, 1010 Franklin Street, and 106 E. 11th Street), the widened roadway, new setback, OCS, and new raised platform, will nonetheless cause a major visual and physically destructive impact to the property, resulting in an overall loss of integrity of design, materials, workmanship, setting,

association, and feeling. The Project will therefore have an *Adverse Effect* on the South Shore Station.

#### 3.2.3 1116 W. 10TH STREET, MICHIGAN CITY

According to LaPorte County Assessor data, the dwelling at 1116 W. 10th Street was built in 1937. The building (Figure 38) stands on the south side of W. 10th Street and faces north. The exterior is brick and the roof is covered with asphalt shingles and metal rake trim. The Eclectic-style house exhibits features of the Tudor Revival, Art Moderne, Craftsman, and Minimal Traditional styles. The residence at 1116 W. 10th Street is significant under Criterion C as a rare, possibly locally unique, example of an Eclectic-style dwelling that incorporates an unusual stylistic combination including Tudor Revival, Minimal Traditional, Art Moderne, and Craftsman. All these residential styles were in use locally and across the United States during the pre-World War II era, but they were seldom combined all at once. The dwelling at 1116 W. 10th Street is distinct not only for its blended styles, but for the cohesive and skillful manner in which the design was executed. The building at 1116 W. 10th Street is eligible under Criterion C for individual listing in the NRHP.



Figure 38. 1116 W. 10th Street, view southwest.

The residential building stands on a narrow rectangular parcel on the south side of W. 10th Street. The property lies within direct effects APE, and is an anticipated acquisition for the Project. The property at 1116 W. 10th Street lies within a 0.8-mile stretch west of Kentucky Street that comprises several dozen private properties on the south side of W. 10th Street that are anticipated acquisitions. The proposed demolition of this property, along with its neighbors to the east and west, will result in an *Adverse Effect* to the historic residence at 1116 W. 10th Street.

#### 3.2.4 ELSTON GROVE HISTORIC DISTRICT, MICHIGAN CITY (NR-2331 091-406-18001)

The primarily residential Elston Grove Historic District is wedge shaped and bound by 11th Street on the south, Michigan Boulevard and 6th Street on the north, and Pine Street (also the east boundary of Franklin Street Commercial Historic District) on the west. The district's core comprises part of the original Michigan City town plat from the 1830s, and radiates outwards to include later development and infill constructed as late as 1965. Buildings in the Elston Grove

Historic District (Figure 39 - Figure 41) are mostly residential, with a small number of commercial and public neighborhood establishments also present. As described in its NRHP nomination, the Elston Grove neighborhood contains a mix of modest gable-front houses, Foursquares, bungalows, cottages, and two or three-story apartment buildings constructed in the vernacular or in the Colonial Revival, Italianate, Tudor Revival, Neoclassical, and Art Moderne styles. The district also contains a library and a small number of churches, schools, and businesses.

The Elston Grove Historic District was listed in the NRHP in 2013 under Criterion A for its role in local industry and education, as well as under Criterion C for its exemplary representation of a range of architectural styles and forms. The historic district is identified in the nomination as associated generally with industrial and civic development in the city that spans over a century of progress, rather than attributed to any specific industry, developer, architectural style or form, or historic pattern or event. As such, the district includes a wide range of construction dates and architectural styles, types, and forms that all contribute substantially to the historic built environment of Michigan City from its earliest (extant) development period (1850–1860s) to the late historic period (1960s).

Figure 39. Elston Grove Historic District: view northeast from Lafayette and 11th Streets. Cross-gabled building at left front (314 Lafayette Street) is an anticipated acquisition.



Figure 40. Elston Grove Historic District: view northwest from York and 11th Streets.



Figure 41. Elston Grove Historic District: view northwest from Cedar and 11th Streets. All visible buildings are anticipated acquisitions.



The proposed Project overlaps with the southern boundary of the existing district, and parts of the district will be directly affected. Along W. 11th Street, which forms the southern border of the district, the proposed undertaking will entail the removal of the existing embedded, street-running single track, catenary, and overhead wires, and the installation of two new tracks with associated catenary and overhead wires. Temporary effects will include noise, vibrations, and atmospheric

pollution resulting from the demolition of approximately 23 buildings (contributing and non-contributing resources to the historic district) and the removal and installation of railroad tracks along E. 11th Street. Additionally, at least four streets (Pine, Spring, Lafayette, and Oak) will undergo temporary closure and/or construction near their intersections (north and/or south sides) with 11th Street, which will result in temporary re-routing of traffic. Permanent street closures will take place on Maple, York, Spring, and Pine Streets, resulting in new cul-de-sacs at their juncture with 11th Street (Figure 42).



Figure 42. Proposed typical cul-de-sac, view south.

Several blocks of the historic district located along 11th Street lie within the Project's direct effects APE. Sixteen residential properties lining the south side of the district (the north side of E. 11th Street) have been identified as anticipated acquisitions (Figure 39 and Figure 41). The Elston Grove Historic District nomination indicated 10 of these 16 properties are contributing resources to the historic district; all of these anticipated acquisitions will likely be demolished (Table 3).

The anticipated acquisition and probable demolition of 10 contributing resources within the existing historic district boundaries will negatively impact the district's overall integrity of setting and feeling. The historic properties slated for demolition typify the early twentieth century domestic buildings of the Elston Grove neighborhood—wood frame, 1.5 or 2 stories, and front gable or gable-and-wing in form. Located along the historic SSL tracks embedded in 11th Street, these properties also contribute to the district's significance under Criterion A, as they represent the neighborhood's development spurred by local industrial prosperity in the early 1900s and encouraged by the establishment of electric interurbans along Franklin Street (1903) and 11th Street (1908). The loss of these buildings fractures the neighborhood's historic and architectural cohesion, and will considerably alter viewsheds and streetscapes on the south part of the district. It is therefore recommended that the proposed Project will have an *Adverse Effect* on the Elston Grove Historic District.

Assessment of Effects for the NIC I Michigan City to Gary, Indiana	D Double Track NWT Project,
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Table 3. Contributing Resources to the Elston Grove Historic District with Adverse Effects

Photograph	IHSSI No./NRHP No.	Property Name	Address	County	NRHP Status	Assessment of Effect
	091-406-21082	Apartment Building	328 E. 11th Street, Michigan City	LaPorte	Contributing resource to Elston Grove Historic District	Adverse Effect
		House (Scherrbaum Residence)	1012 Spring Street, Michigan City	LaPorte	Contributing resource to Elston Grove Historic District	Adverse Effect
		House	1015 Spring Street, Michigan City	LaPorte	Contributing resource to Elston Grove Historic District	Adverse Effect
		House (Lubiniecki Residence)	202 E. 11th Street, Michigan City	LaPorte	Contributing resource to Elston Grove Historic District	Adverse Effect

Table 3. Contributing Resources to the Elston Grove Historic District with Adverse Effects

Photograph	IHSSI No./NRHP No.	Property Name	Address	County	NRHP Status	Assessment of Effect
		House (Hill Residence)	206 E. 11th Street, Michigan City	LaPorte	Contributing resource to Elston Grove Historic District	Adverse Effect
		House (Isbell Residence)	210 E. 11th Street, Michigan City	LaPorte	Contributing resource to Elston Grove Historic District	Adverse Effect
		House	218 E. 11th Street, Michigan City	LaPorte	Contributing resource to Elston Grove Historic District	Adverse Effect
		House (Bibb Residence)	314 Lafayette Street, Michigan City	LaPorte	Contributing resource to Elston Grove Historic District	Adverse Effect

Table 3. Contributing Resources to the Elston Grove Historic District with Adverse Effects

Photograph	IHSSI No./NRHP No.	Property Name	Address	County	NRHP Status	Assessment of Effect
		Apartment Building	320-322 E. 11th Street, Michigan City	LaPorte	Contributing resource to Elston Grove Historic District	Adverse Effect
		House (Vance Residence)	716 E. 11th Street, Michigan City	LaPorte	Contributing resource to Elston Grove Historic District	Adverse Effect

Assessment of Effects for the NICTD Double Track NW Michigan City to Gary, Indiana	'l Project,
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## 3.2.5 ELSTON GROVE HISTORIC DISTRICT BOUNDARY EXPANSION, MICHIGAN CITY

It was recommended that the boundaries of the Elston Grove Historic District be expanded on its south side to include those residential buildings located primarily on the south side of 11th Street between Oak Street on the east (not including the three easternmost parcels, which do not contain historic-age buildings) and Pine Street on the west. The district expansion (Figure 43 - Figure 45) extends approximately one block deep in order to include historic buildings located on York, Cedar, Spring, and Pine Streets. Surveyed buildings that stand within the area identified for this potential expansion were built between c. 1875 and c. 1925, reflecting the same period of significance as the Elston Grove Historic District. Recommended contributing buildings are wood frame and most frequently vernacular front gabled, cross wing, or bungalows, all forms that are typical and exemplary of the existing Elston Grove Historic District on the north side of 11th Street.

Figure 43. Elston Grove Historic District Boundary Expansion: view southeast from Spring and 11th Streets. The church (1102 Cedar Street) is an anticipated acquisition.



Figure 44. Elston Grove Historic District Boundary Expansion: view southwest from Cedar and 11th Streets.



Figure 45. Elston Grove Historic District Boundary Expansion: view southeast from Pine and 11th Streets.



The proposed Project overlaps with the boundary expansion area, and parts of the historic district expansion will be directly affected. Along W. 11th Street, which runs along the north side of the expansion area, the proposed undertaking will entail the removal of the existing embedded, street-running single track, catenary, and overhead wires, and the installation of two new tracks with associated catenary and overhead wires on an altered alignment. Temporary effects will include noise, vibrations, and atmospheric pollution resulting from the demolition of approximately 21 buildings and the removal and installation of railroad tracks along E. 11th Street. Additionally, at least four streets (Pine, Spring, Lafayette, and Oak) will undergo temporary closing and/or construction near their intersections (north and/or south sides) with 11th Street, which will result in temporary re-routing.

Within the area south of 11th Street recommended for inclusion to the Elston Grove Historic District, eight residential properties and one church (Figure 43 and Figure 44) have been identified as anticipated acquisitions for the Project. Located contiguously along the south side of 11th Street between York Street and the west side of Cedar Street, all nine of these properties would be considered contributing resources to the recommended expansion of the historic district. All anticipated acquisitions, with the exception of 319 and 321 E. 11th Street, in the boundary expansion will likely be demolished.

The anticipated acquisition and probable demolition of seven historic residential properties within the recommended historic district boundaries will negatively impact the expansion area's overall integrity of setting and feeling. The historic residences slated for probable demolition typify the early twentieth century domestic type of the Elston Grove neighborhood—wood frame, 1.5 or 2 stories, and front gable or gable-and-wing in form, as well as brick bungalows. Located along the historic SSL tracks embedded in 11th Street, these homes also contribute to the district's significance under Criterion A, as they represent the neighborhood's development spurred by local industrial prosperity in the early 1900s and encouraged by the establishment of electric interurbans along Franklin Street (1903) and 11th Street (1908). The loss of these buildings fractures the neighborhood's historic and architectural cohesion, and will considerably alter viewsheds and streetscapes on the south part of the district. It is therefore recommended that the proposed Project will have an *Adverse Effect* on the Boundary Expansion to the Elston Grove Historic District.

# 3.2.5.1 CONTRIBUTING RESOURCES TO THE RECOMMENDED EXPANSION OF ELSTON GROVE HISTORIC DISTRICT, MICHIGAN CITY

The following properties assessed individually below are grouped together based on their shared historic and geographical identity within the recommended expansion to the Elston Grove Historic District in Michigan City. The Project was found to have an *Adverse Effect* both on the existing historic district and the recommended expansion, as well as an *Adverse Effect* on seven contributing resources to the district, including all three individually surveyed properties evaluated as contributing resources (Table 4).

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Table 4. Contributing Resources to the Recommended Expansion of the Elston Grove Historic District with Adverse Effects

Photograph	IHSSI No./NRHP No.	Property Name	Address	County	NRHP Status	Assessment of Effect
		House	501 E. 11th Street, Michigan City	LaPorte	Recommended eligible as contributing resource to recommended Elston Grove Historic District Expansion	Adverse Effect
		House	509 E. 11th Street, Michigan City	LaPorte	Recommended eligible as contributing resource to recommended Elston Grove Historic District Expansion	Adverse Effect
		House	513 E. 11 Street, Michigan City	LaPorte	Recommended eligible as contributing resource to recommended Elston Grove Historic District Expansion	Adverse Effect
		House	517 E. 11th Street, Michigan City	LaPorte	Recommended eligible as contributing resource to recommended Elston Grove Historic District Expansion	Adverse Effect

Table 4. Contributing Resources to the Recommended Expansion of the Elston Grove Historic District with Adverse Effects

Photograph	IHSSI No./NRHP No.	Property Name	Address	County	NRHP Status	Assessment of Effect
		House	523 E. 11th Street, Michigan City	LaPorte	Recommended eligible as contributing resource to recommended Elston Grove Historic District Expansion	Adverse Effect
	091-406- 21080	House	505 E. 11th Street, Michigan City	LaPorte	Recommended eligible as contributing resource to recommended Elston Grove Historic District Expansion	Adverse Effect
	091-406- 21081	First Christian Church	1102 Cedar Street, Michigan City	LaPorte	Recommended individually eligible and as contributing resource to recommended Elston Grove Historic District Expansion	Adverse Effect

#### 3.2.5.1.1 505 E. 11th Street (091-406-21080)

Built c. 1870, this 1.5-story dwelling (Figure 46) has an L-plan and rests on a raised brick foundation with recessed lights. Character-defining features include a raised front porch extending the full width of the ell; a central brick chimney; and the dwelling's immediate proximity to dwellings of the same era and style. The dwelling at 505 11th Street was rated Notable in 1989 for its architectural significance. Due to the loss of its historic material and design elements, including wood siding, original wood porch with turned balustrade, and wood architraves, the building does not convey individual architectural significance; however, the dwelling retains sufficient integrity of design, setting, feeling, and association to remain Eligible as a Contributing property to the boundary expansion of the Elston Grove Historic District.



Figure 46. 505 11th Street (091-406-21080), view southwest.

The dwelling stands on the south side of 11th Street and faces north. The property is included in a row of six anticipated acquisitions for the Project. Most buildings on these parcels will be demolished, and tracks with associated catenary and overhead wires will be constructed in their place. Due to the anticipated acquisition of this property, the Project will have an *Adverse Effect* on 505 11th Street.

# 3.2.6 FRANKLIN STREET COMMERCIAL HISTORIC DISTRICT, MICHIGAN CITY (NR-2339, 091-406-16001)

Franklin Street Commercial Historic District, bound by 4th Street on the north, Franklin Street on the west, 11th Street on the south, and Pine Street on the east, is also bordered by Elston Grove Historic District on the east and Haskell and Barker Historic District on the west. Franklin Street Commercial Historic District (Figure 47 - Figure 49) is primarily commercial in character, with some residential, religious, and civic properties included as well. Many of the surveyed properties in the Franklin Street district, all lying south of 10th Street, are now parking lots or vacant parcels. The Franklin Street Commercial Historic District was listed in the NRHP in 2013 under Criterion A for its role in local commerce, as well as under Criterion C for its exemplary collection of commercial and residential buildings built in a variety of styles that include predominantly

Italianate and Colonial Revival. The district constitutes part of Michigan City's original plat. The period of significance for the district was identified in the nomination form as 1867–1963.

Figure 47. Franklin Street Commercial Historic District: view west from intersection of Pine and 11th Streets.



Figure 48. Franklin Street Commercial Historic District: view east along 11th Street from Pine Street. 11th Street Station and 106 E. 11th Street (anticipated acquisition) visible on the far left.



Figure 49. Franklin Street Commercial Historic District: view northwest towards 1015-1019 Franklin Street (two-part brick building - anticipated acquisition).



The proposed Project overlaps with the Franklin Street Commercial Historic District, parts of which are located within the direct effects APE. Along W. 11th Street, which runs through the southern part of the historic district, the proposed Project will entail the removal of the existing embedded, street-running single track, catenary, and overhead wires, and the installation of two new tracks with associated catenary and overhead wires. Temporary effects will include noise, vibrations, and atmospheric pollution resulting from the demolition of buildings and the removal and installation of railroad tracks along E. 11th Street.

Nine properties in the current district, located on the north side of E. 11th Street, have been identified as anticipated acquisitions and/or demolitions. Of these nine properties, six are listed as contributing resources to the district (Table 5). One of these, the South Shore Station, is addressed separately in this section as it is also individually eligible for listing in the NRHP (3.2.2, South Shore Station).

The anticipated acquisition and probable demolition of these six contributing resources will negatively impact the district's overall integrity of setting, association, and feeling. The six contributing resources are a representative sampling of the overall architectural stock of the Franklin Street Commercial Historic District. The historic residence (121 E. 10th Street) slated for probable demolition typifies the early twentieth century domestic type present in small numbers in the Franklin Street neighborhood—wood frame, 2 stories, and front gable or gable-and-wing in form. The three brick commercial buildings represent both the early period of commercial architecture along Franklin Street (1010 Franklin Street, built c. 1880) as well as the early twentieth century period of industry-driven prosperity (1015-19 Franklin Street and 106 E. 11th Street, both built c. 1925). Finally, the South Shore Station is critical to the historic district's character as the urban center at which commerce, industry, communication, and transportation converged. Located along the historic SSL tracks embedded in 11th Street, these district properties represent the neighborhood's development spurred by local industrial prosperity in the early 1900s and encouraged by the establishment of electric interurbans along Franklin Street (1903) and 11th Street (1908). The loss of these buildings fractures the neighborhood's historic and architectural cohesion, and will alter viewsheds and streetscapes on the south part of the district. Therefore, the proposed Project will have an Adverse Effect on the Franklin Street Commercial Historic District.

Table 5. Contributing Resources to the Franklin Street Commercial Historic District with Adverse Effects

Photograph	IHSSI No./ NRHP No.	Property Name	Address	County	NRHP Status	Assessment of Effect
		Commercial Building	1010 Franklin Street, Michigan City	LaPorte	Contributing resource to Franklin Street Commercial Historic District	Adverse Effect
		Commercial Building (Inca Properties LLC)	1015 Franklin Street, Michigan City	LaPorte	Contributing resource to Franklin Street Commercial Historic District	Adverse Effect
		Commercial Building (Inca Properties LLC)	1019 Franklin Street, Michigan City	LaPorte	Contributing resource to Franklin Street Commercial Historic District	Adverse Effect
		Commercial Building (Andrea Italian Kitchen/Dough Boys/Cool Runnings Jamaican Restaurant)	106 E. 11th Street, Michigan City	LaPorte	Contributing resource to Franklin Street Commercial Historic District	Adverse Effect

Table 5. Contributing Resources to the Franklin Street Commercial Historic District with Adverse Effects

Photograph	IHSSI No./ NRHP No.	Property Name	Address	County	NRHP Status	Assessment of Effect
		House	121 E. 10th Street, Michigan City	LaPorte	Contributing resource to Franklin Street Commercial Historic District	Adverse Effect
	091-406- 21092	South Shore Station	114 E. 11th Street, Michigan City	LaPorte	Individually Eligible; Contributing resource to Franklin Street Commercial Historic District	Adverse Effect

## 3.3 SUMMARY OF PROJECT EFFECTS

Overall, the Project will have an adverse effect on 27 historic properties in the APE (Table 6, Figure 50). The Project's adverse effects are typically related to acquisition/demolition and/or visual impacts. FTA and NICTD will continue to consult with the Project's consulting parties in order to avoid, minimize, or mitigate the adverse effects of the Project.

Table 6. Historic Properties in the APE with Adverse Effects.

Name	IHSSI/NR No.	Address	County	NRHP Eligibility	Assessment of Effect
Elston Grove Historic District	091-406- 18001/NR- 2331	N/A	LaPorte	Listed	Adverse Effect
Apartment Building	091-406- 21082	328 E. 11th Street, Michigan City	LaPorte	Contributing resource to Elston Grove Historic District	Adverse Effect
House (Scherrbaum Residence)		1012 Spring Street, Michigan City	LaPorte	Contributing resource to Elston Grove Historic District	Adverse Effect
House		1015 Spring Street, Michigan City	LaPorte	Contributing resource to Elston Grove Historic District	Adverse Effect
House (Lubiniecki Residence)		202 E. 11th Street, Michigan City	LaPorte	Contributing resource to Elston Grove Historic District	Adverse Effect
House (Hill Residence)		206 E. 11th Street, Michigan City	LaPorte	Contributing resource to Elston Grove Historic District	Adverse Effect
House (Isbell Residence)		210 E. 11th Street, Michigan City	LaPorte	Contributing resource to Elston Grove Historic District	Adverse Effect
House		218 E. 11th Street, Michigan City	LaPorte	Contributing resource to Elston Grove Historic District	Adverse Effect
House (Bibb Residence)		314 Lafayette Street, Michigan City	LaPorte	Contributing resource to Elston Grove Historic District	Adverse Effect

Name	IHSSI/NR No.	Address	County	NRHP Eligibility	Assessment of Effect
Apartment Building		320-322 E. 11th Street, Michigan City	LaPorte	Contributing resource to Elston Grove Historic District	Adverse Effect
House (Vance Residence)		716 E. 11th Street, Michigan City	LaPorte	Contributing resource to Elston Grove Historic District	Adverse Effect
Elston Grove Historic District Boundary Expansion		n/a	LaPorte	Recommended eligible	Adverse Effect
House		501 E. 11th Street, Michigan City	LaPorte	Recommended eligible as contributing resource to recommended Elston Grove Historic District Expansion	Adverse Effect
House		509 E. 11th Street, Michigan City	LaPorte	Recommended eligible as contributing resource to recommended Elston Grove Historic District Expansion	Adverse Effect
House		513 E. 11 Street, Michigan City	LaPorte	Recommended eligible as contributing resource to recommended Elston Grove Historic District Expansion	Adverse Effect
House		517 E. 11th Street, Michigan City	LaPorte	Recommended eligible as contributing resource to recommended Elston Grove Historic District Expansion	Adverse Effect
House		523 E. 11th Street, Michigan City	LaPorte	Recommended eligible as contributing resource to recommended Elston Grove Historic District Expansion	Adverse Effect
House	091-406- 21080	505 E. 11th Street, Michigan City	LaPorte	Recommended eligible as contributing resource to recommended Elston Grove Historic District Expansion	Adverse Effect
First Christian Church	091-406- 21081	1102 Cedar Street, Michigan City	LaPorte	Recommended eligible; contributing resource to recommended Elston Grove boundary expansion	Adverse Effect

Name	IHSSI/NR No.	Address	County	NRHP Eligibility	Assessment of Effect
Franklin Street Commercial Historic District	091-406- 16001/NR- 2339	N/A	LaPorte	Listed	Adverse Effect
Commercial Building		1010 Franklin Street, Michigan City	LaPorte	Contributing resource to Franklin Street Commercial Historic District	Adverse Effect
Commercial Building (Inca Properties LLC)		1015 Franklin Street, Michigan City	LaPorte	Contributing resource to Franklin Street Commercial Historic District	Adverse Effect
Commercial Building (Inca Properties LLC)		1019 Franklin Street, Michigan City	LaPorte	Contributing resource to Franklin Street Commercial Historic District	Adverse Effect
Commercial Building (Andrea Italian Kitchen/Dough Boys/Cool Runnings Jamaican Restaurant)		106 E. 11th Street, Michigan City	LaPorte	Contributing resource to Franklin Street Commercial Historic District	Adverse Effect
House		121 E. 10th Street, Michigan City	LaPorte	Contributing resource to Franklin Street Commercial Historic District	Adverse Effect
South Shore Station	091-406- 21092	114 E. 11th Street, Michigan City	LaPorte	Recommended Individually Eligible/Contributing resource to the Franklin Street Commercial Historic District	Adverse Effect
House		1116 W. 10th Street, Michigan City	LaPorte	Recommended Individually Eligible	Adverse Effect

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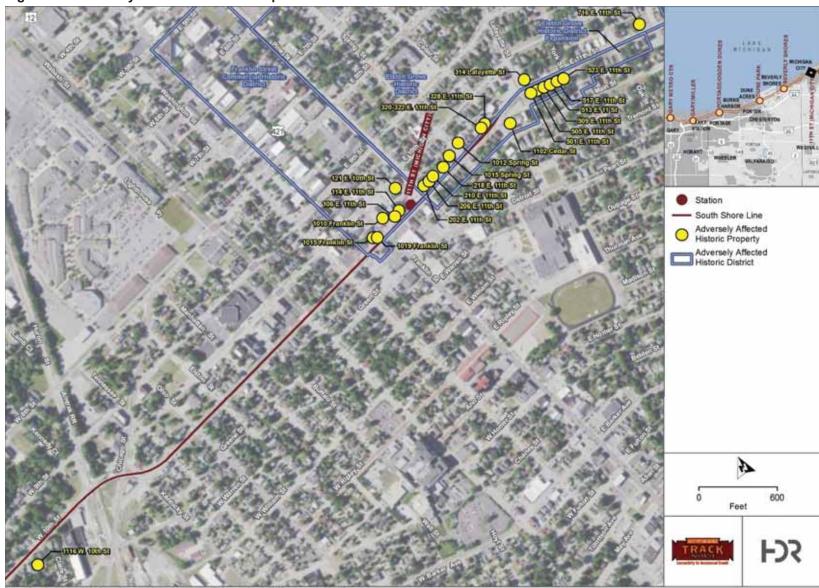


Figure 50. Adversely Affected Historic Properties in the APE.

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### 4.0 SUMMARY OF CONSULTING PARTIES AND PUBLIC VIEWS

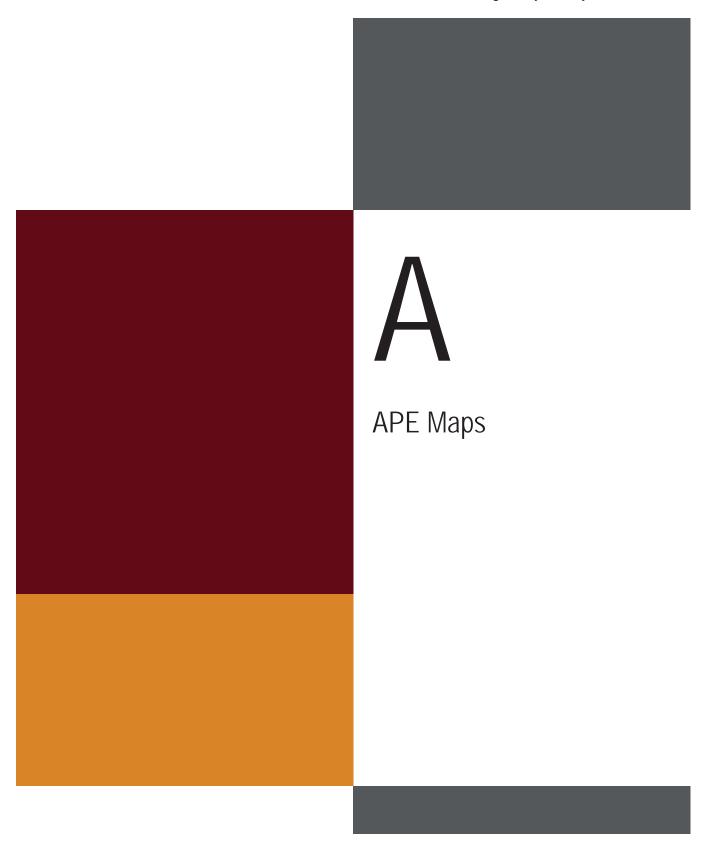
Section 106 consultation with interested parties was initiated by FTA in December 2016. Fifty-eight individuals, organizations, government officials, and Native American tribes with a demonstrated interest in the Project were invited to participate in the Section 106 process as consulting parties. Of these, 20 accepted the invitation to participate (see Appendix B for a list). NICTD, FTA, and the project consultants met with SHPO in February 2017 to introduce the project team and discuss the Project and preliminary results of the architectural survey that were completed to date. In May 2017, property owners of historic properties that may be affected by the project were also invited to participate as consulting parties. Of the 23 invitations extended, none were accepted.

A conference call for consulting parties was held on April 26, 2017 to discuss the proposed Project, provide an overview of the Section 106 process, provide preliminary results from the HPRs, and answer any questions. Draft Historic Property Reports (HPR) for LaPorte, Porter, and Lake Counties were provided to the consulting parties for review and comment. Submittal of the HPRs was followed up by a guided tour of the project area for consulting parties on May 11, 2017. A second conference call was held on June 8, 2017 to discuss comments received on the HPRs.

Two consulting parties, including the SHPO, provided comments on the HPRs. The SHPO concurred with the findings of the HPRs with the exception of the recommended boundary expansion of the Elston Grove Historic District and Bill's Body Shop. The SHPO also felt the First Christian Church was individually eligible for listing in the NRHP and that a former filling station at 1004 Kentucky Street was eligible for listing in the NRHP. FTA concurred with these recommendations with the exception of the recommended boundary expansion. FTA continued to consult with the SHPO on the district and provided additional information regarding the eligibility of the district. After their review, the SHPO concurred that the boundary expansion for the Elston Grove Historic District is eligible for the purpose of Section 106 consultation. As a result, the HPRs have been revised accordingly. Bob Harris, a property owner in the APE and consulting party, disagreed with the recommendation that the South Shore Line is not eligible for listing in the NRHP; SHPO has concurred with FTA that the South Shore Line is not eligible for listing. The Draft Assessment of Effects was provided to the consulting parties for their review and comment and a consulting parties call to discuss the report and potential mitigation was held on August 2, 2017. Comments on the Assessment of Effects were received from three consulting parties; the SHPO, Bob Harris, and Dick Meister, The SHPO and Mr. Meister concurred with the effects assessment while Mr. Harris reiterated his belief that the South Shore Line is eligible for listing in the NRHP. FTA has taken Mr. Harris' comments under consideration. FTA responded to Mr. Harris with a letter on August 29, 2017 confirming its previous determination. As a result of the adverse effects of the Project, FTA has been consulting with the consulting parties to identify proposed mitigation for the Memorandum of Agreement (MOA).

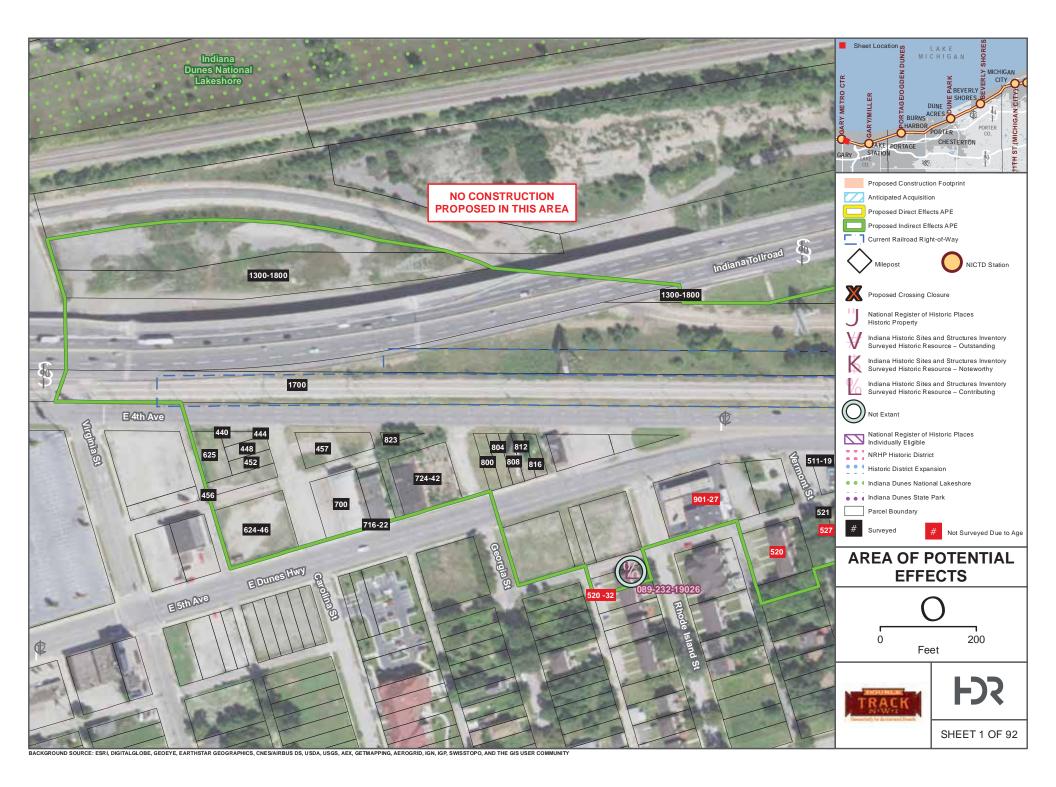
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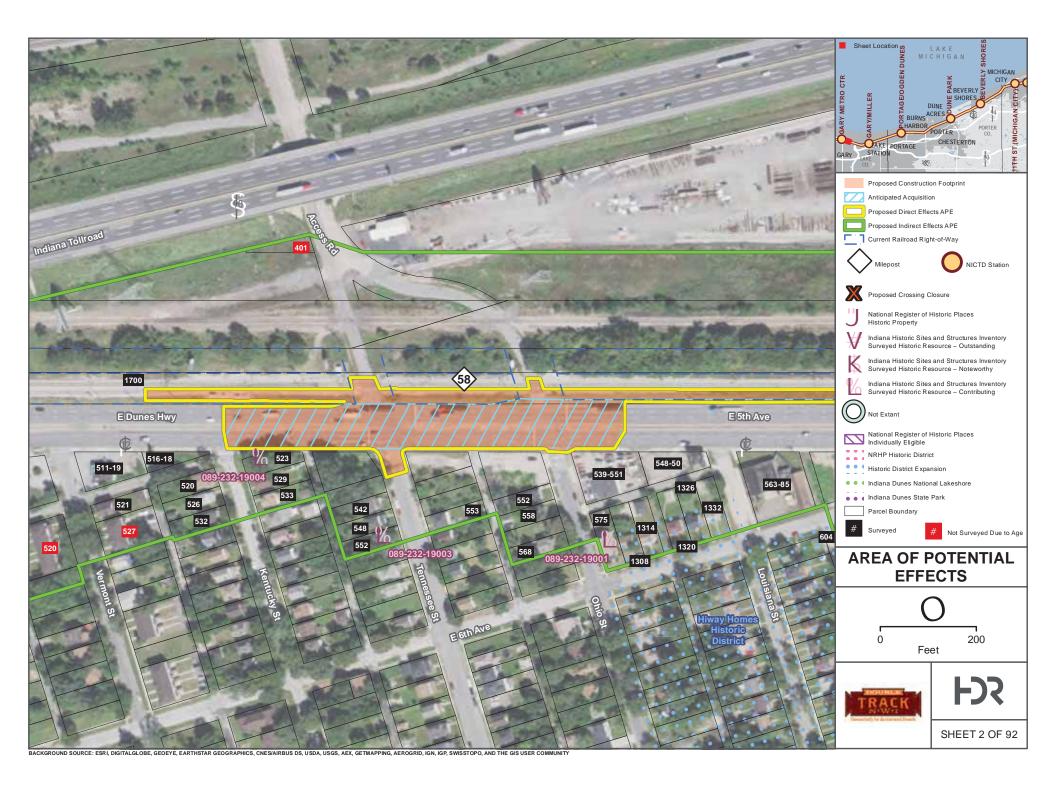
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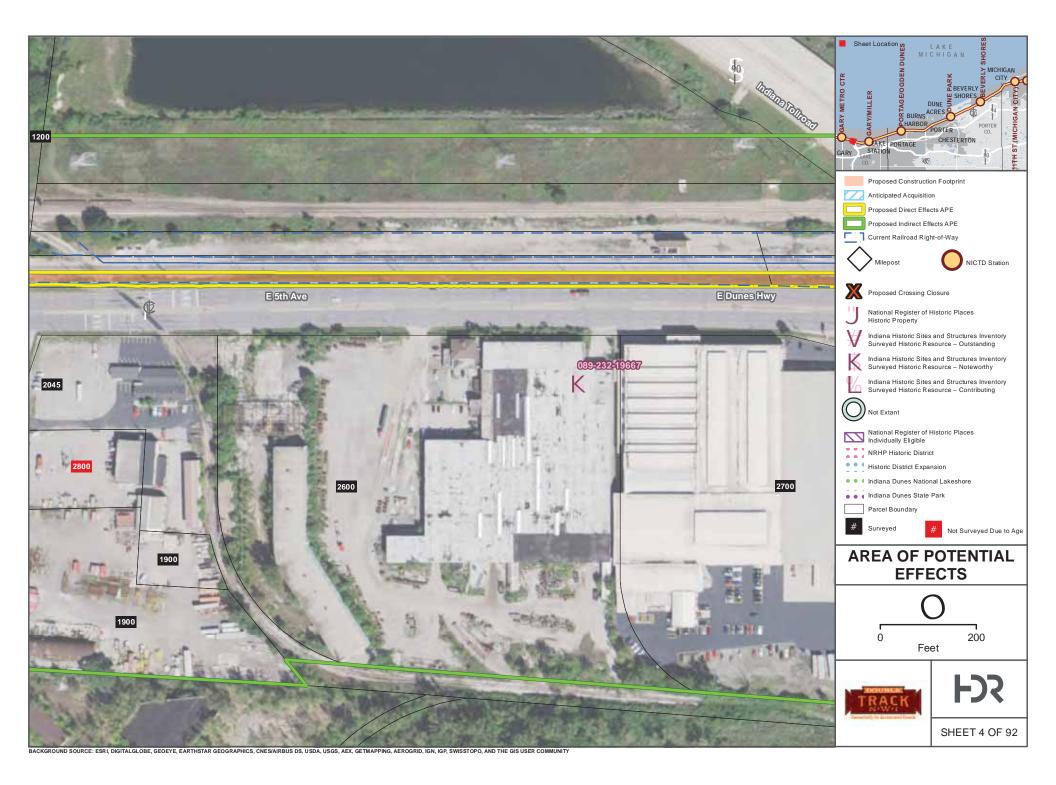
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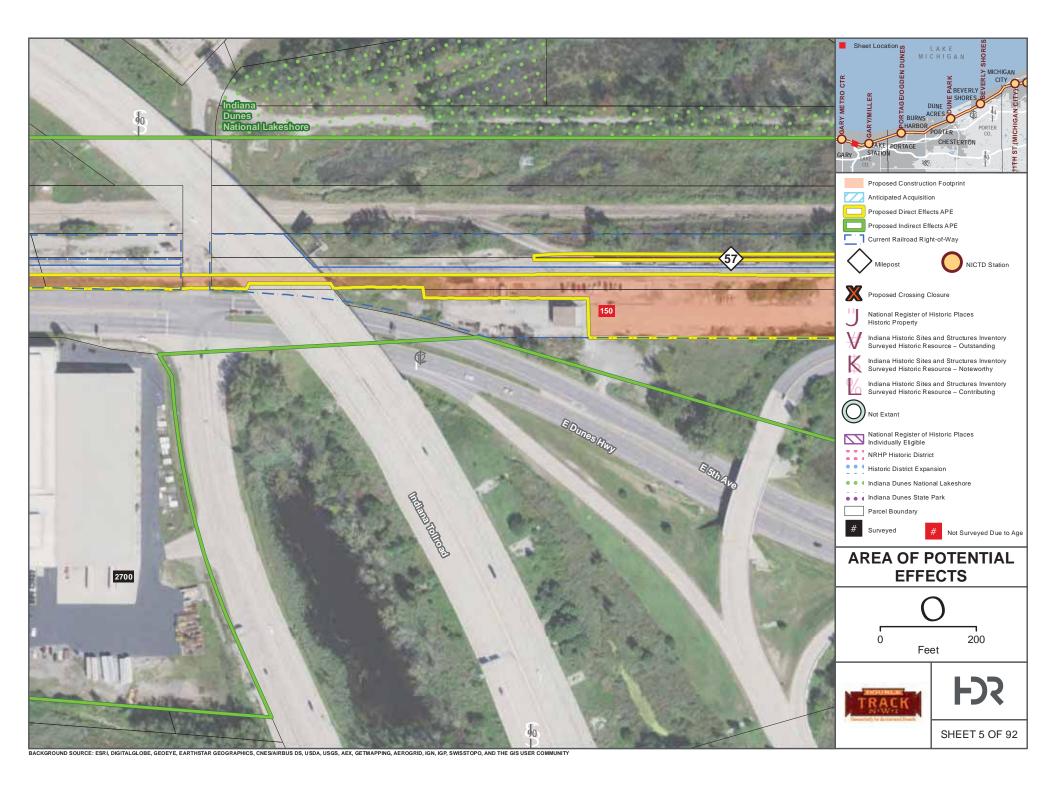
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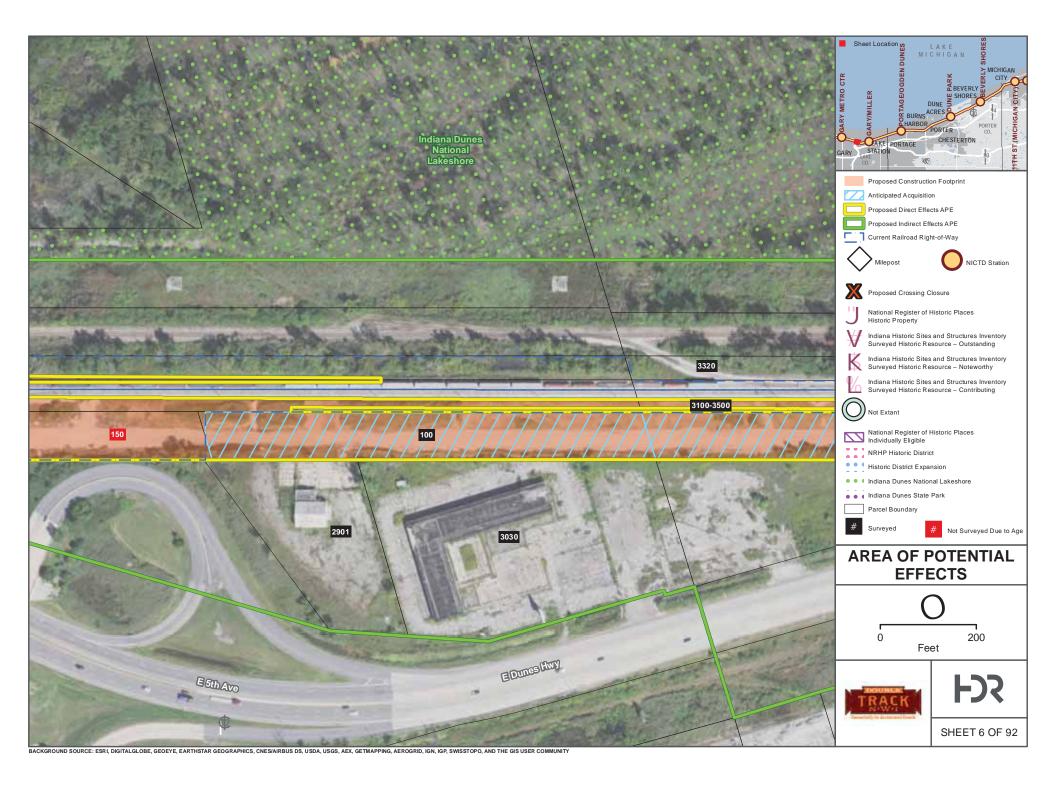


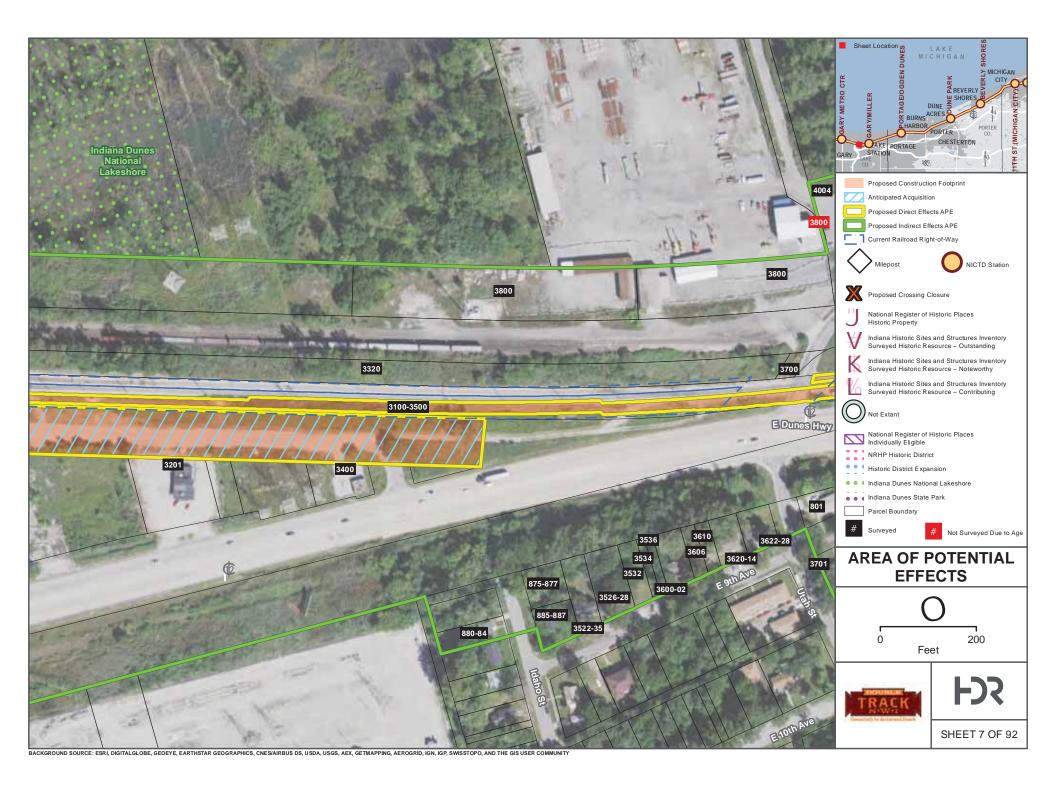


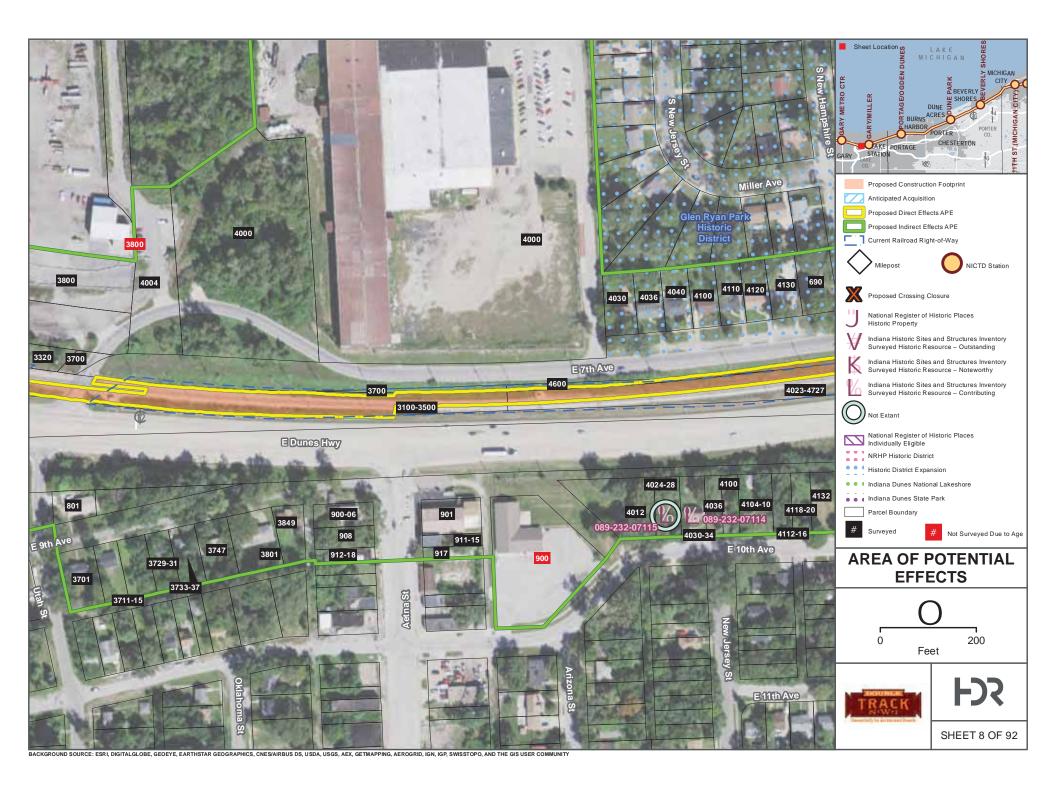






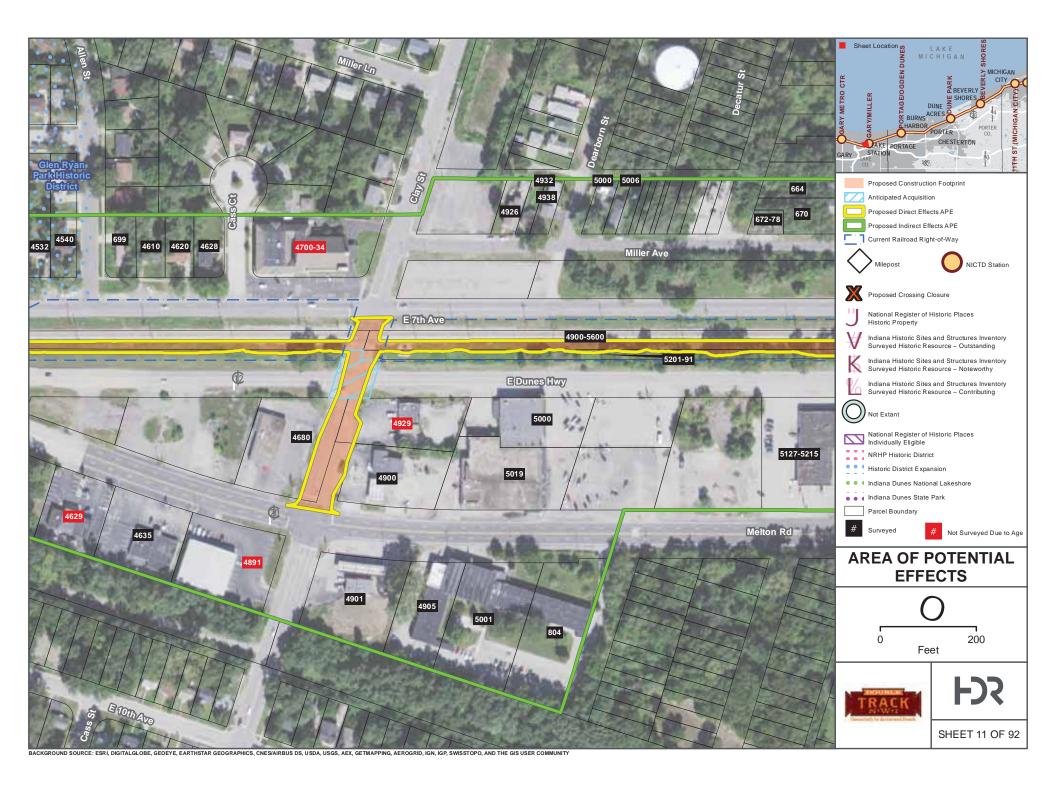


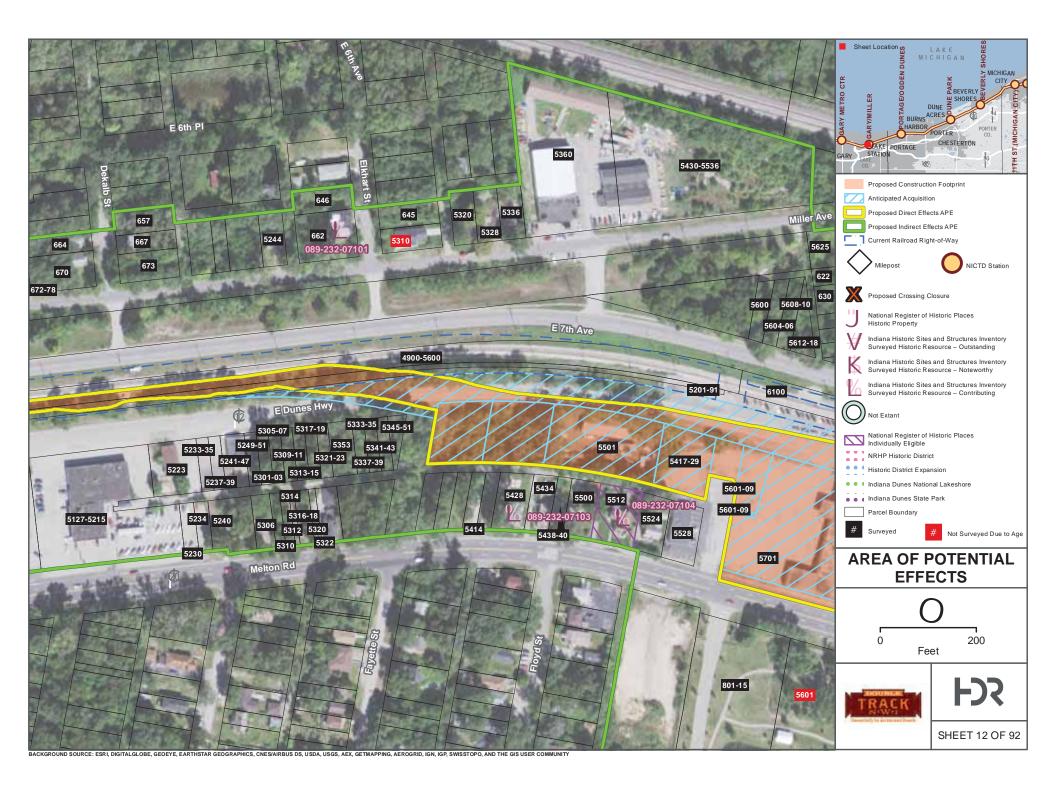


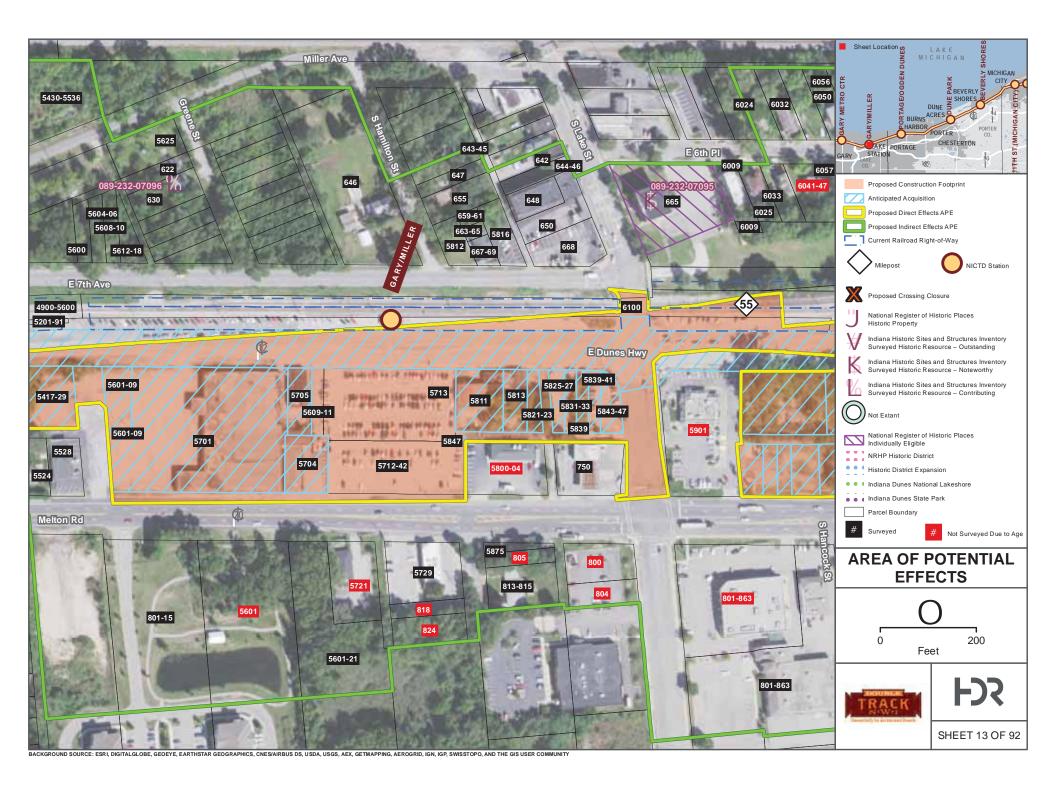


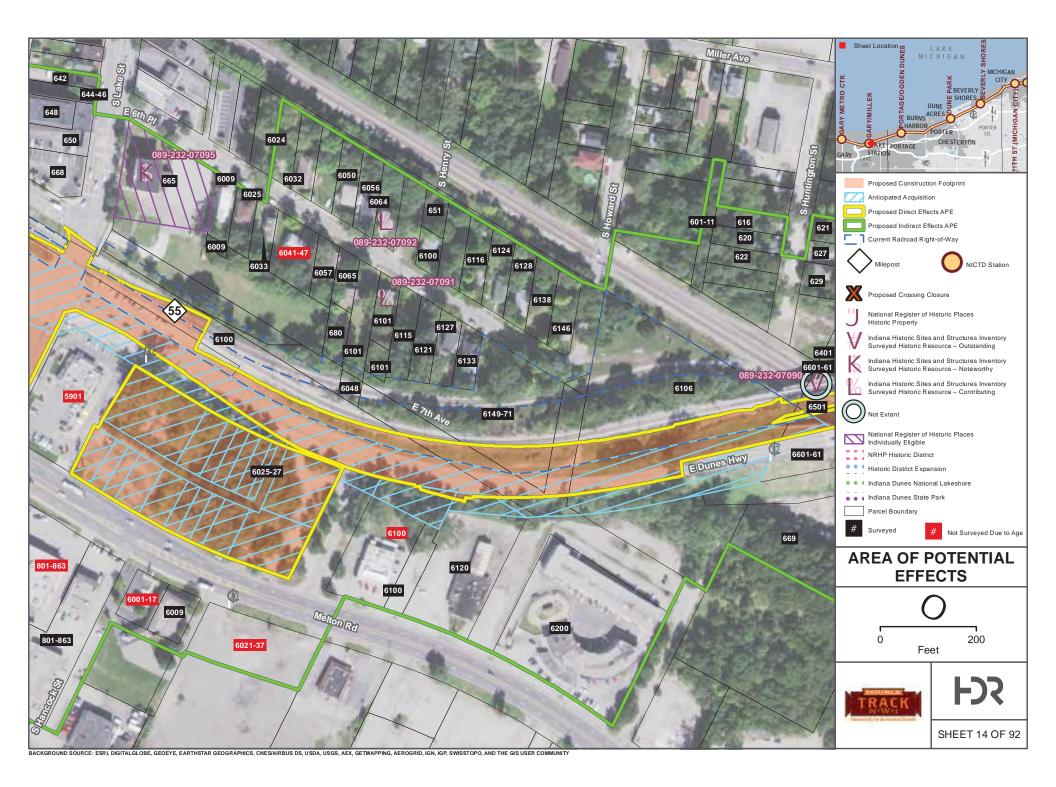


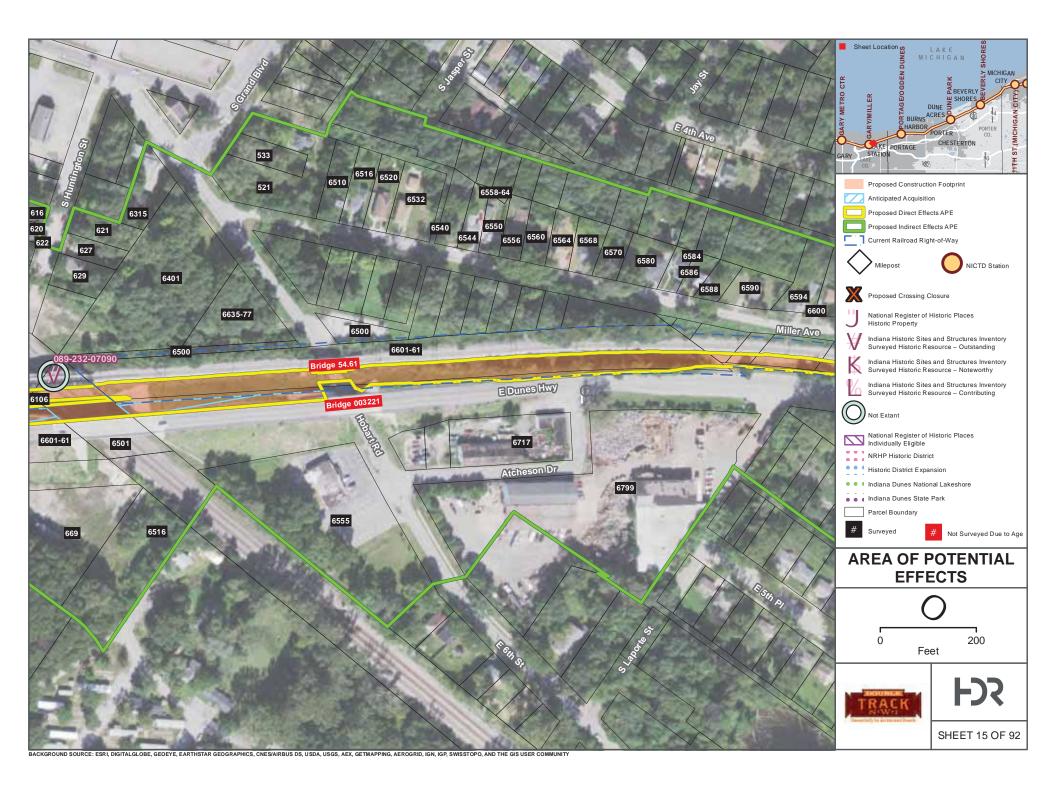


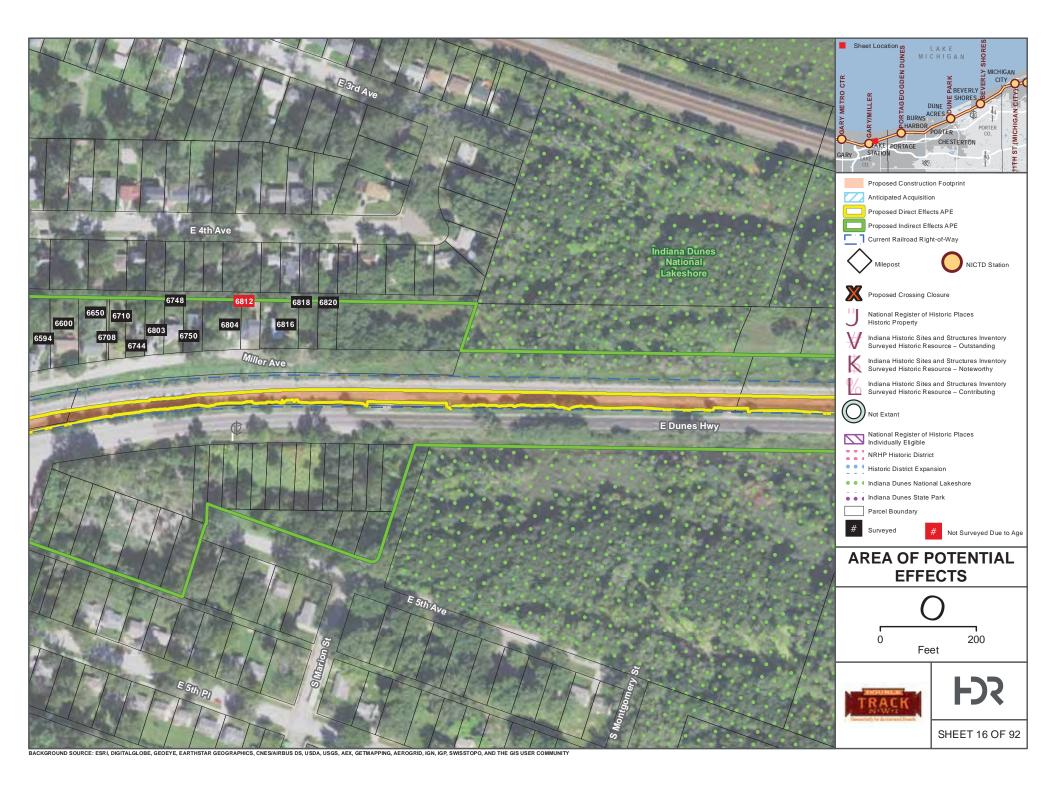


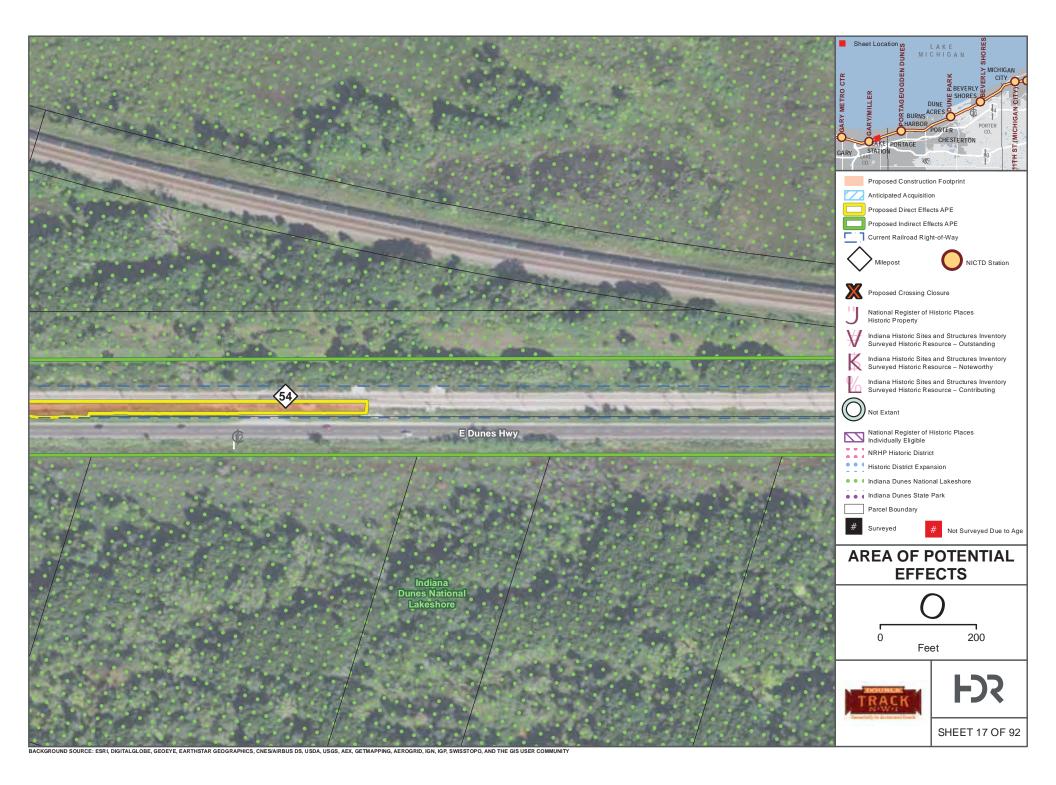


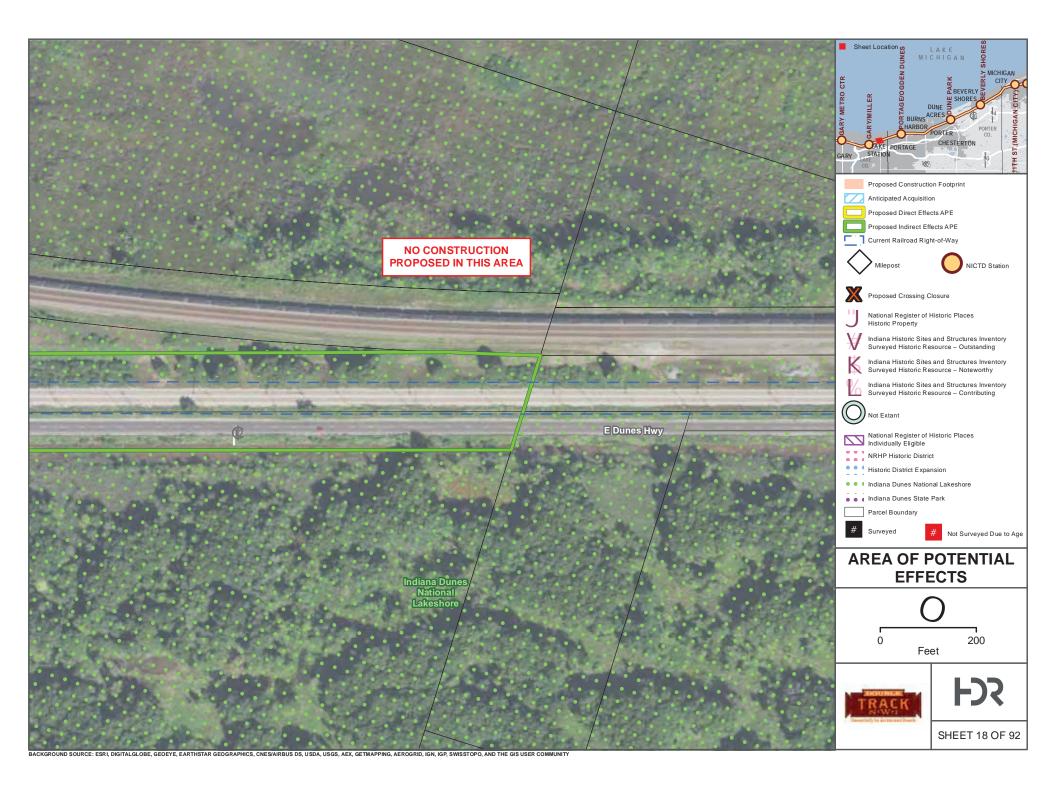


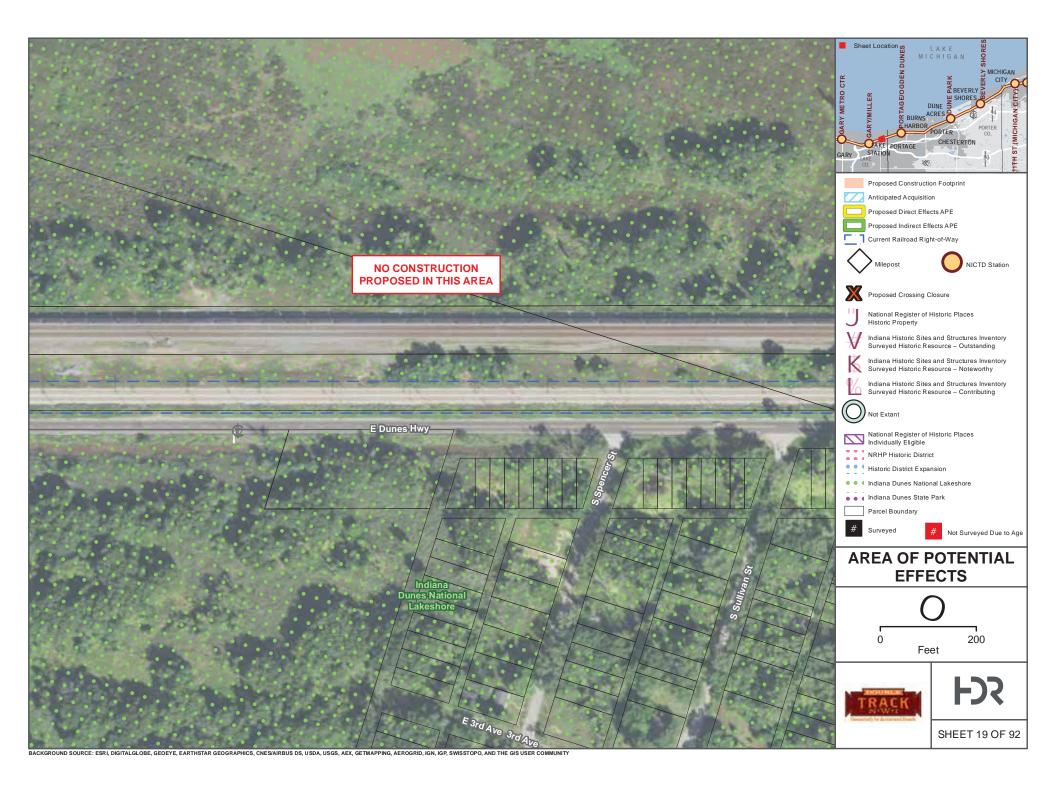


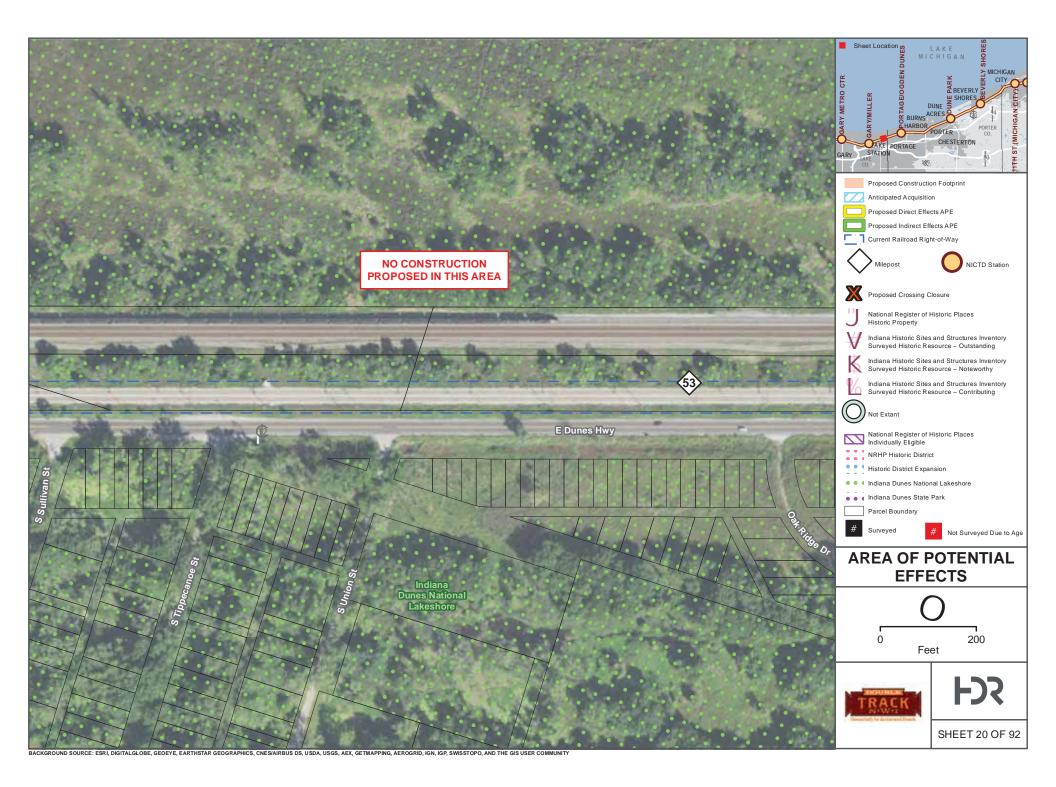


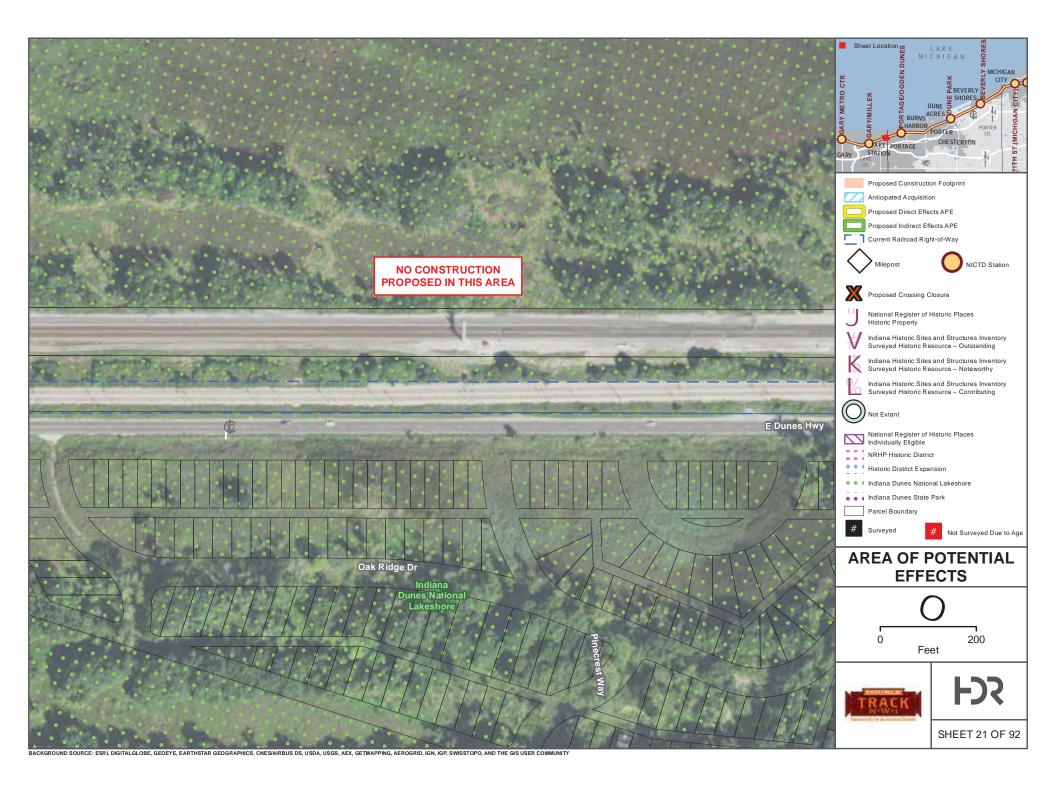


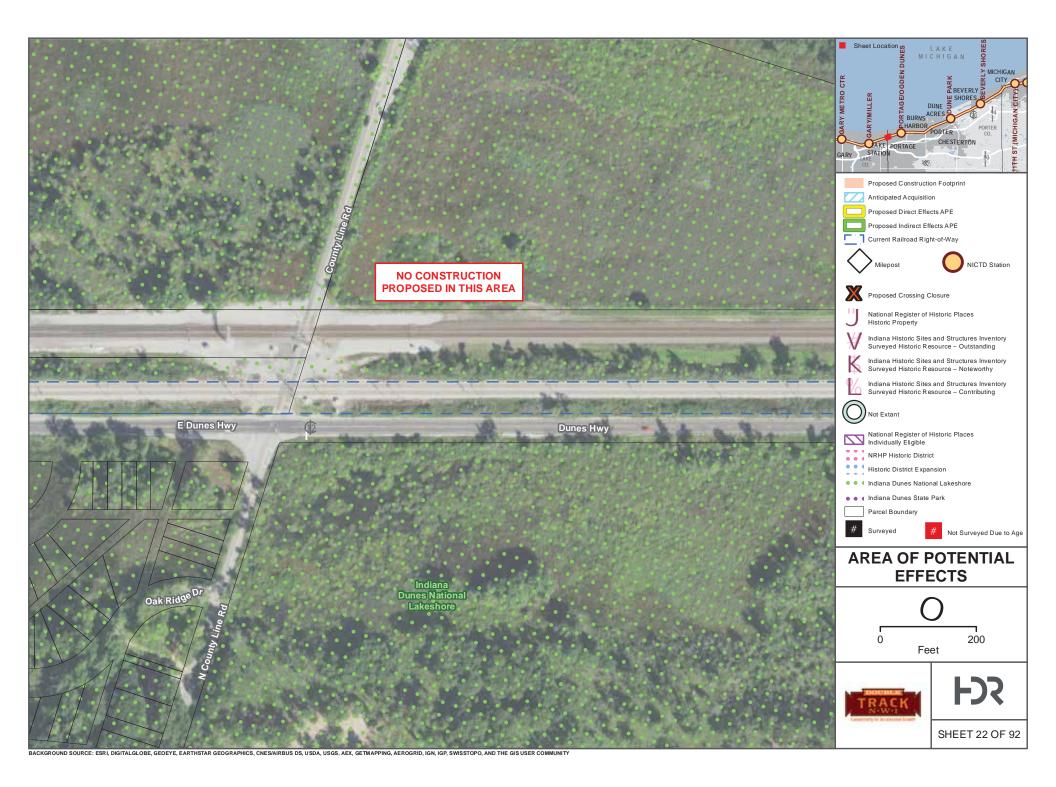


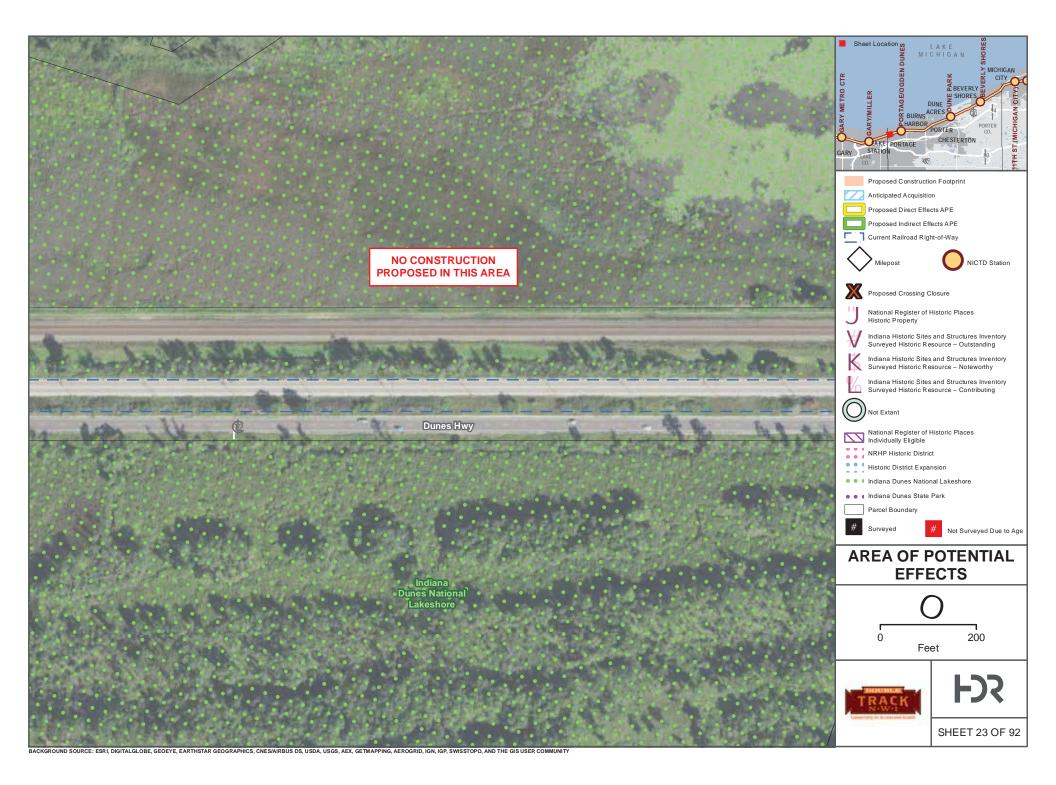




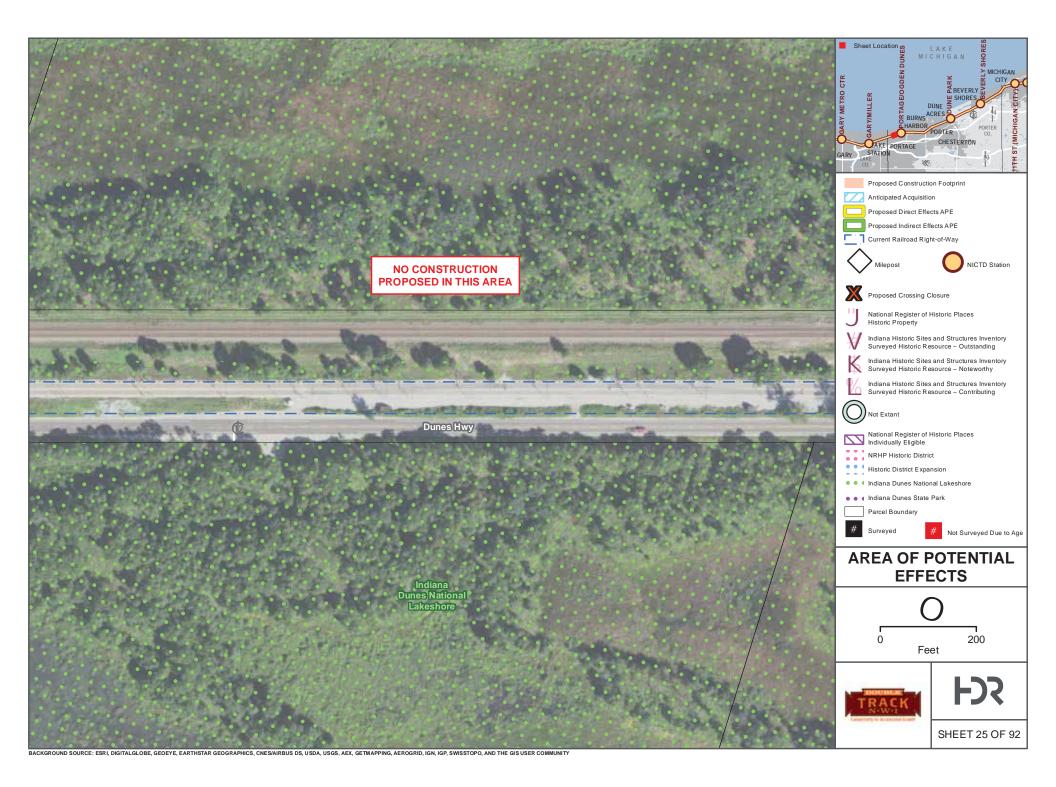


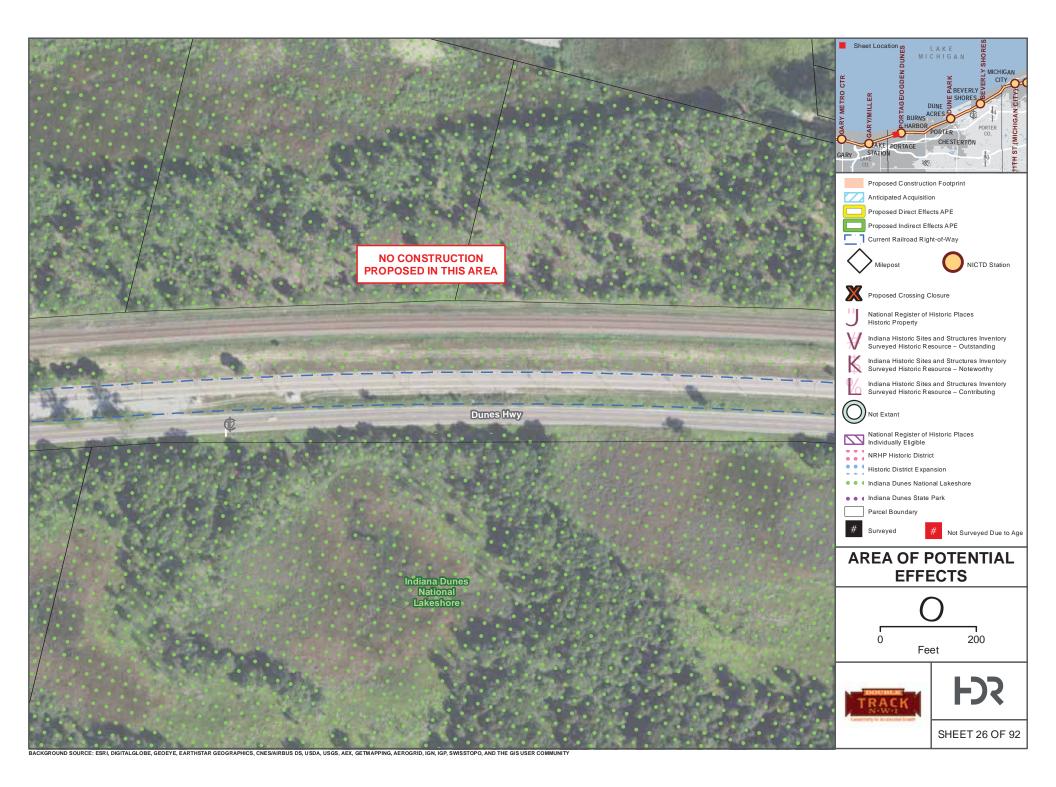


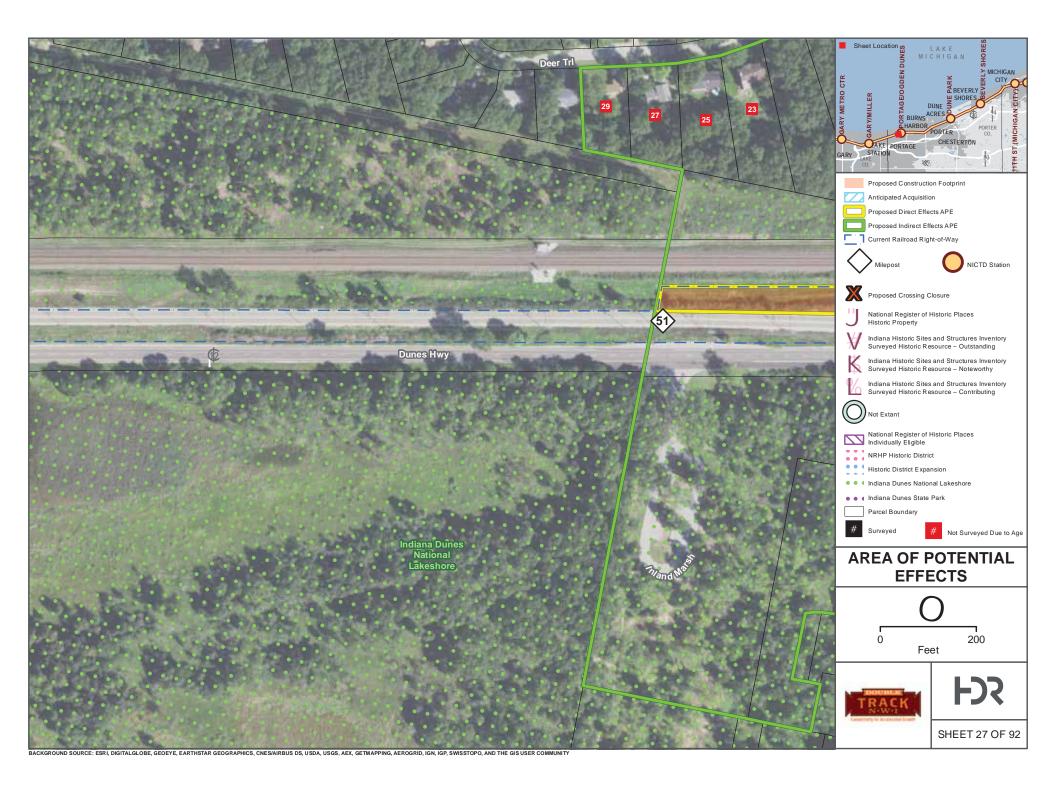


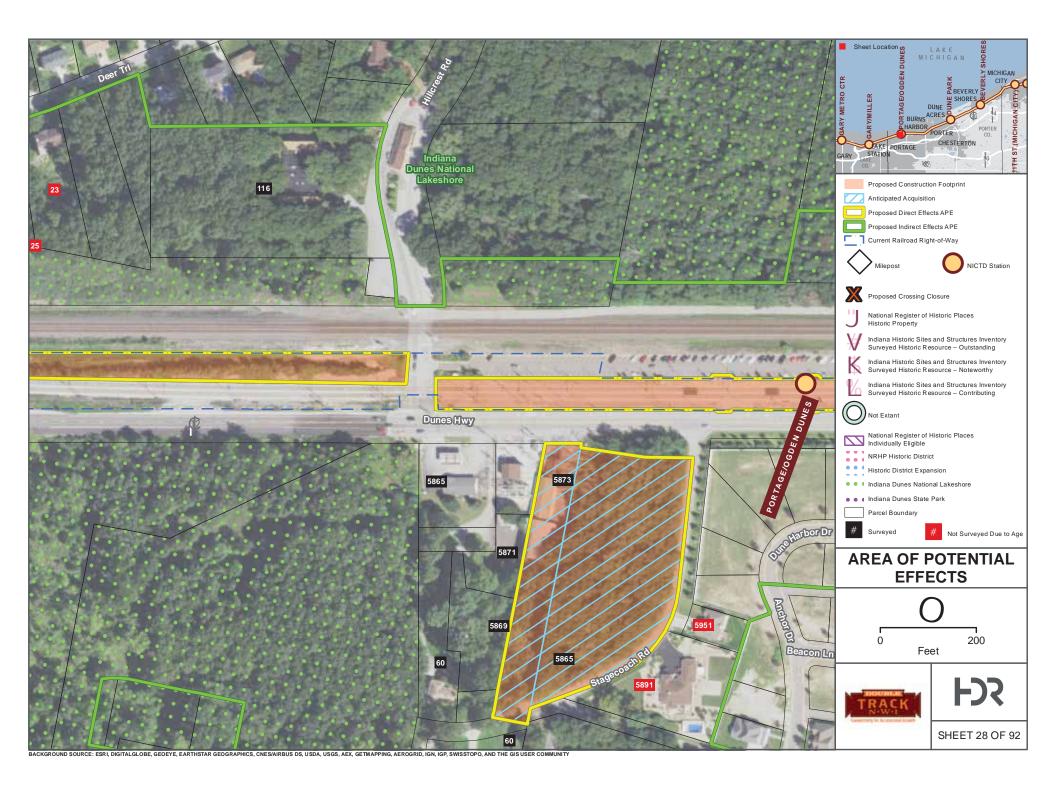




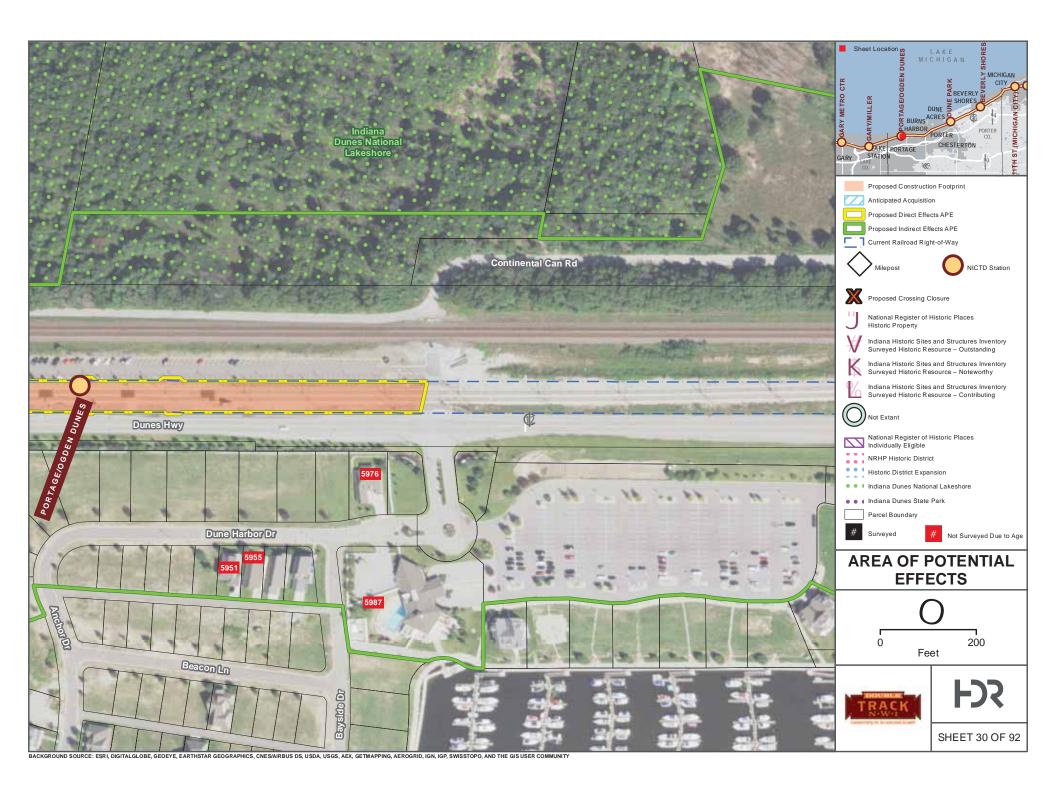


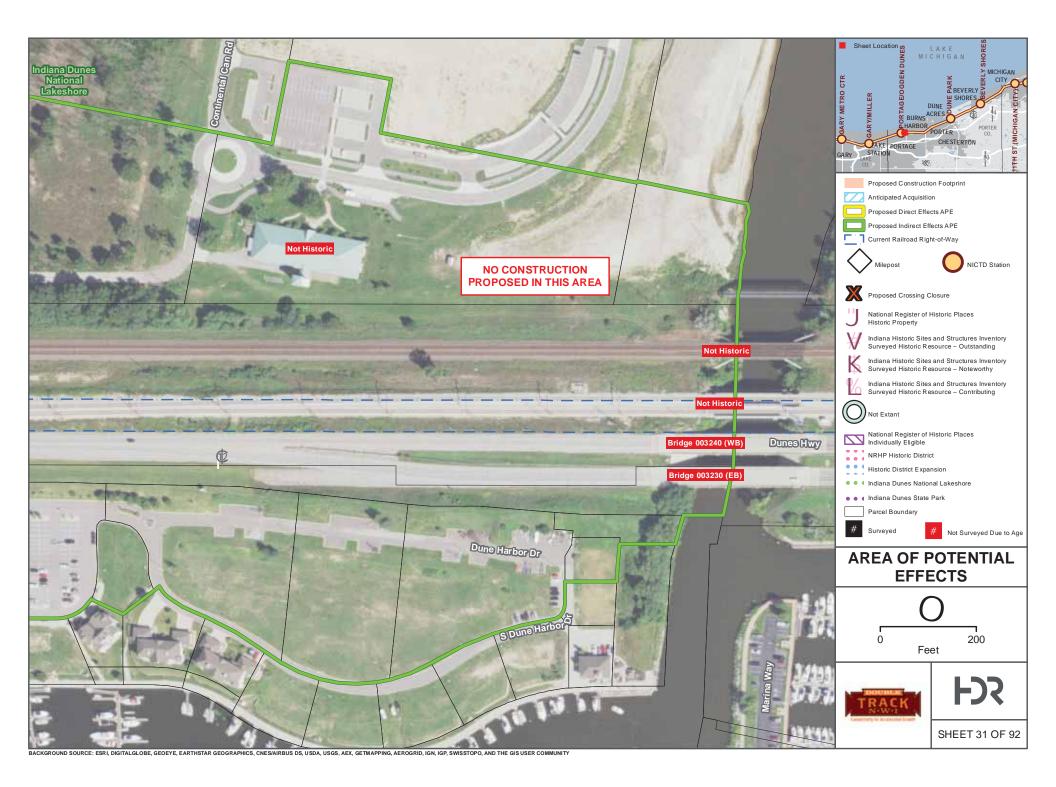


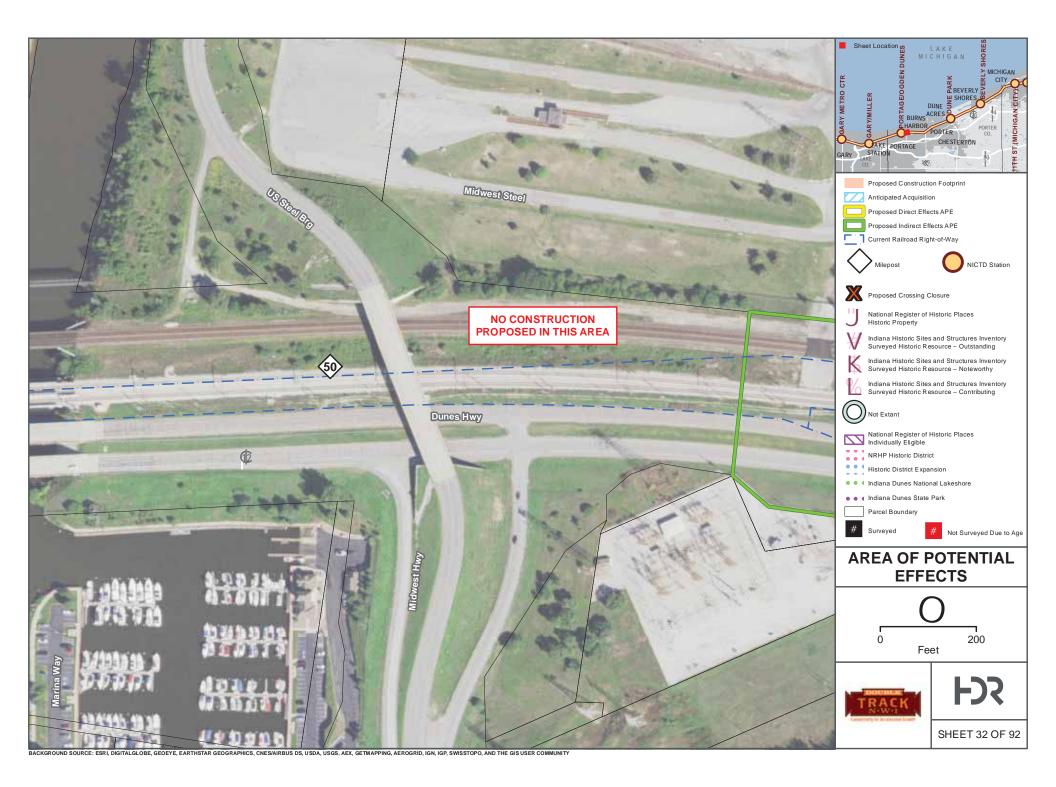


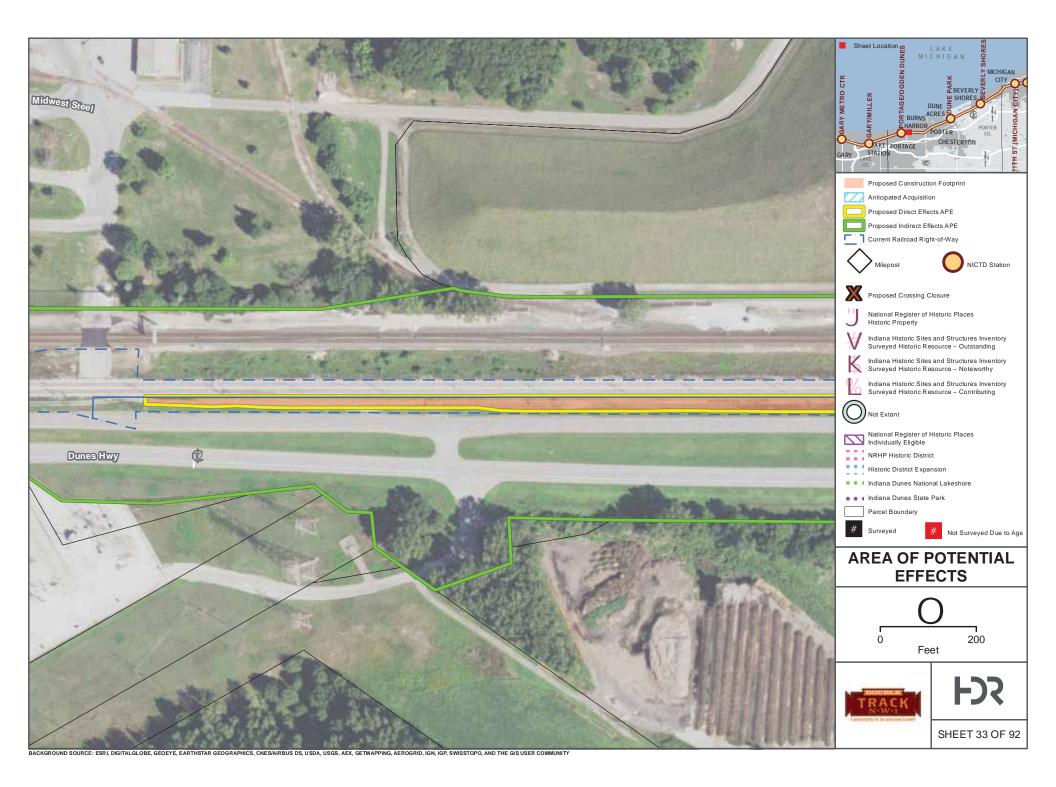


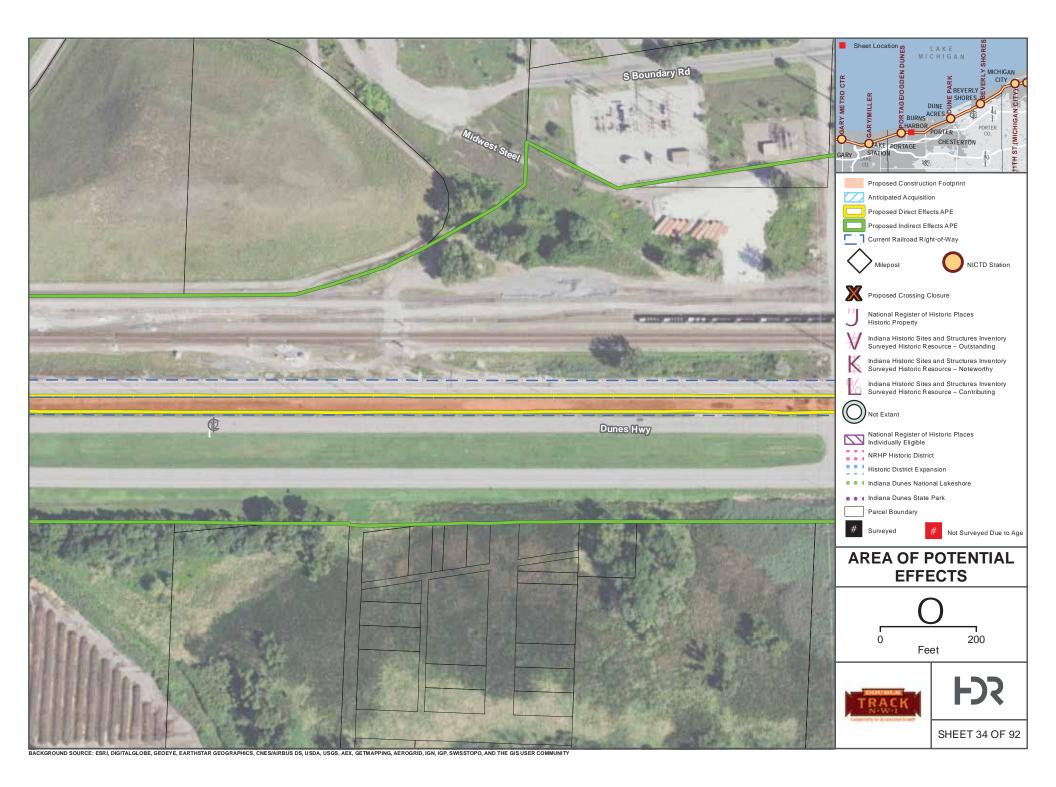


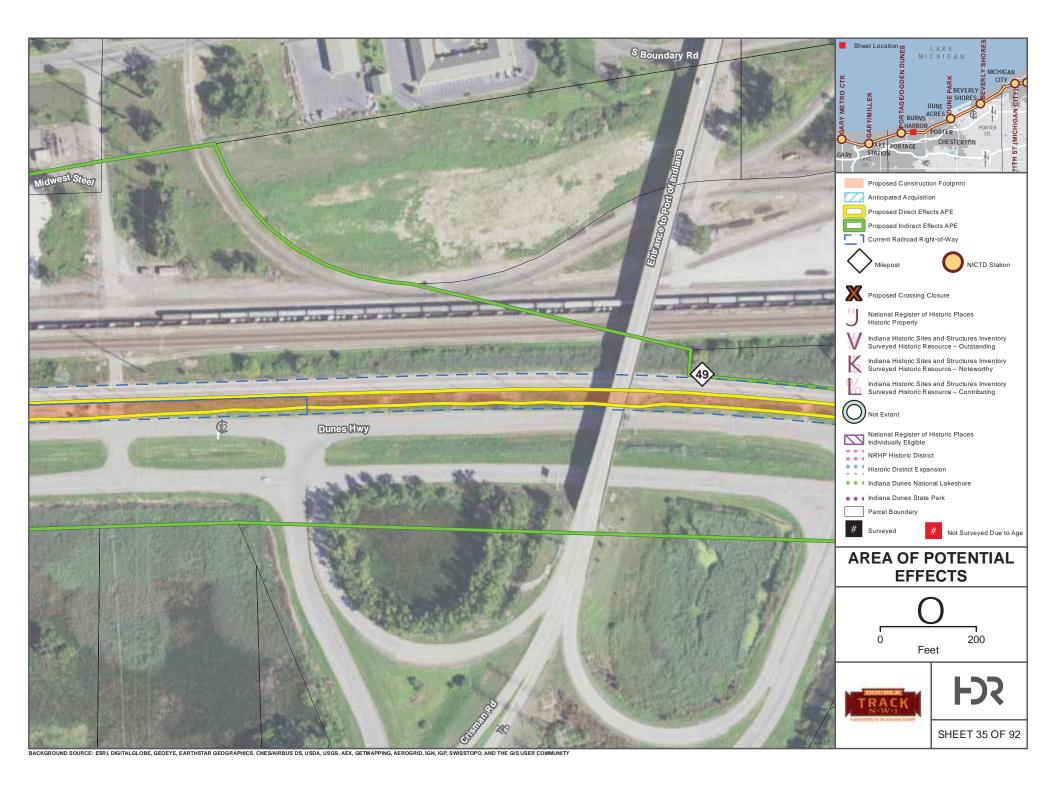


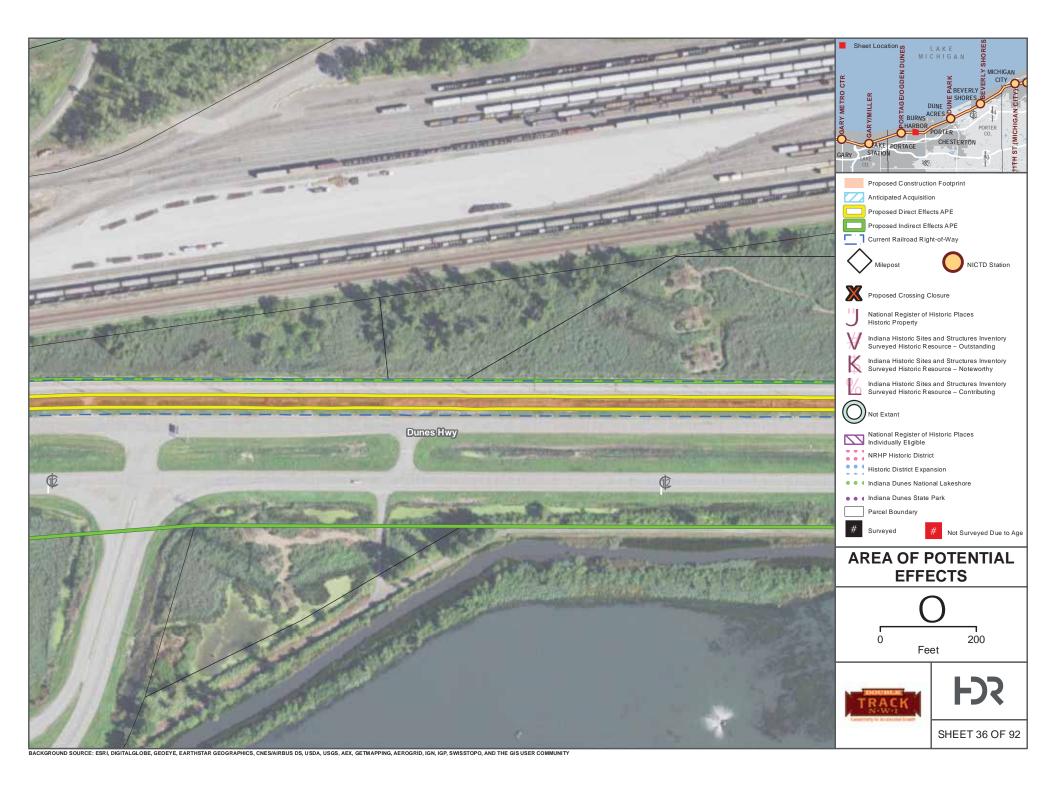


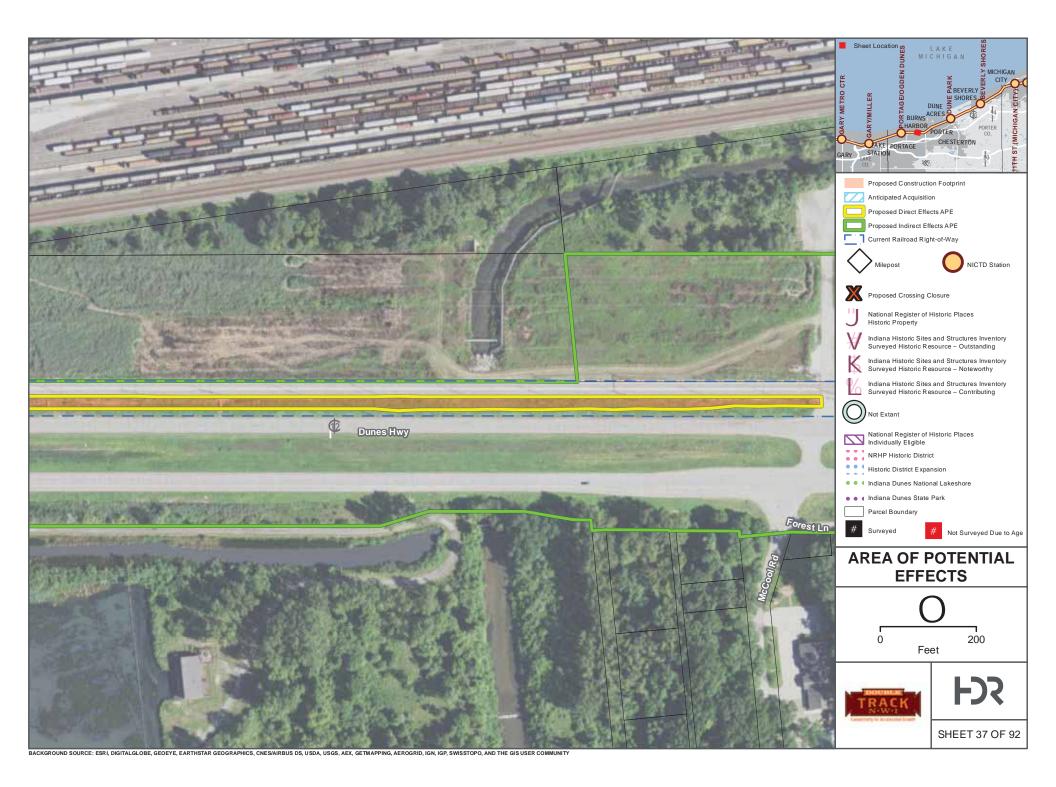


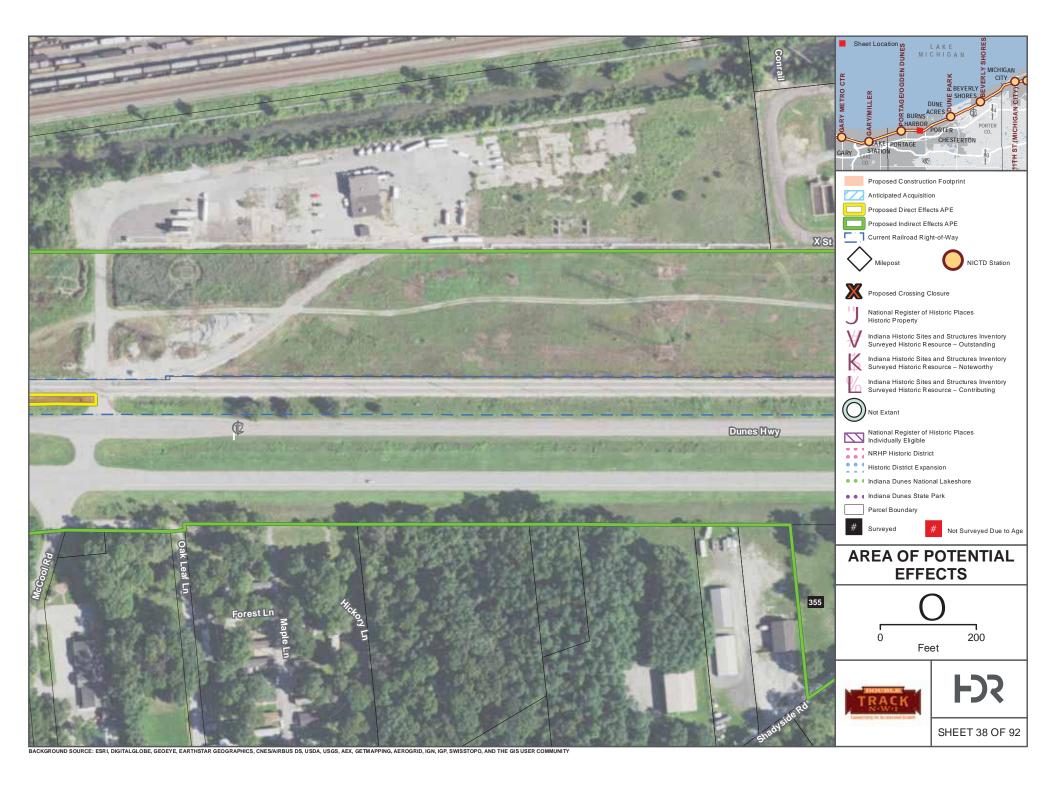


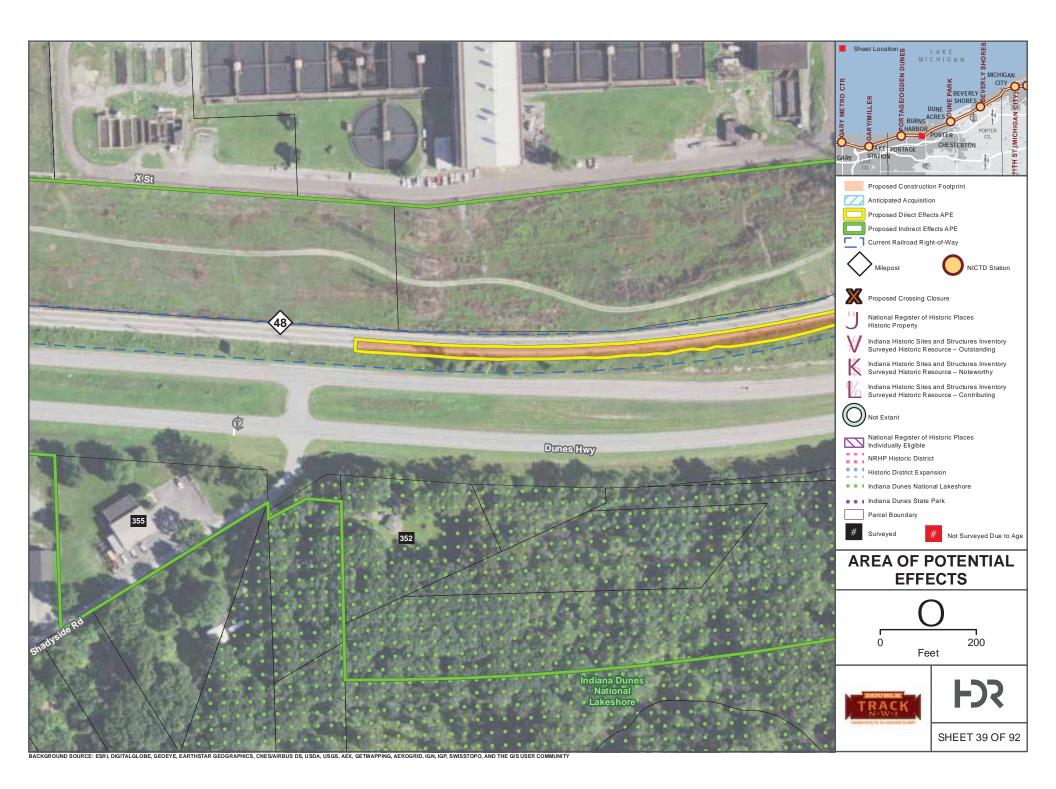


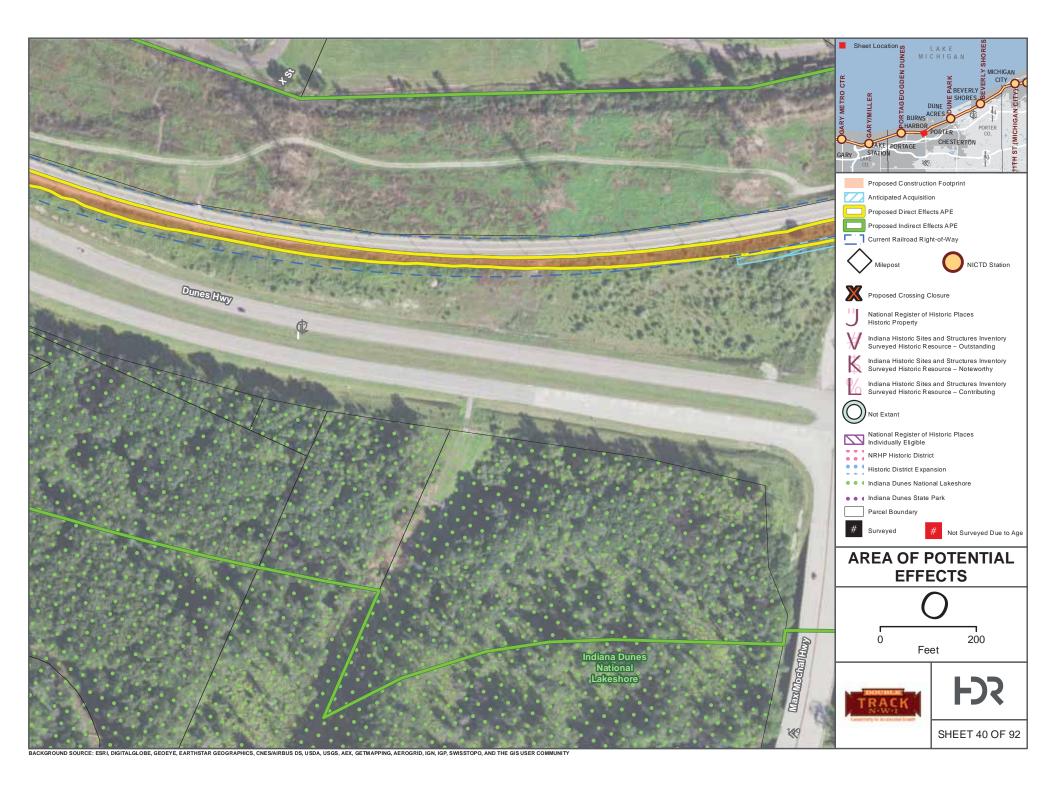


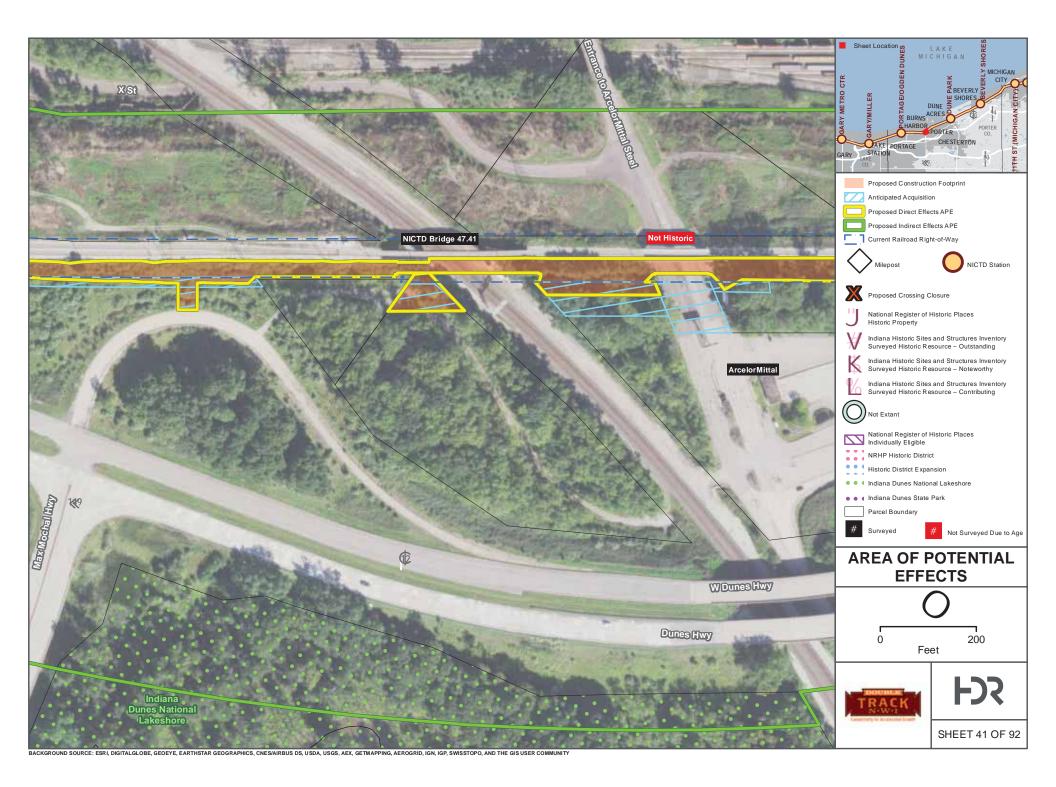


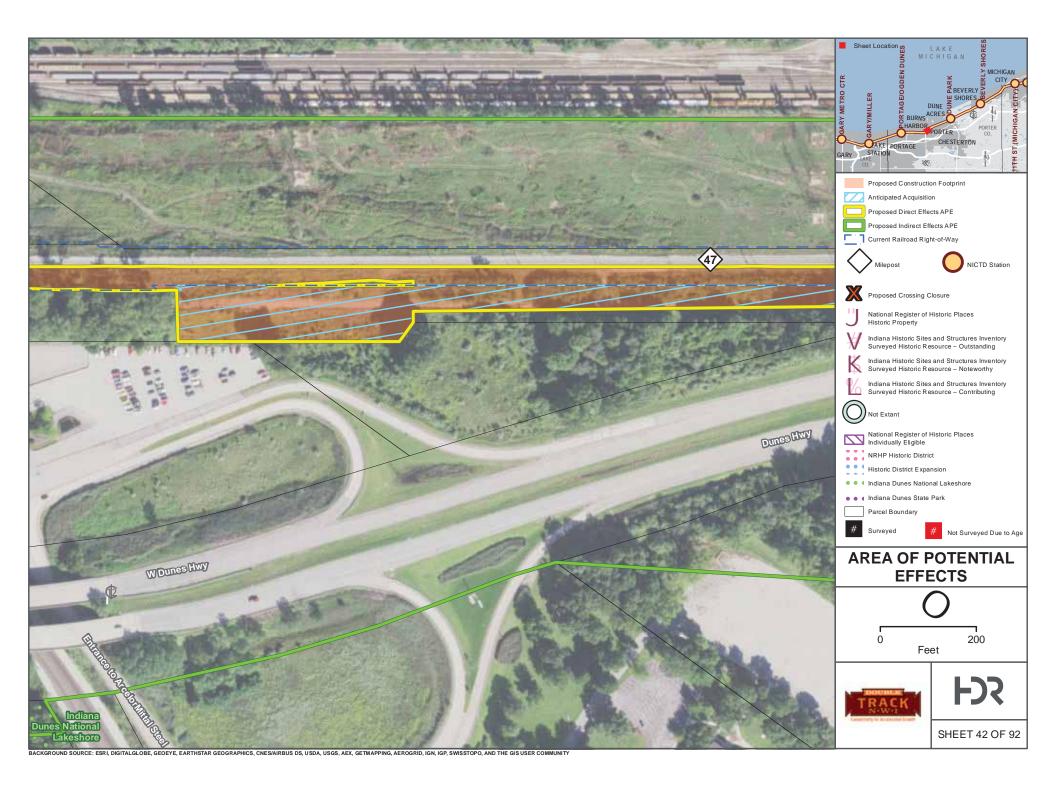


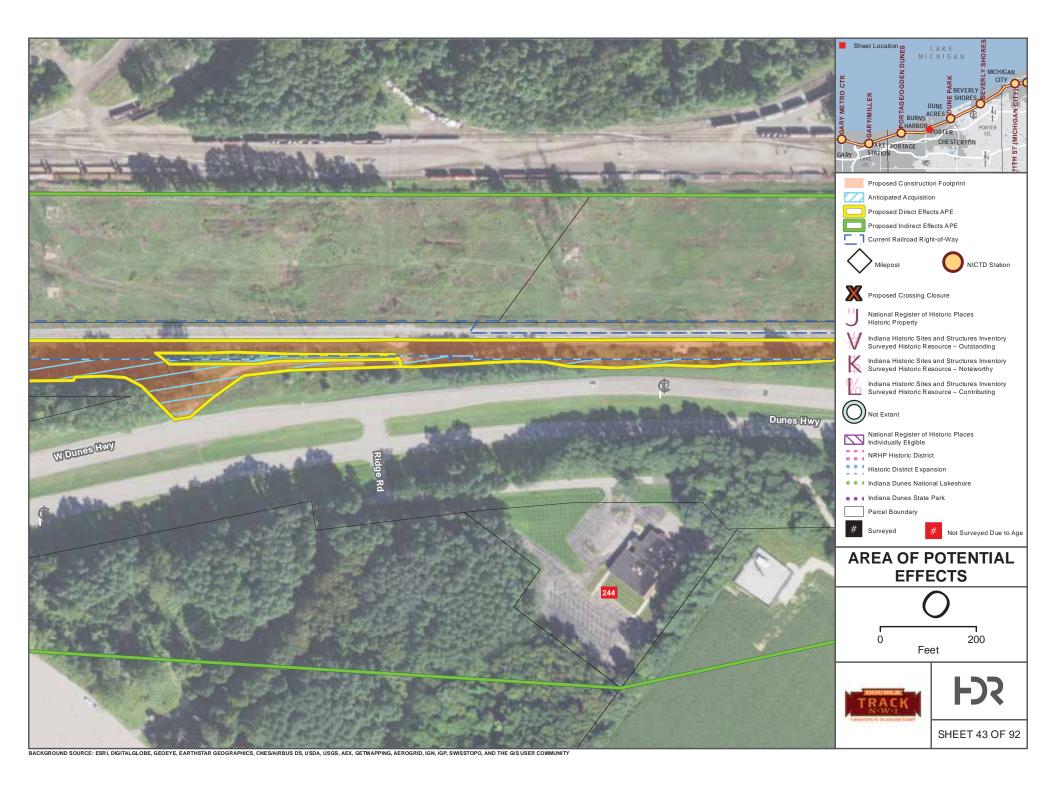


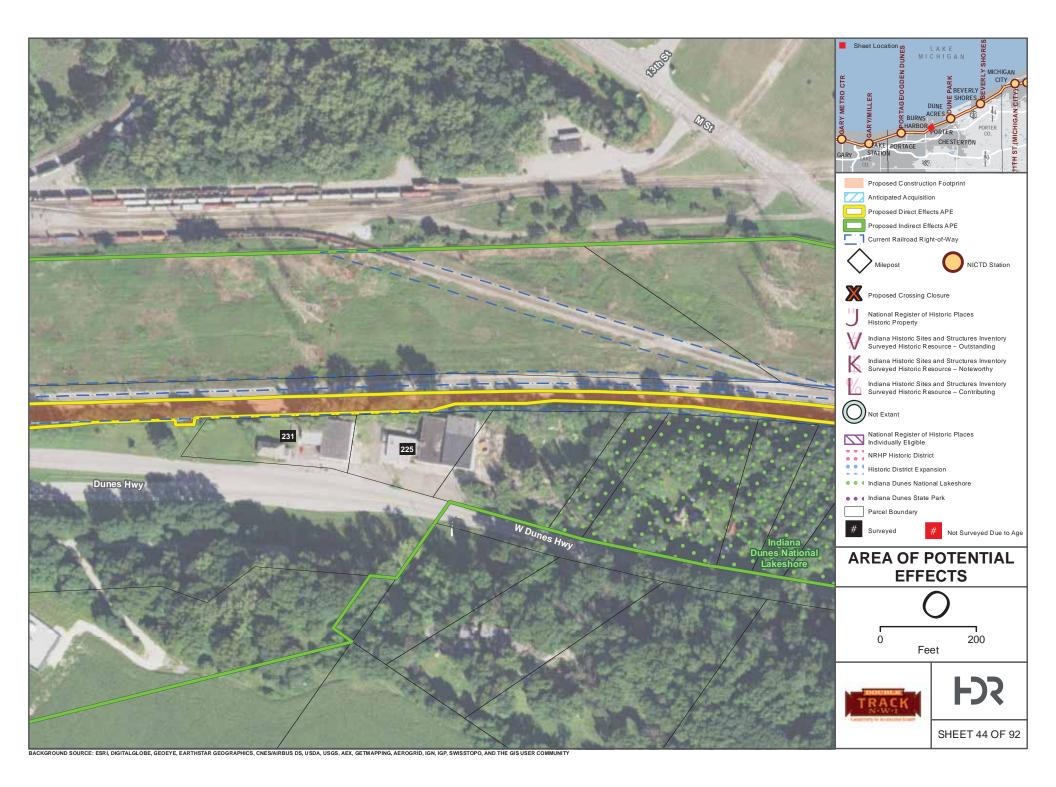


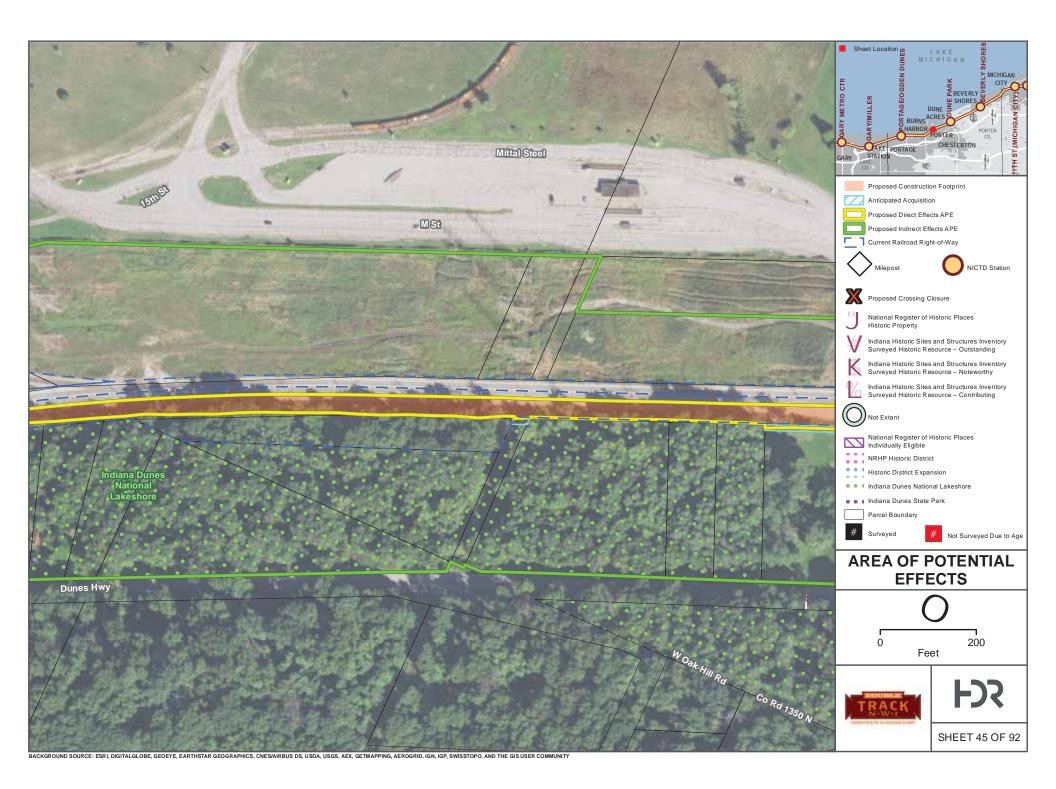


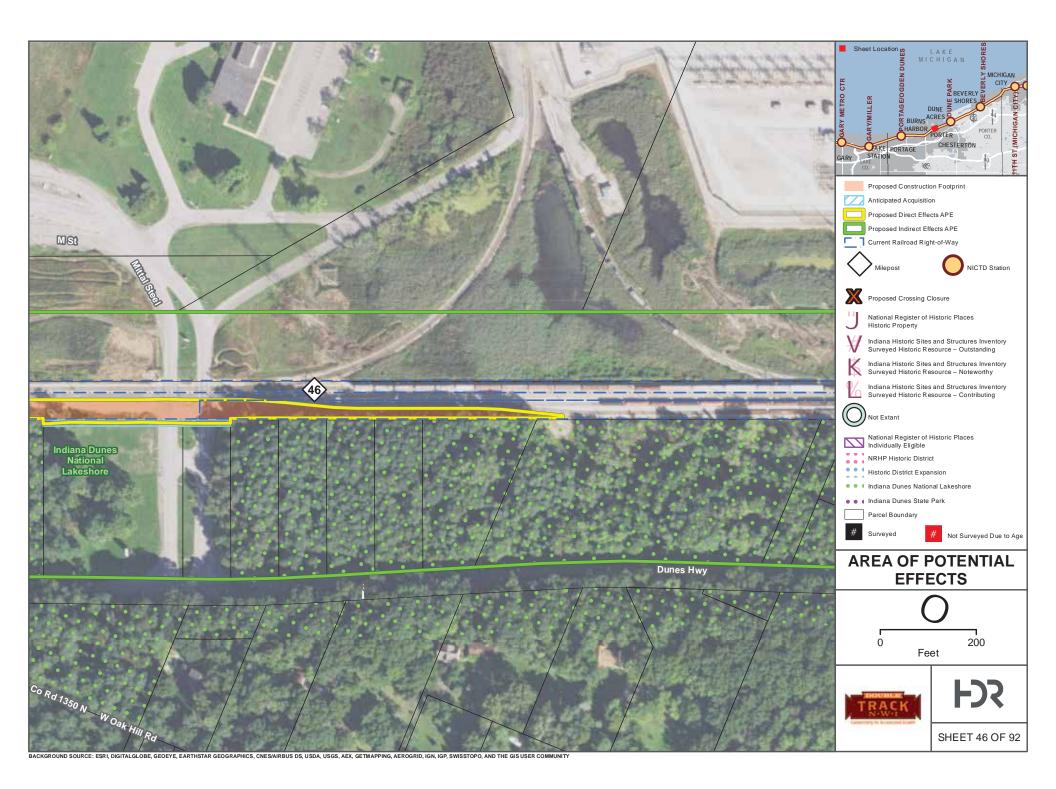


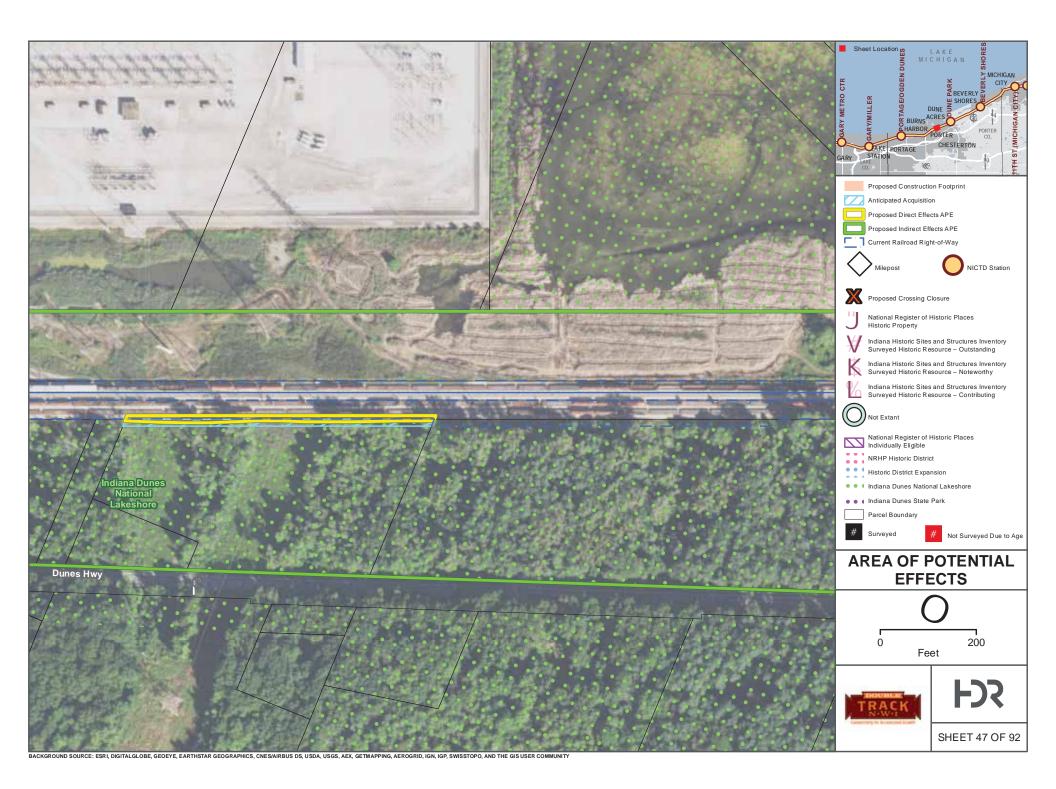


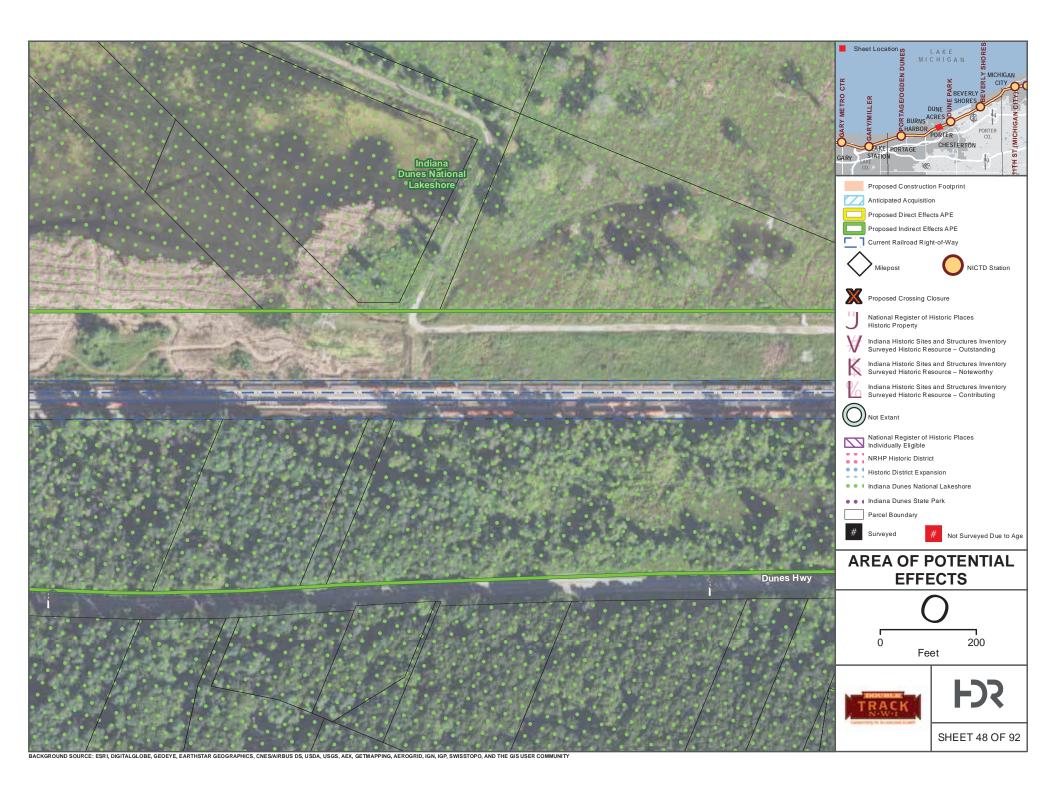


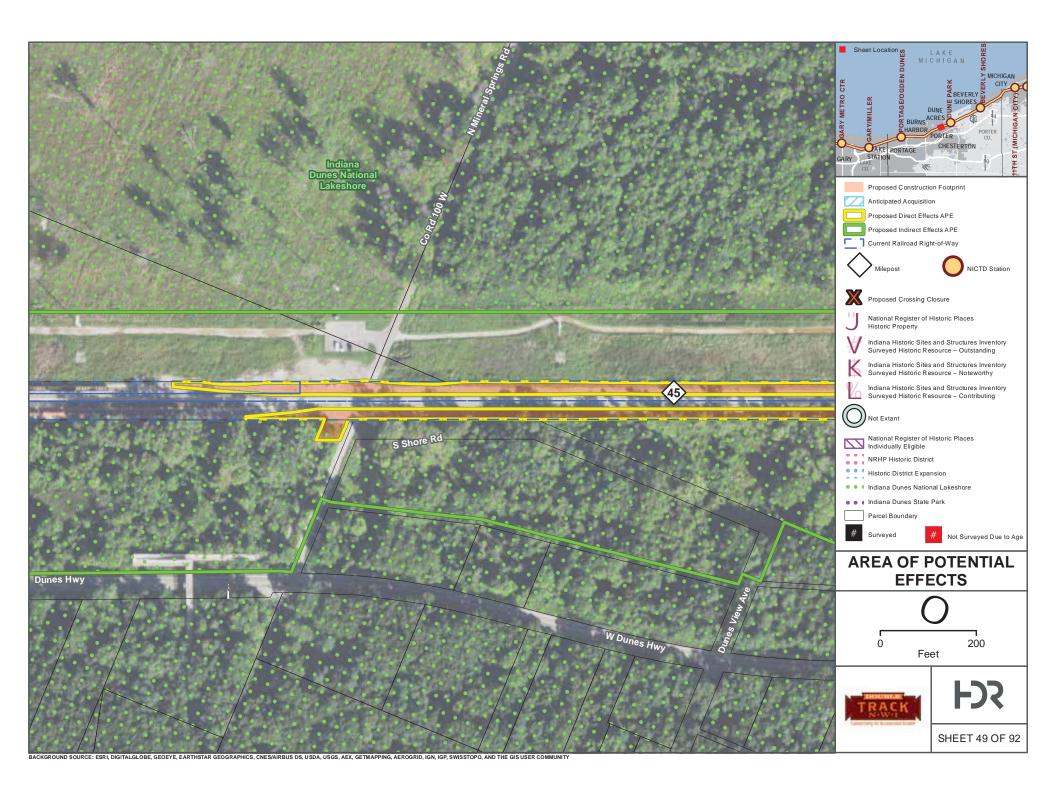


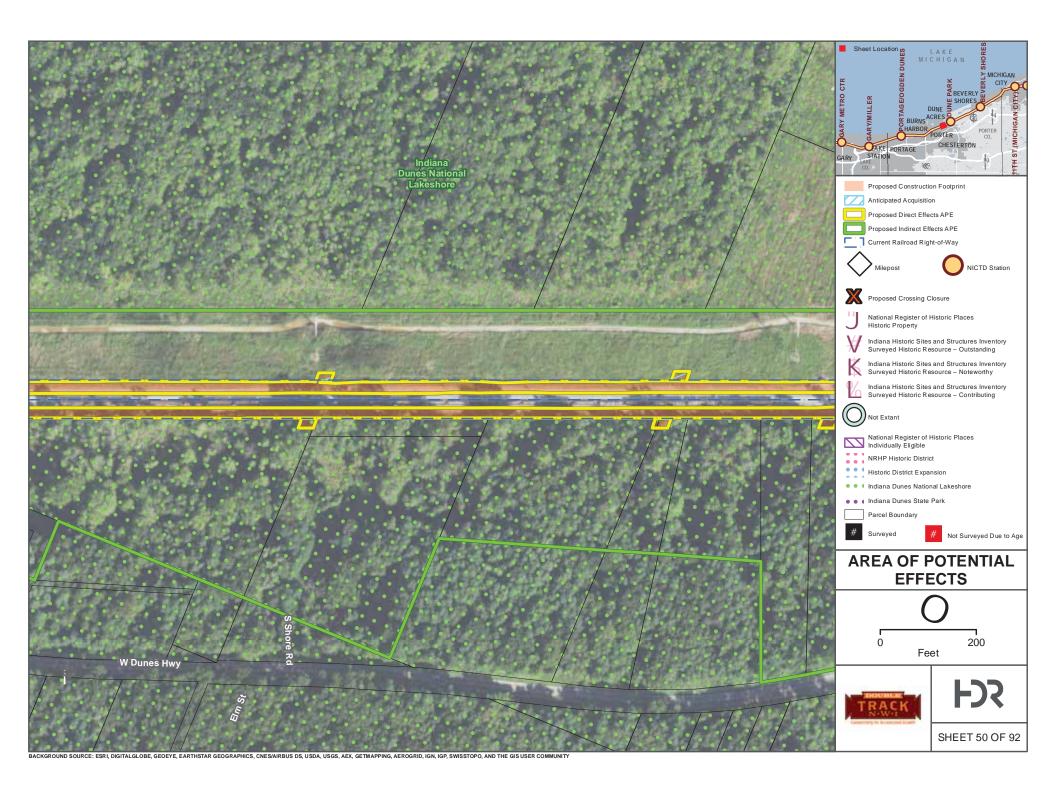


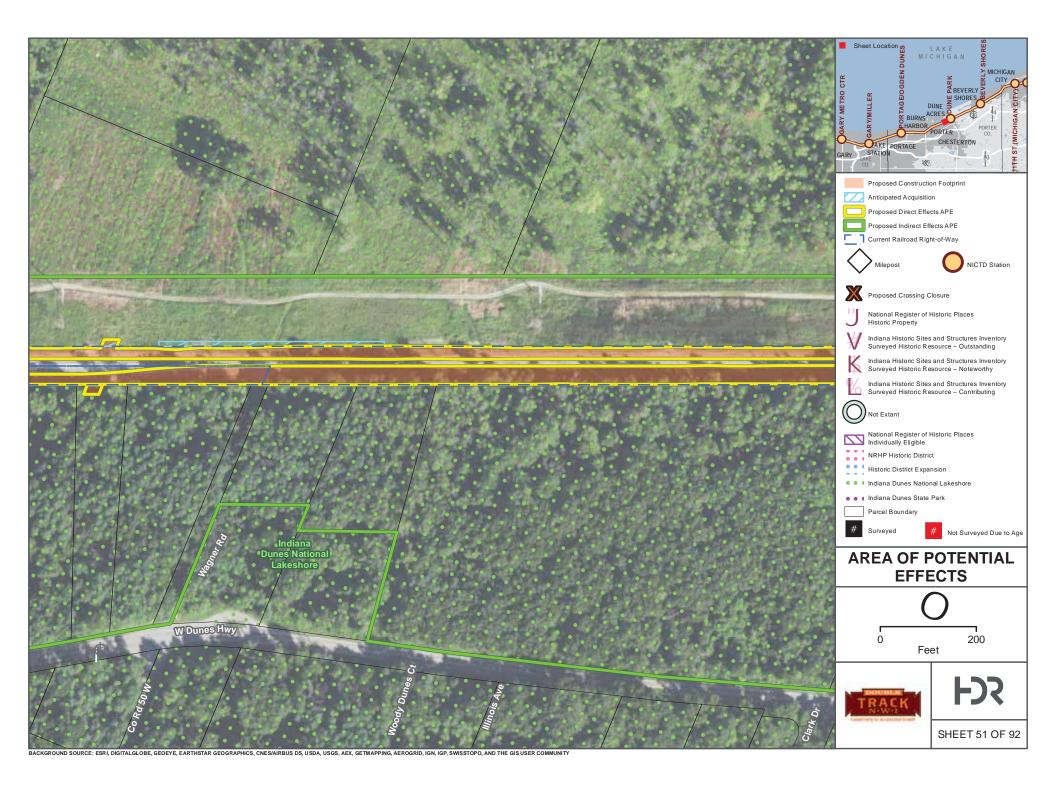


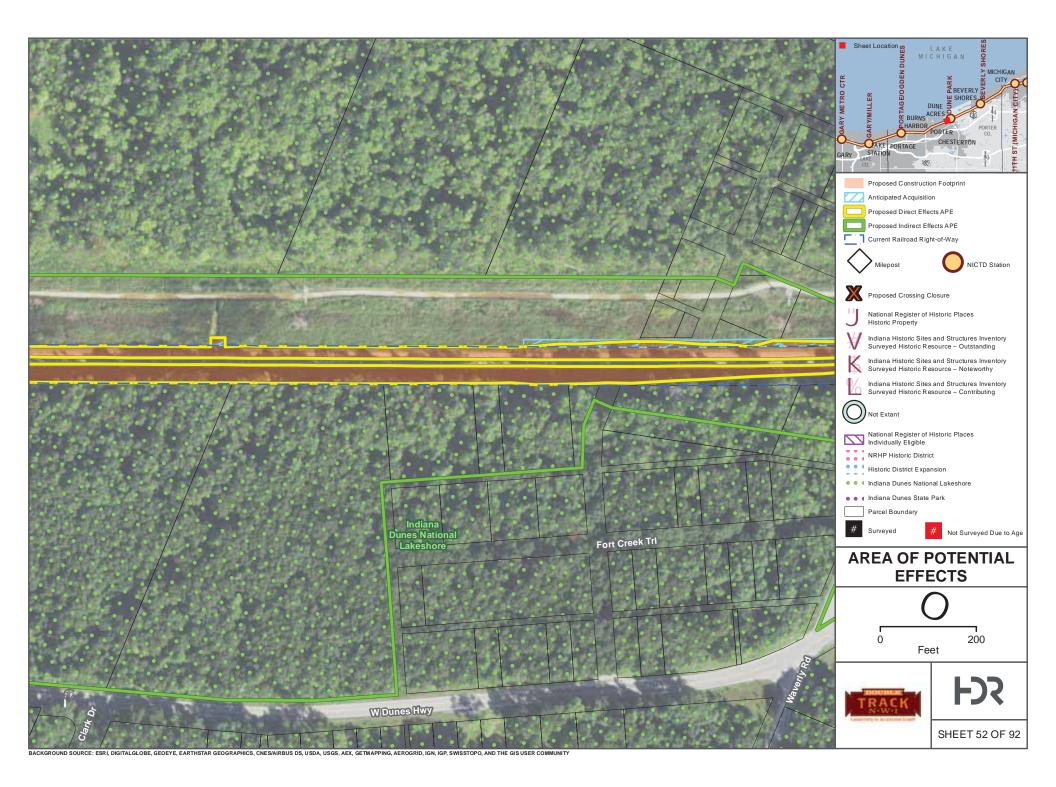


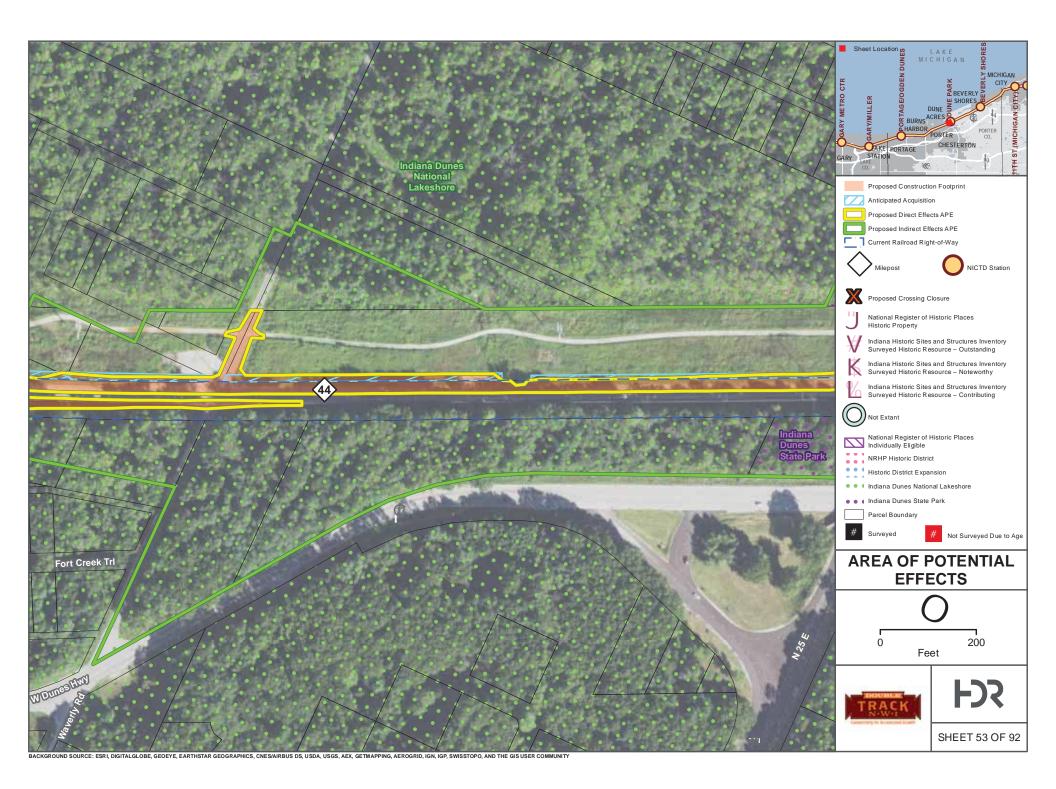


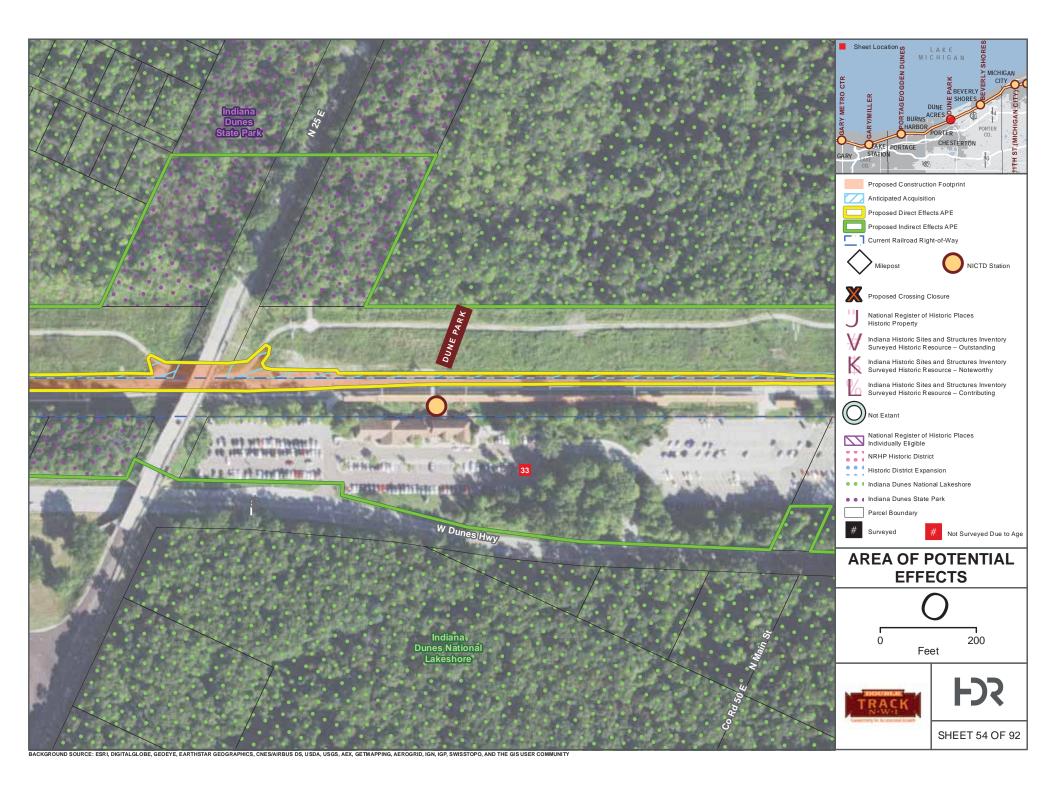


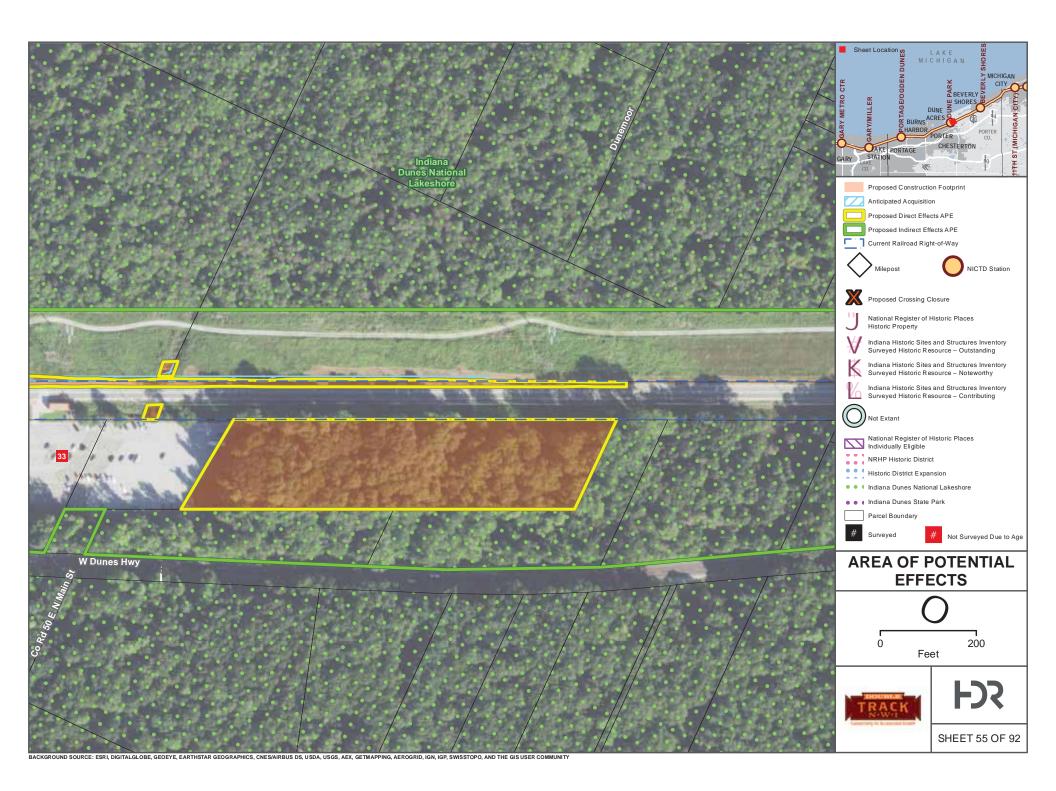




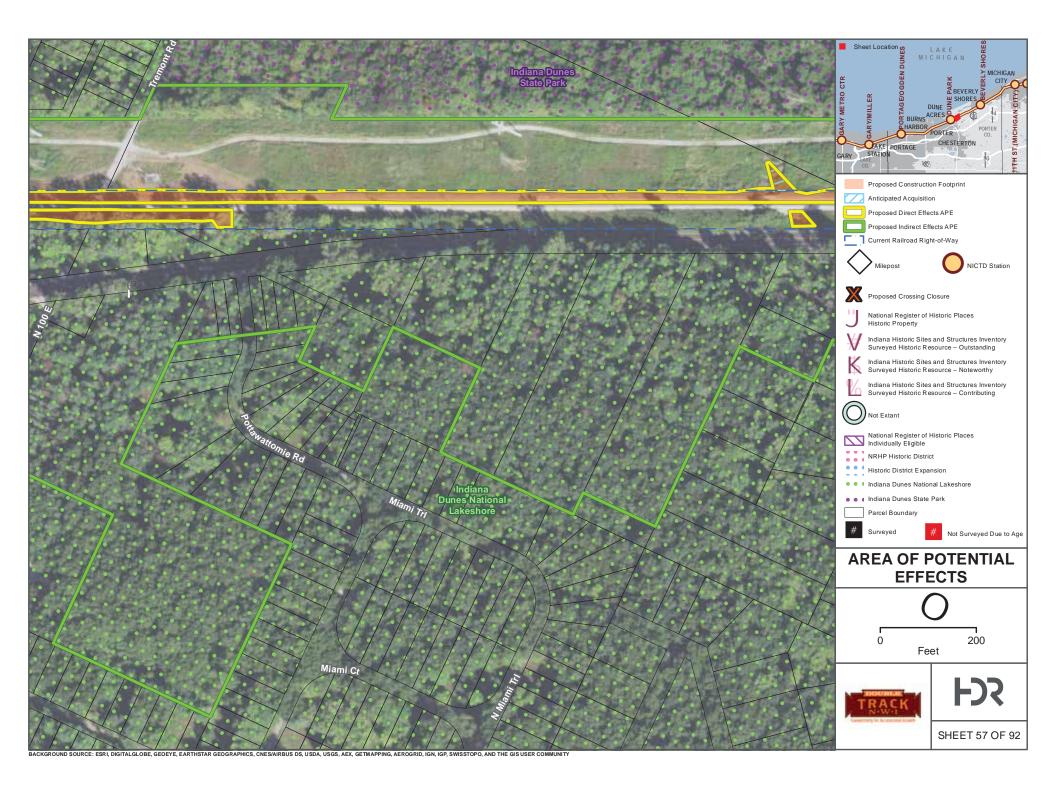


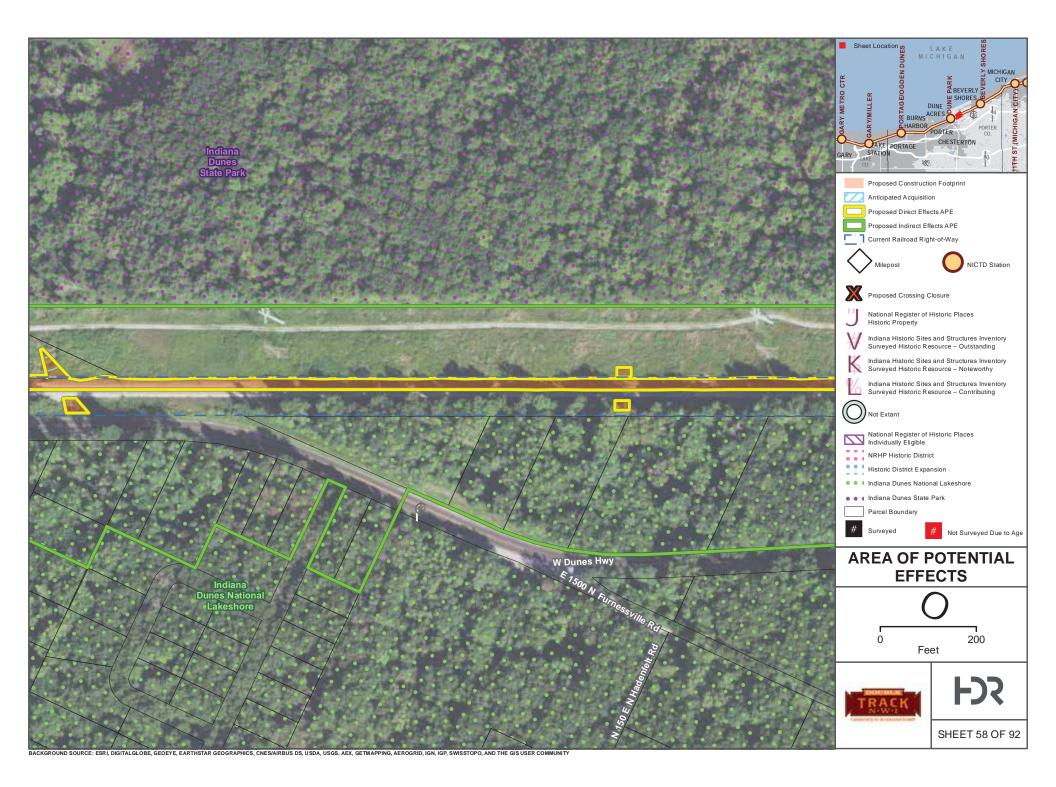




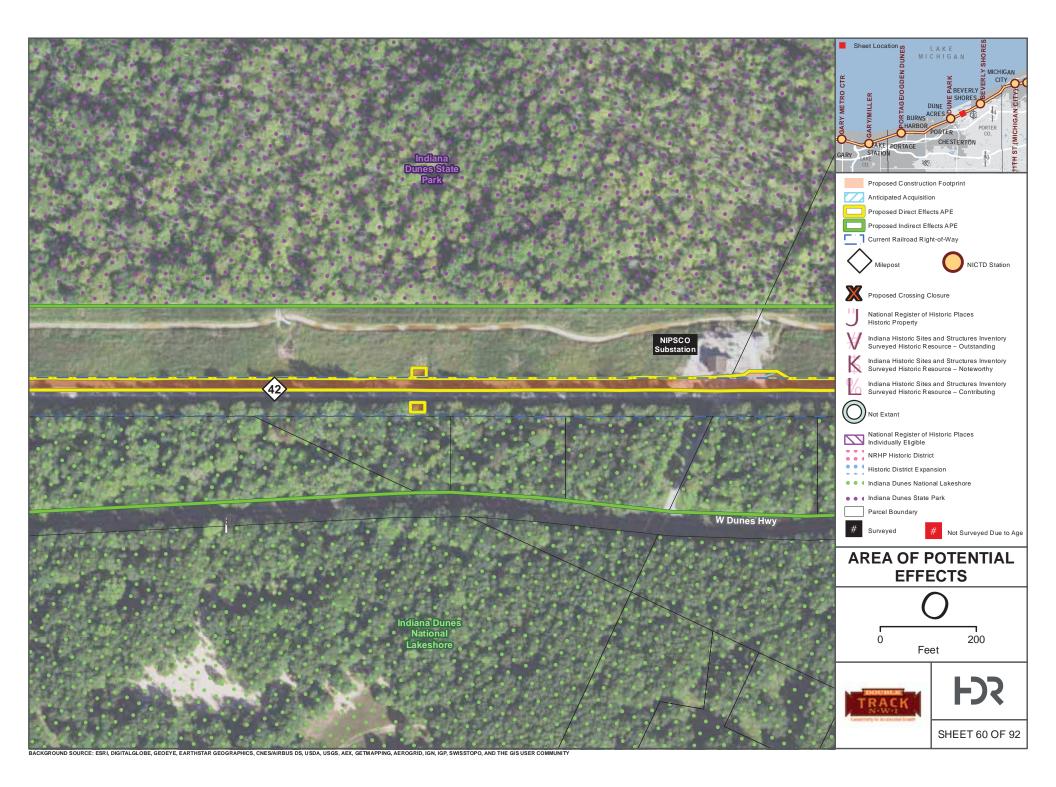




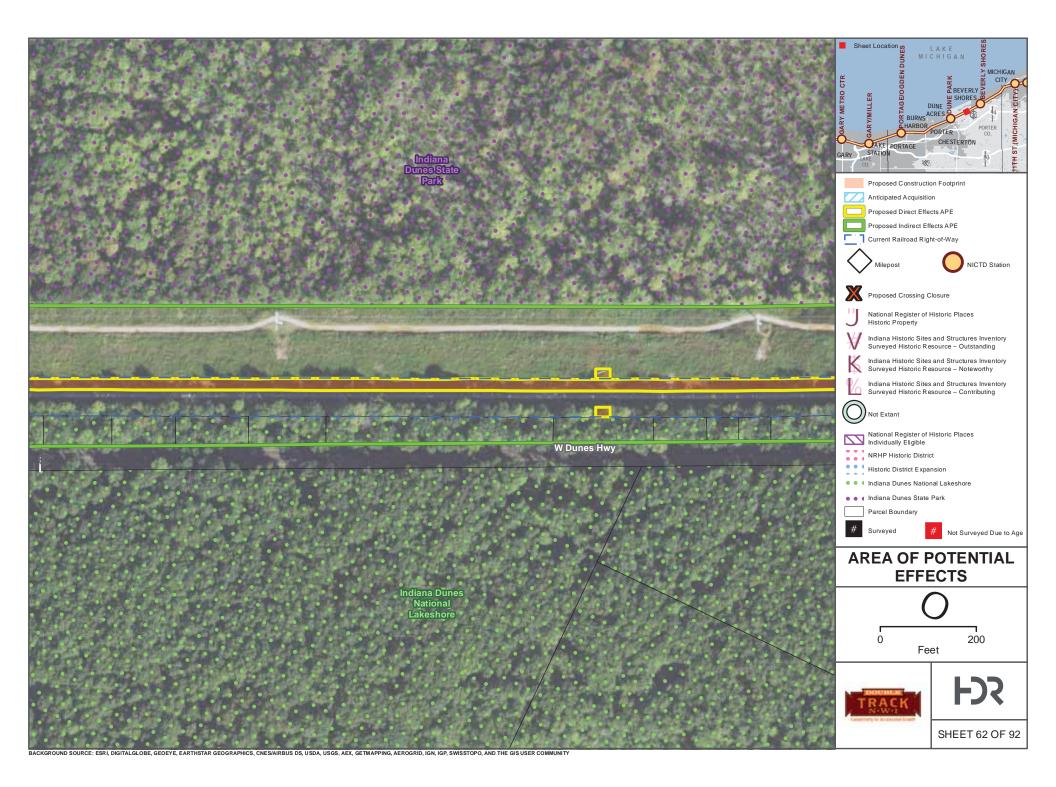


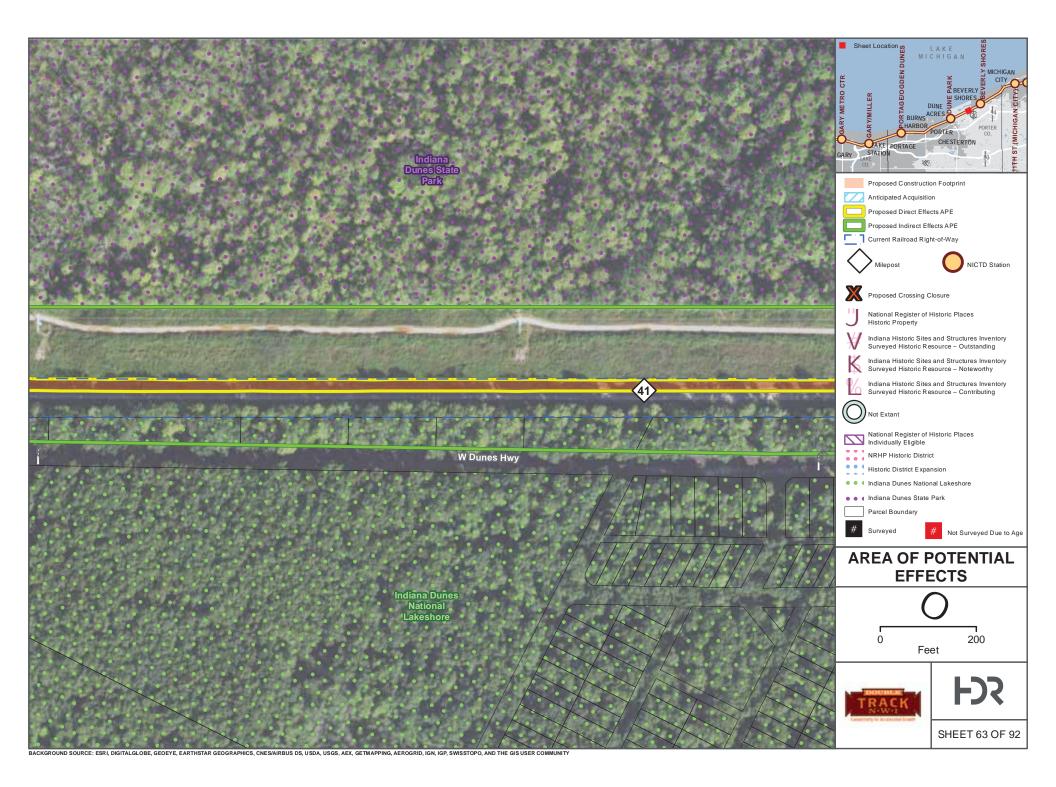


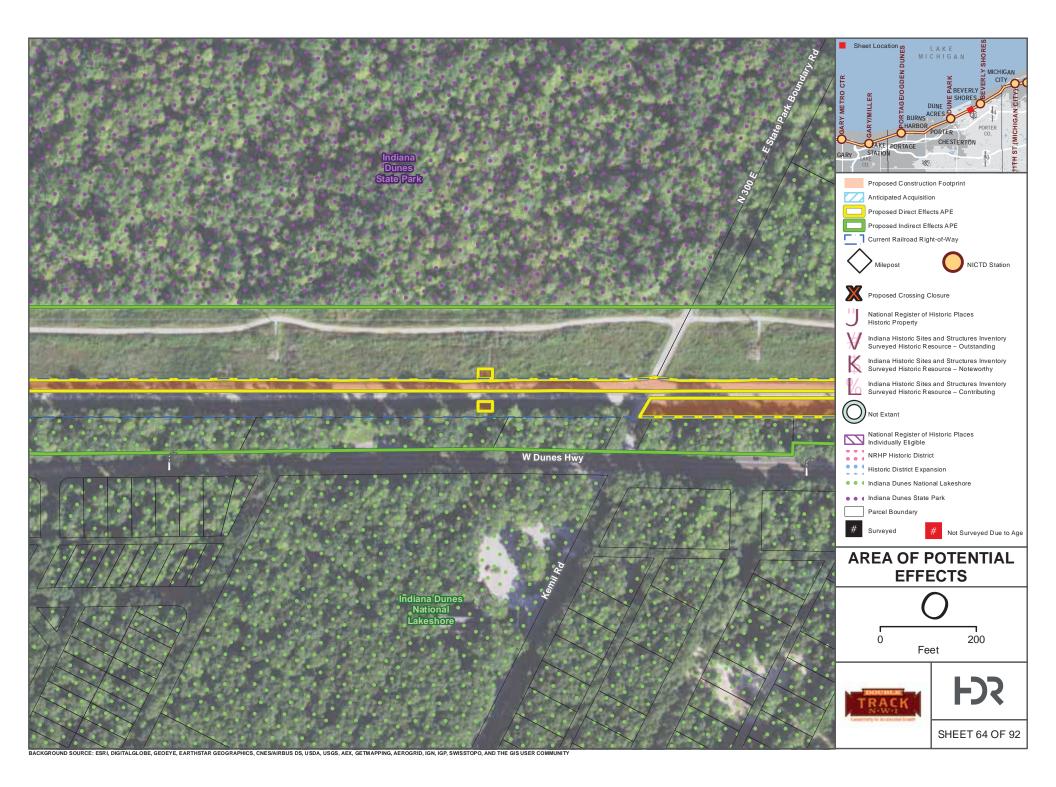




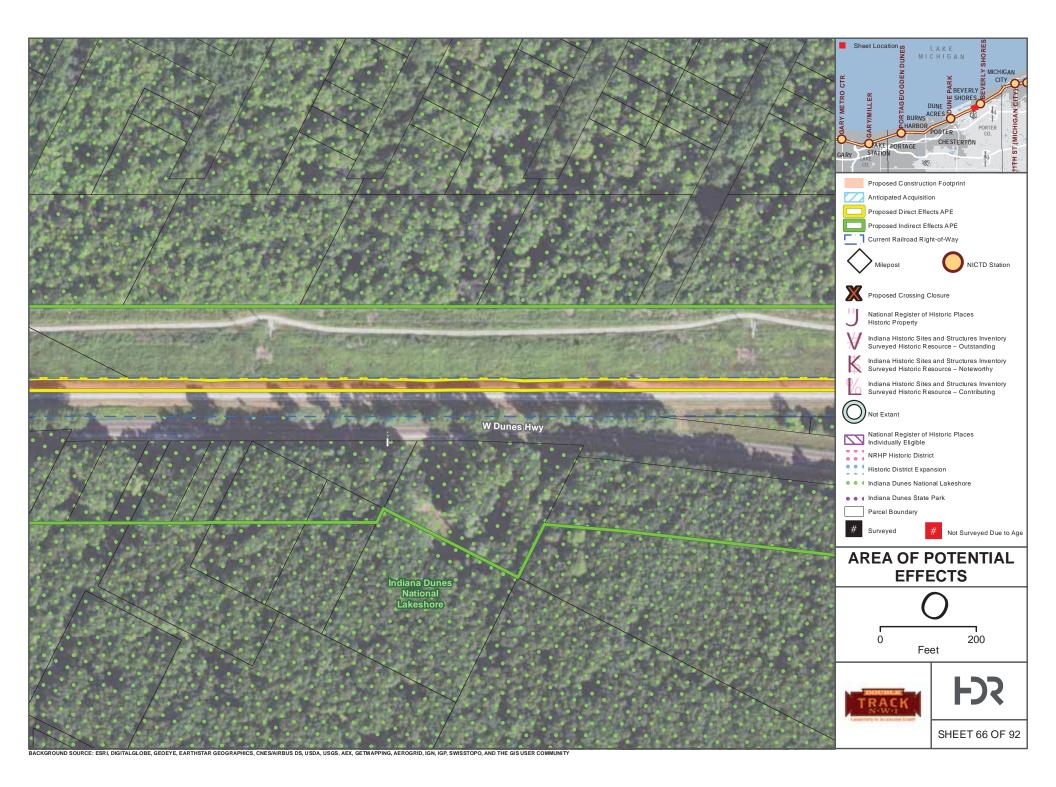






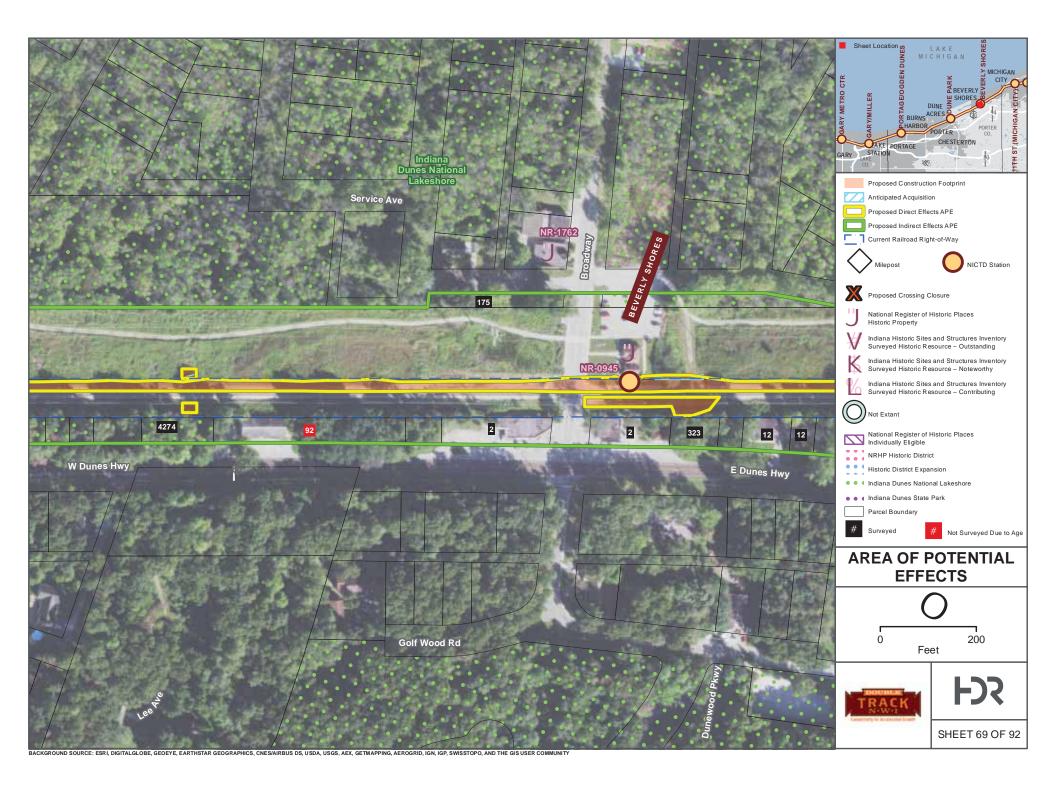




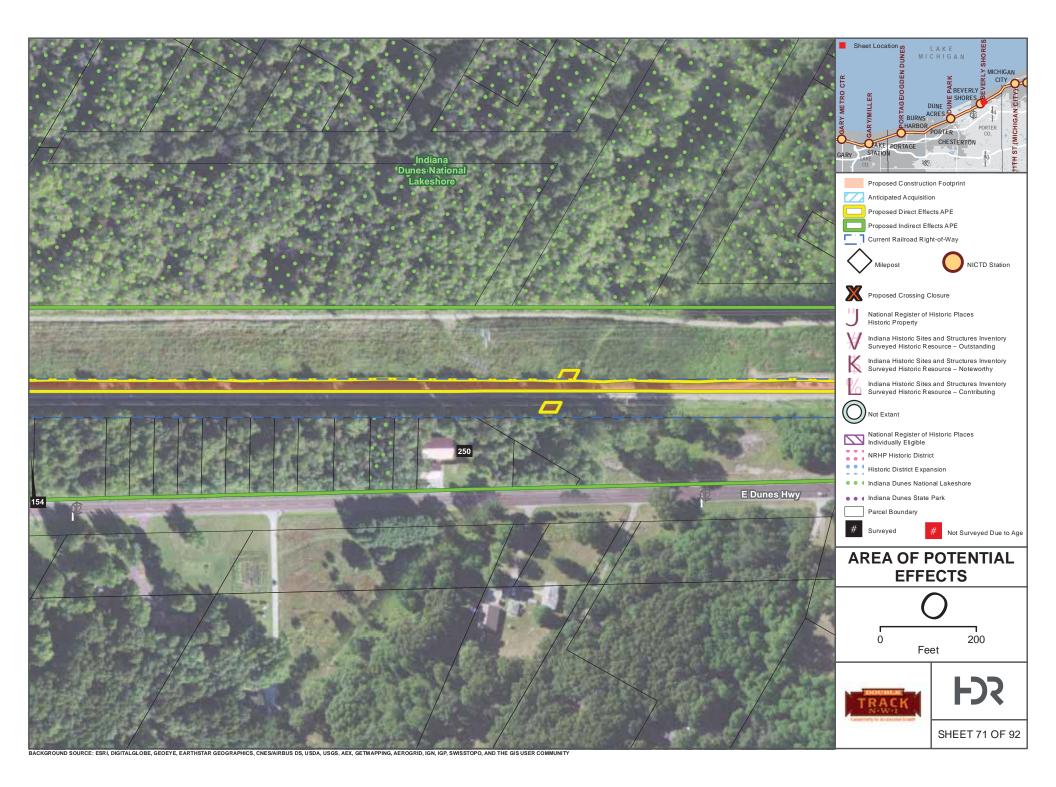


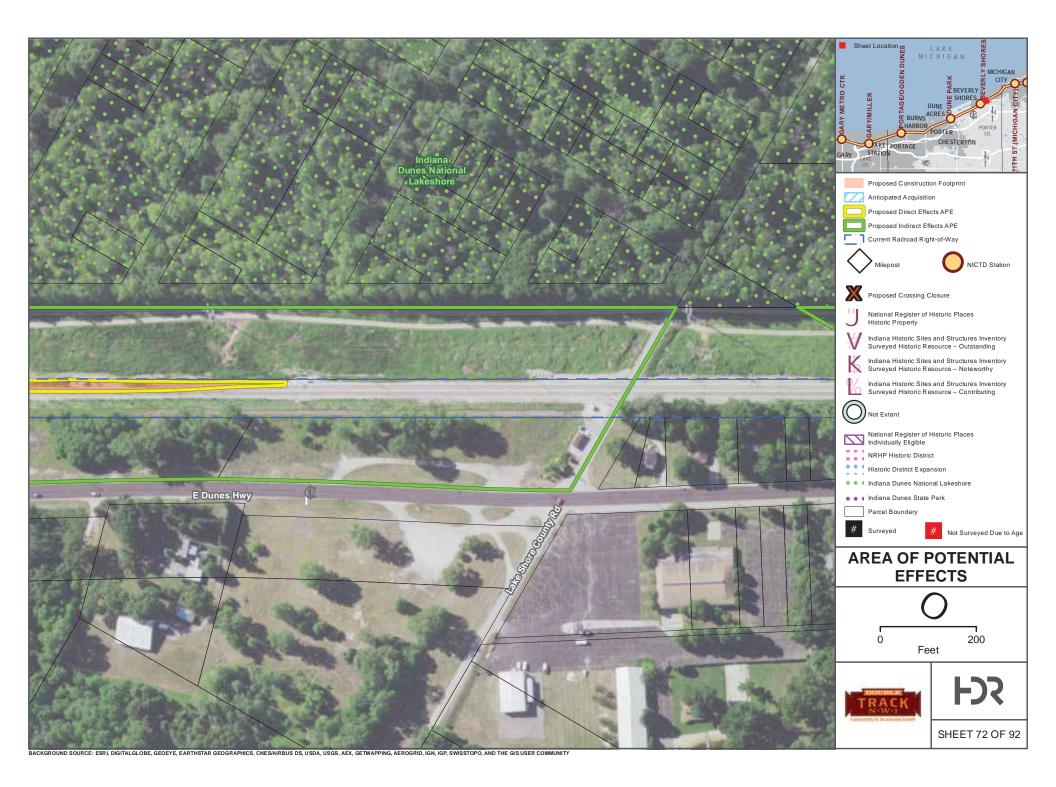


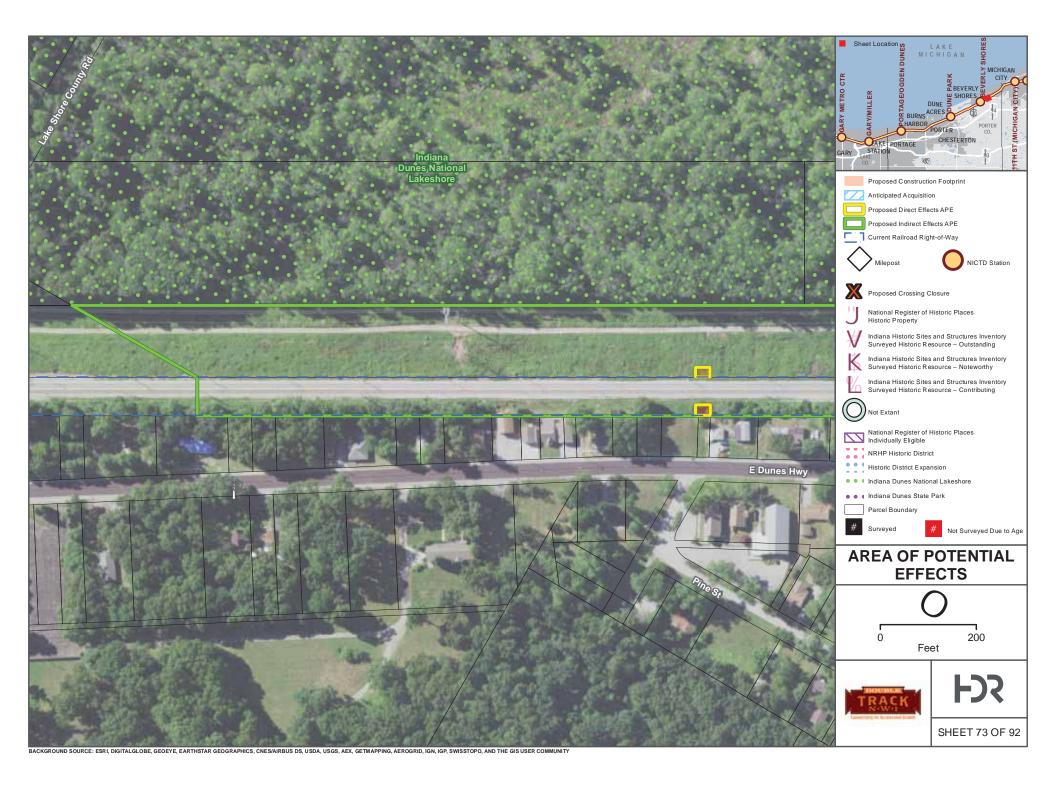




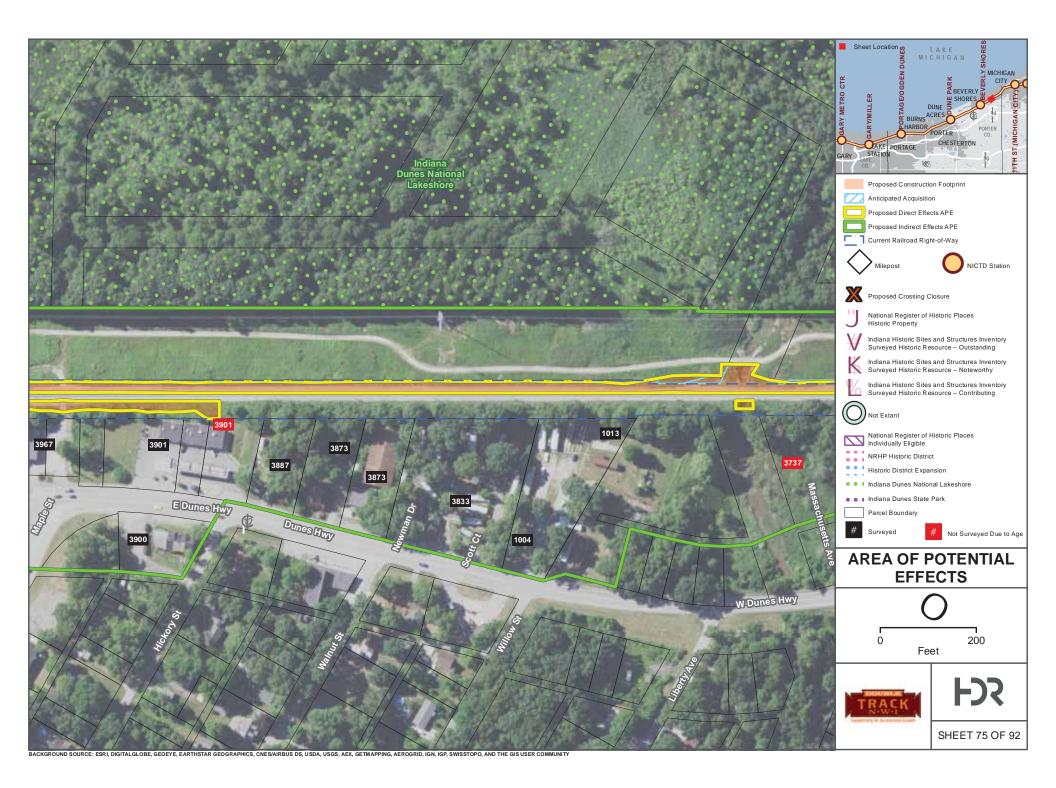


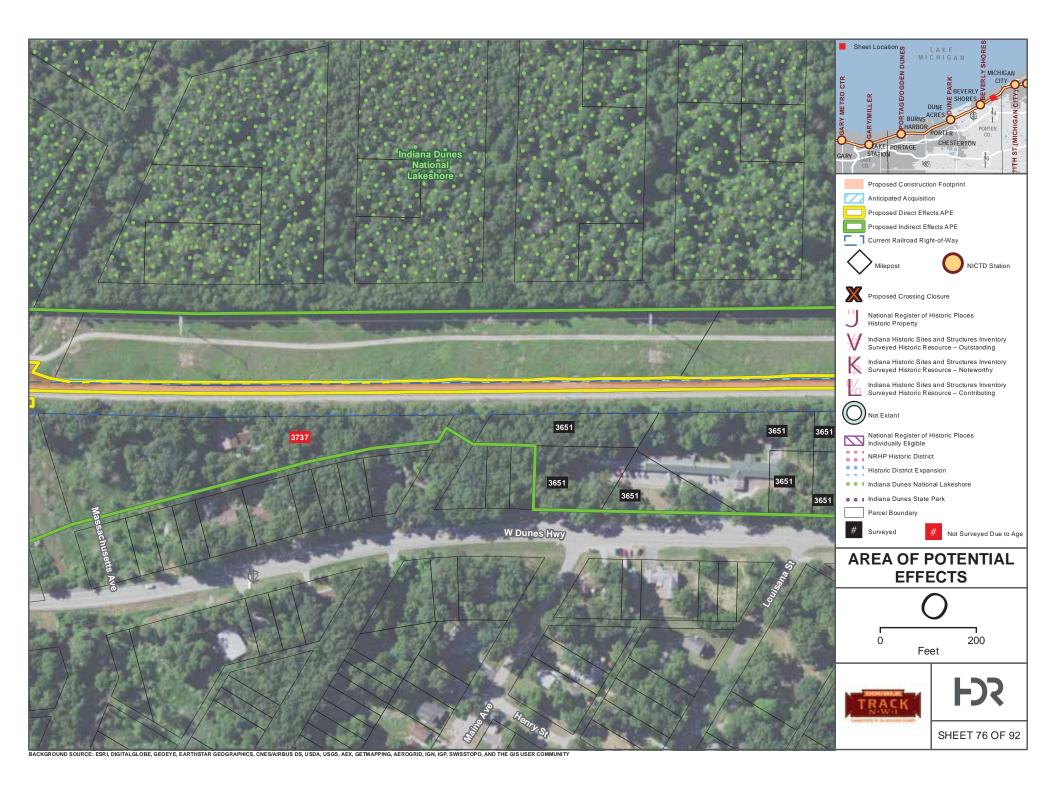


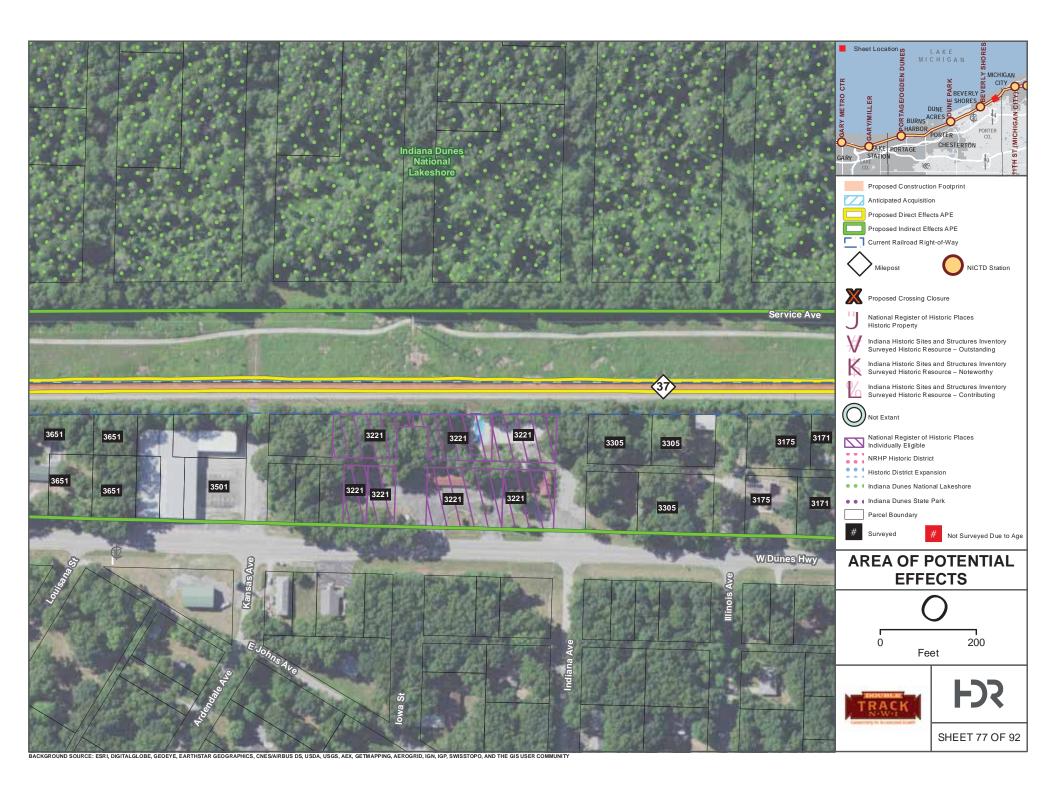


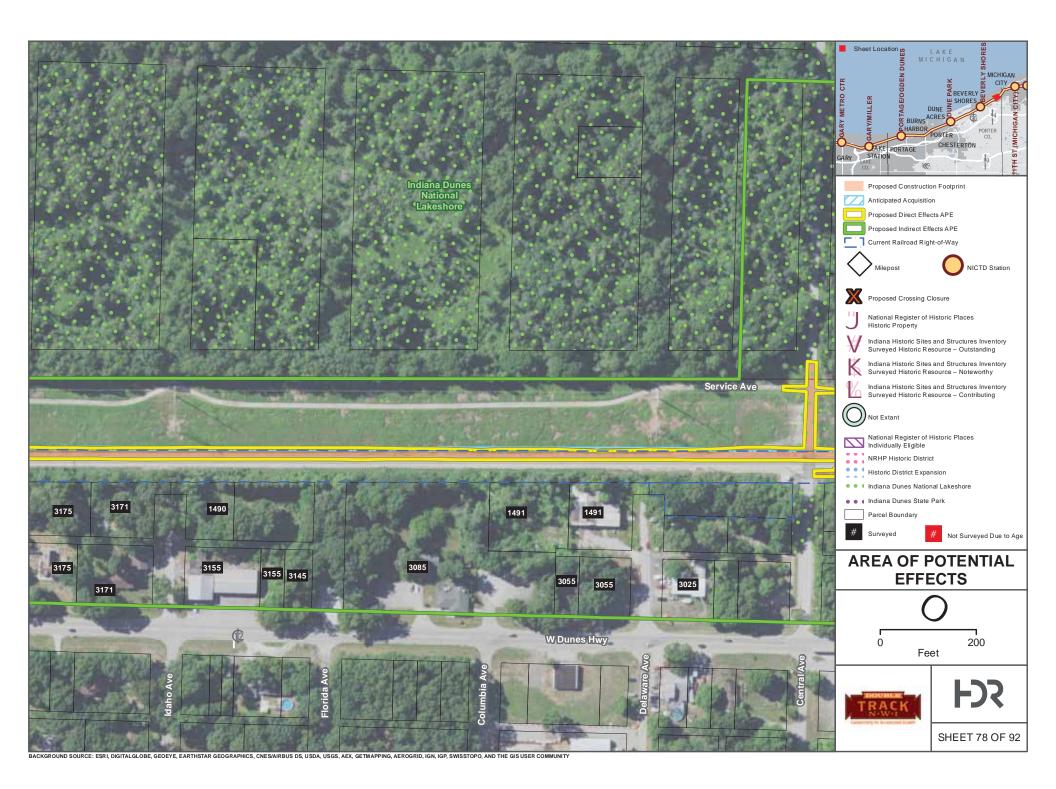


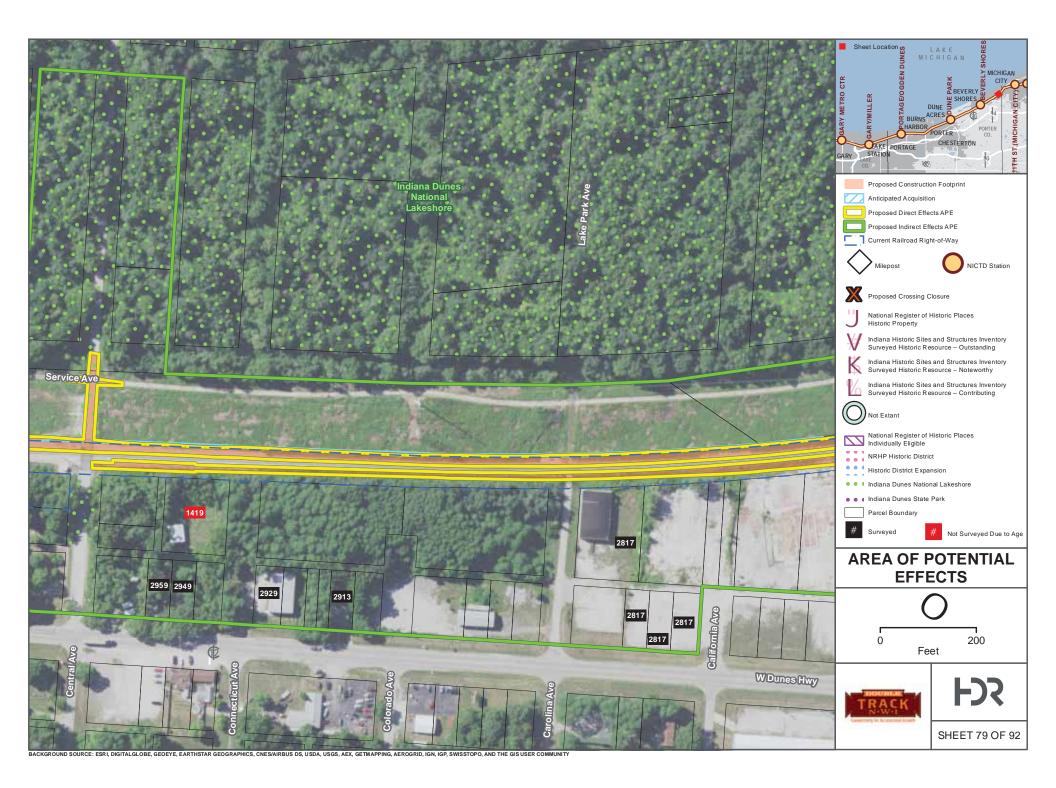


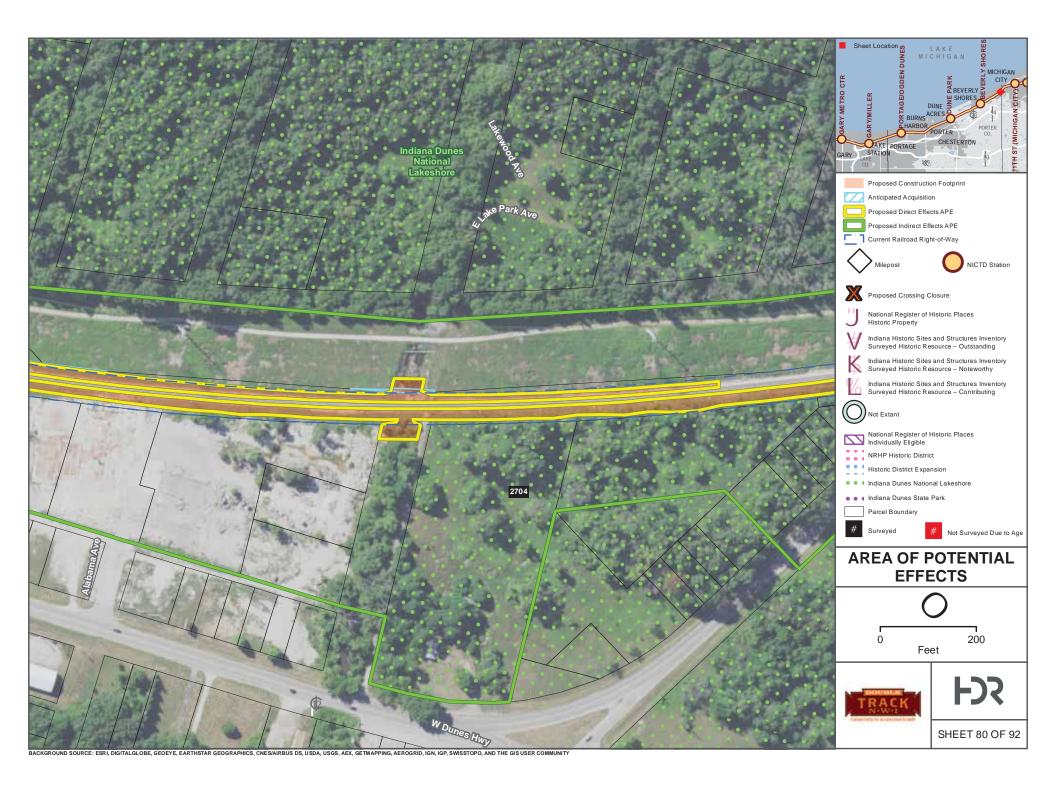


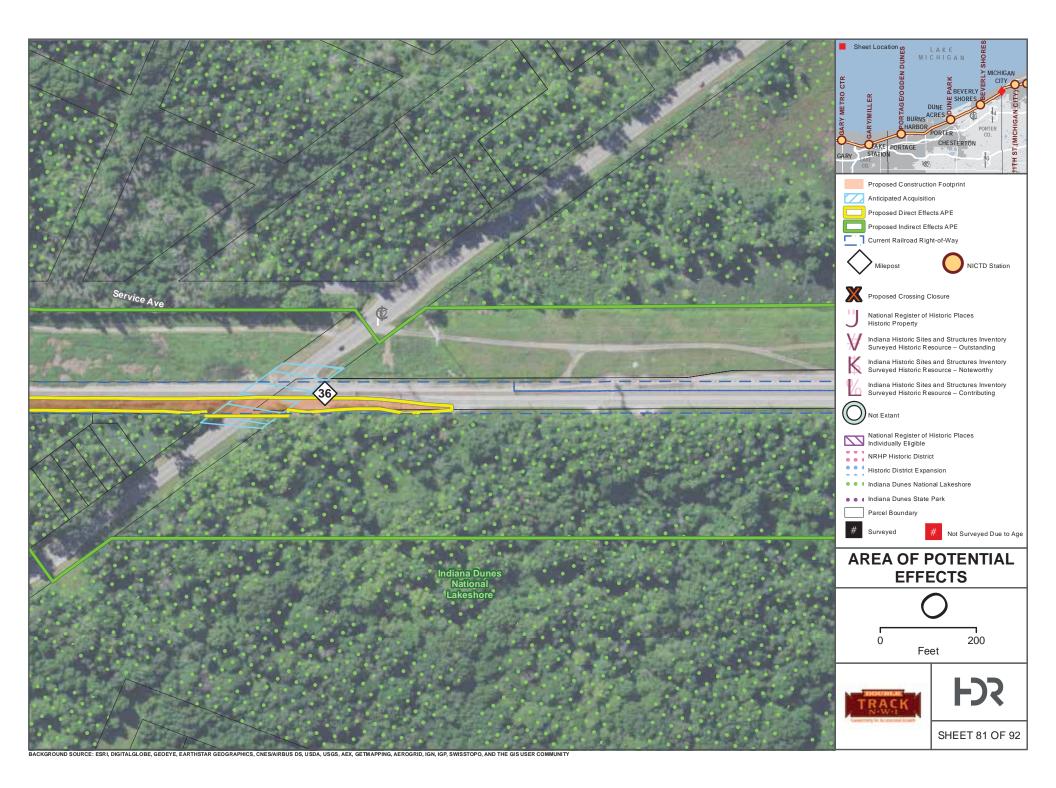


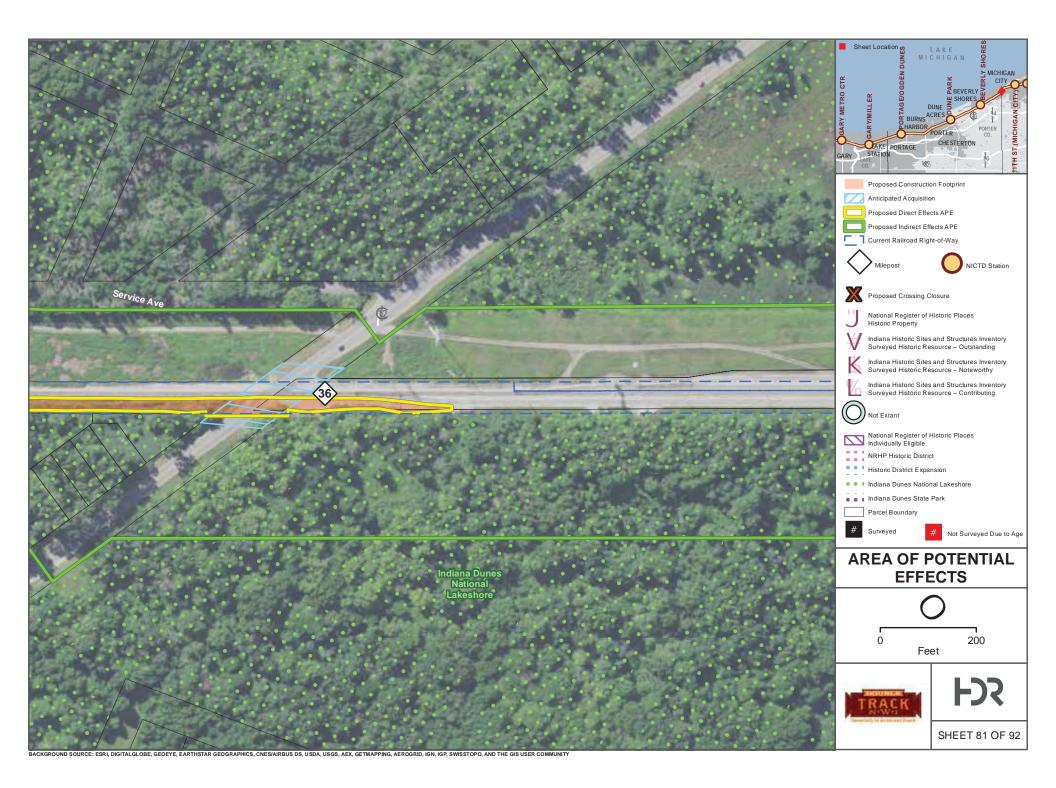


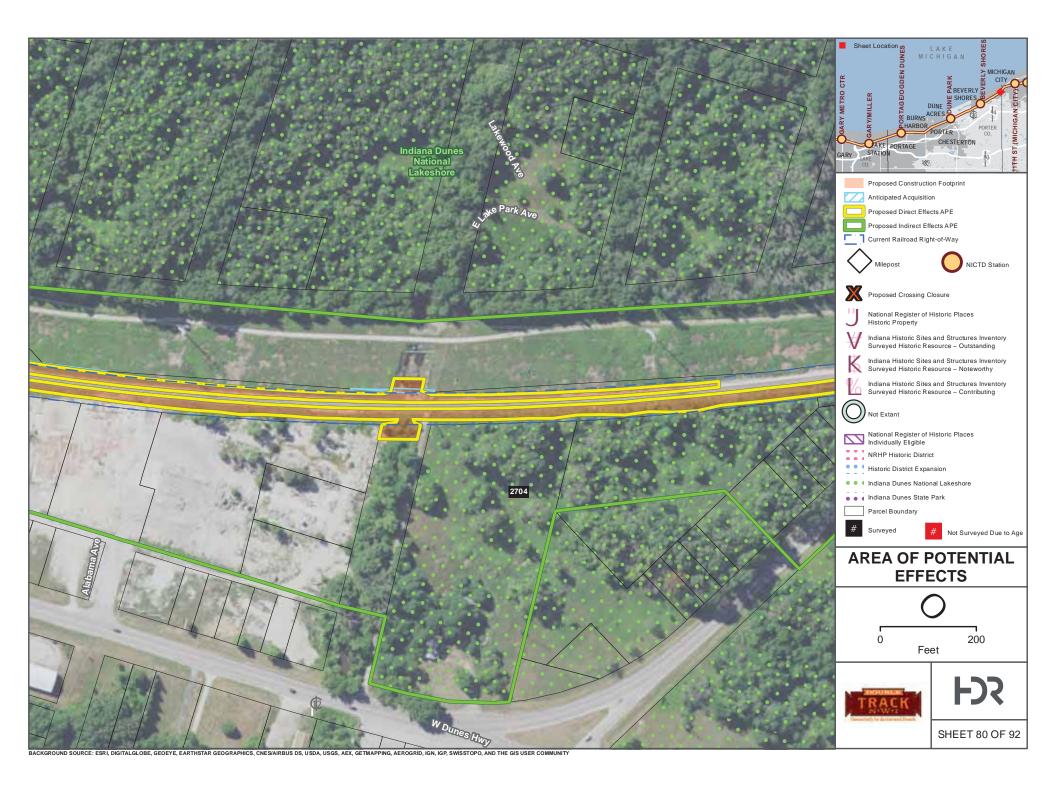


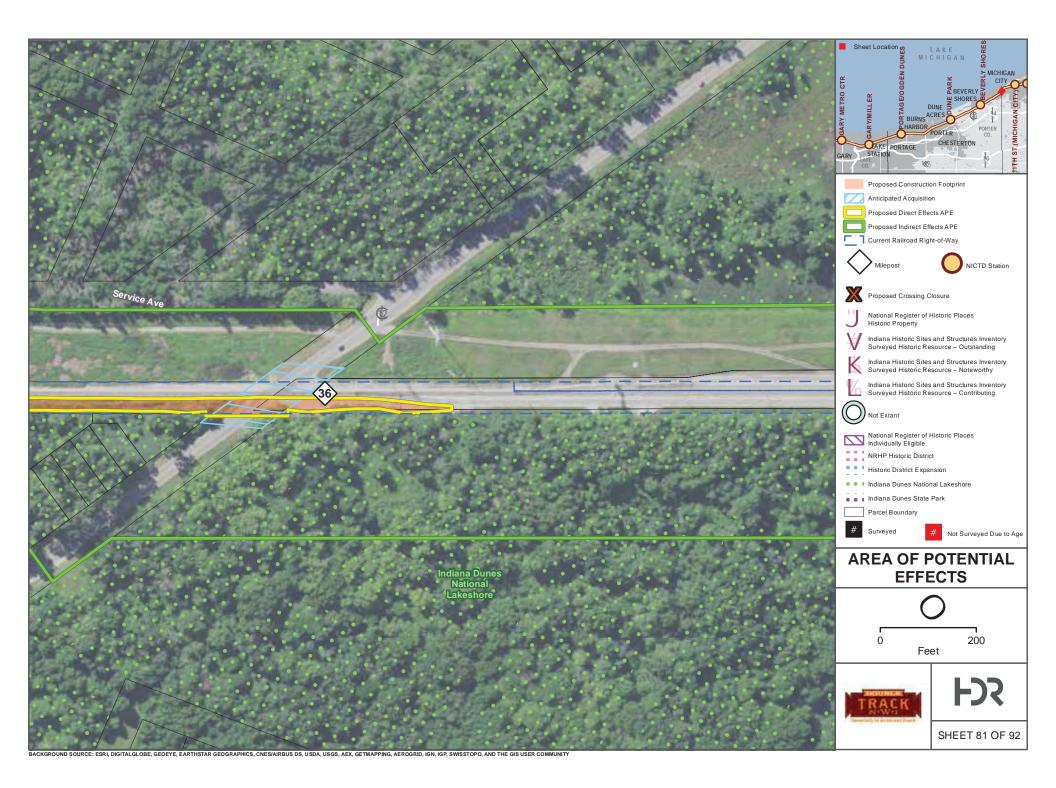


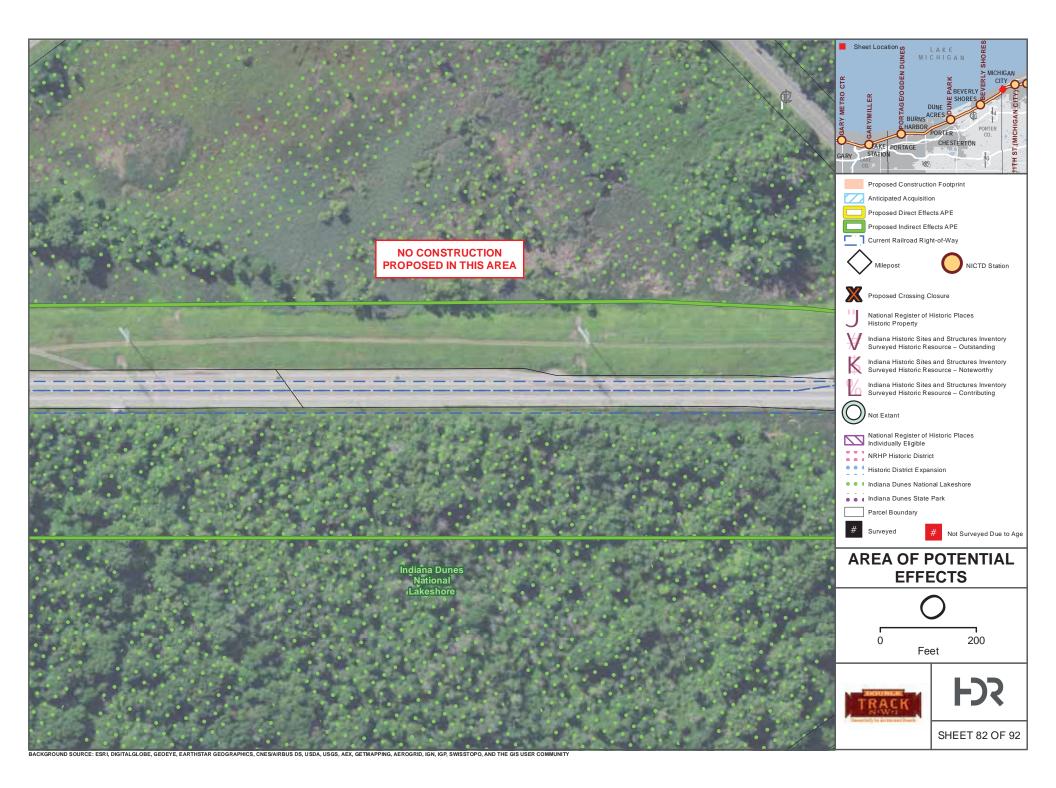


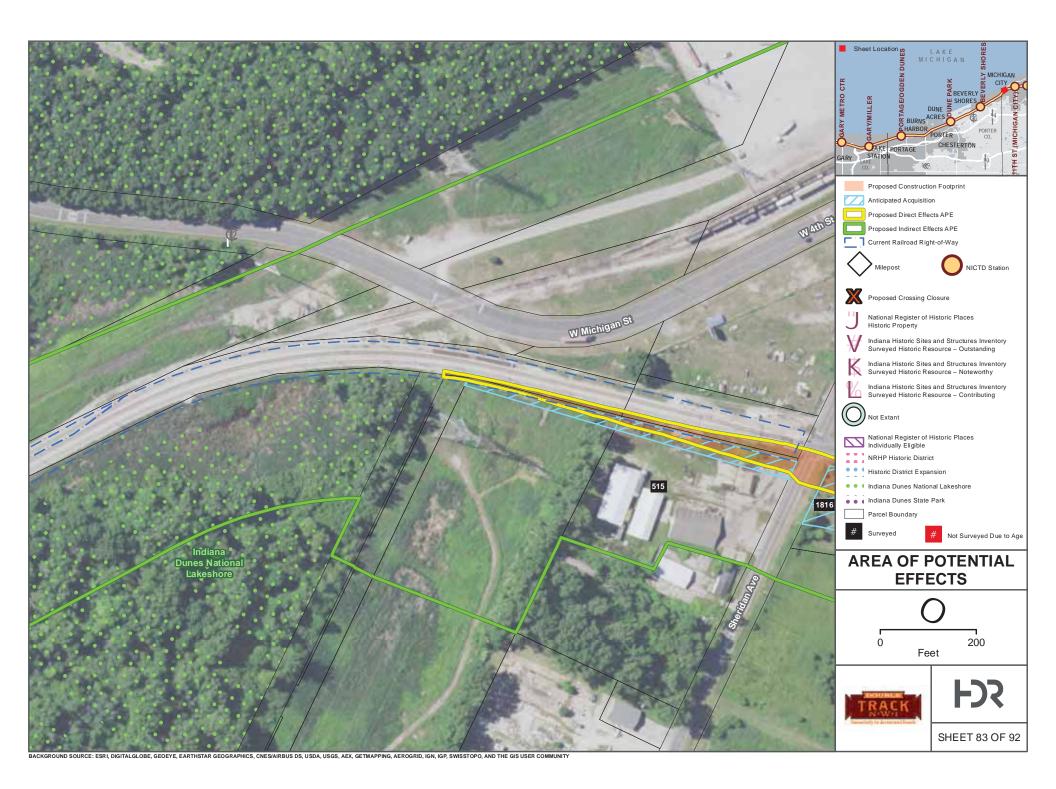


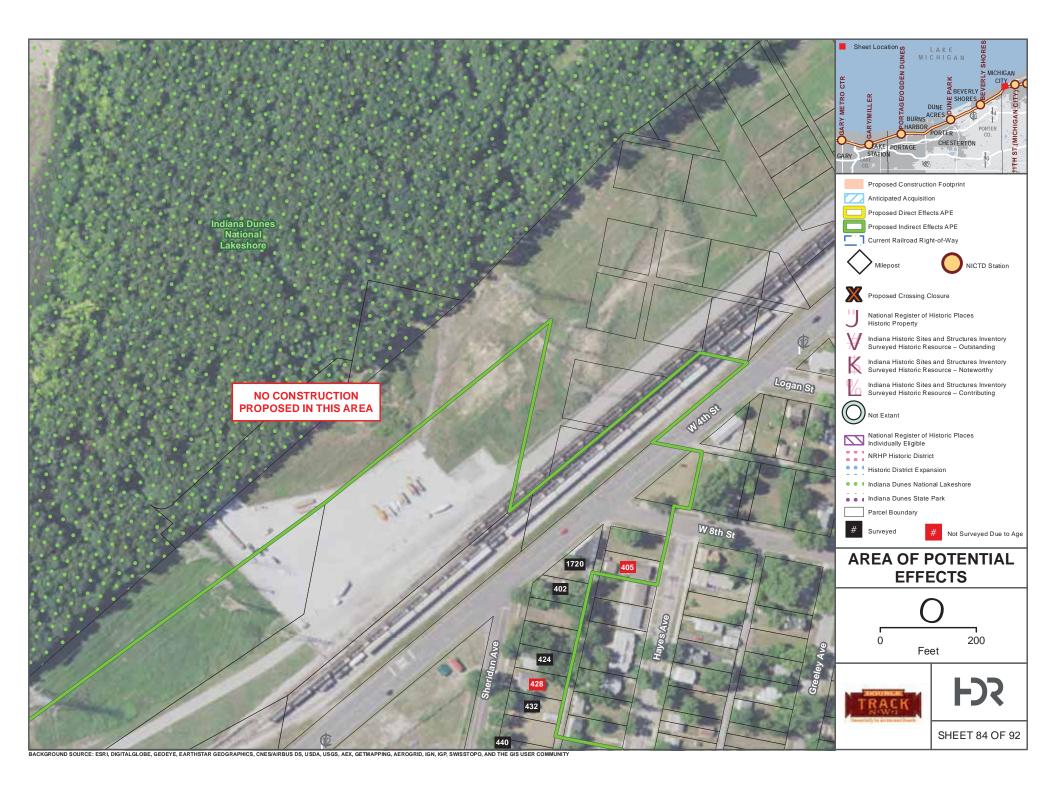


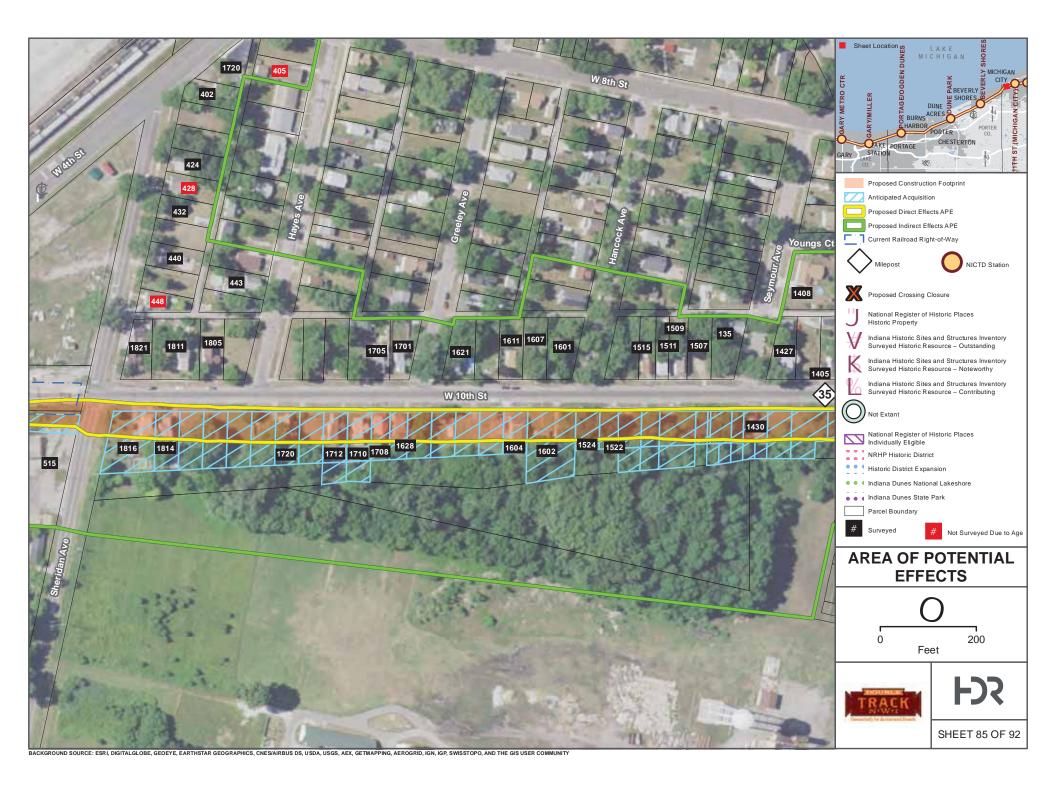


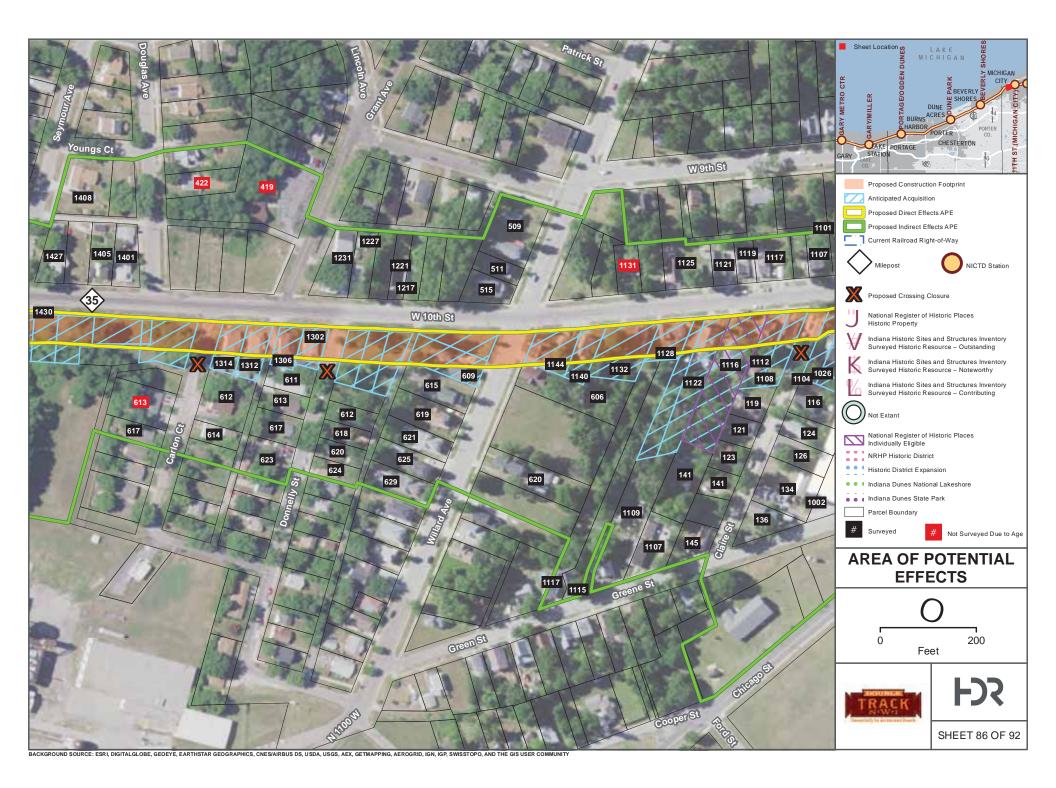


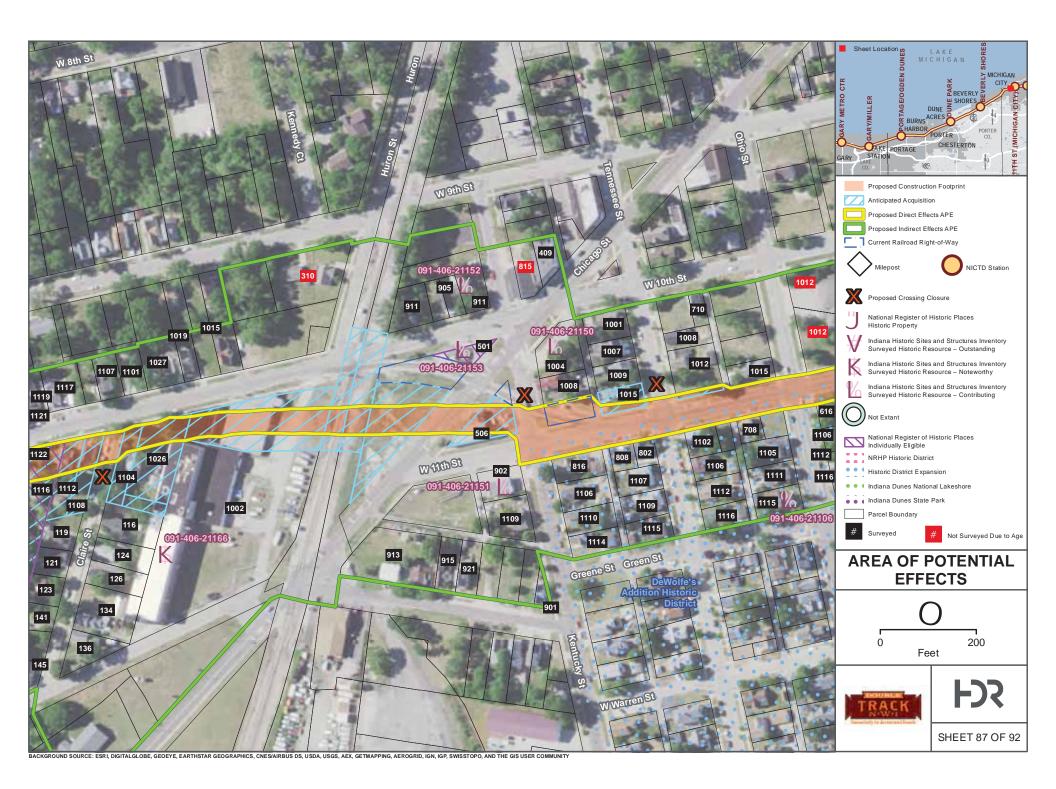


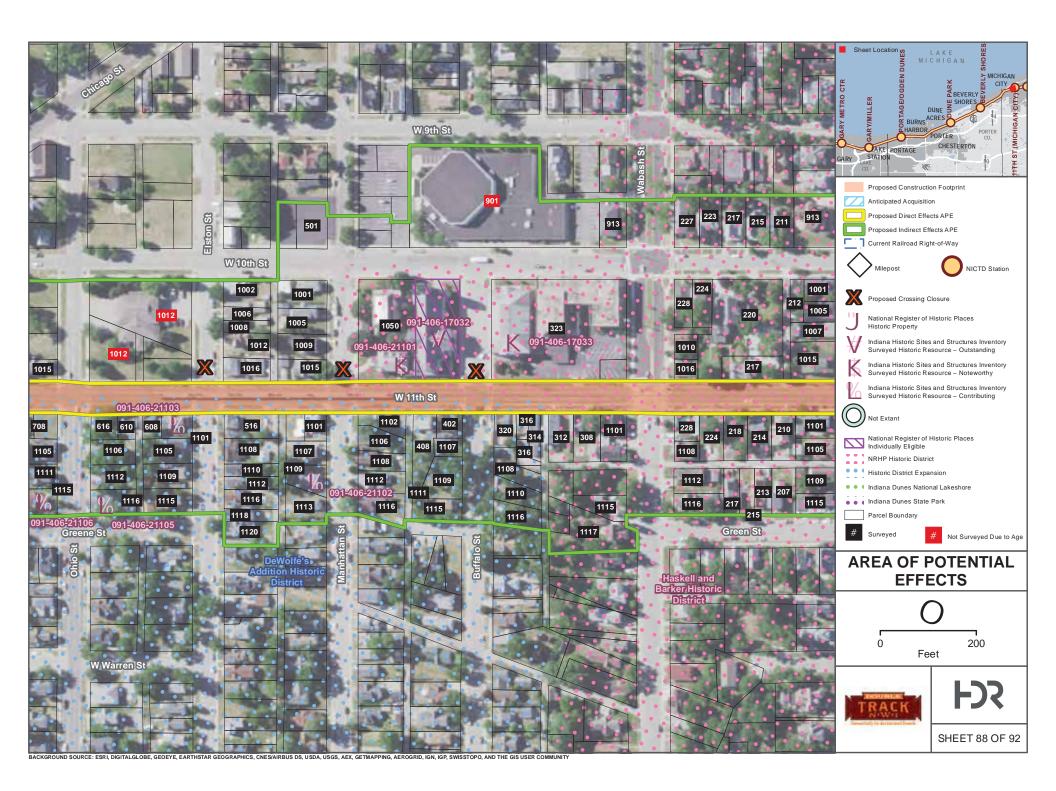


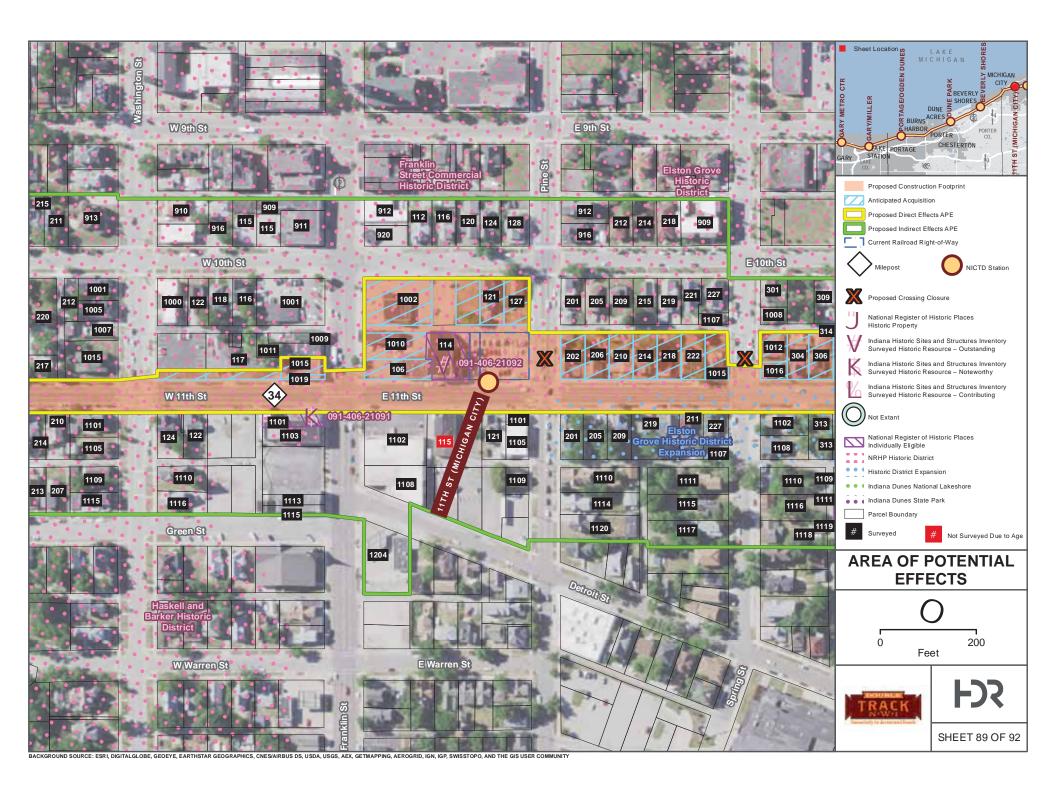


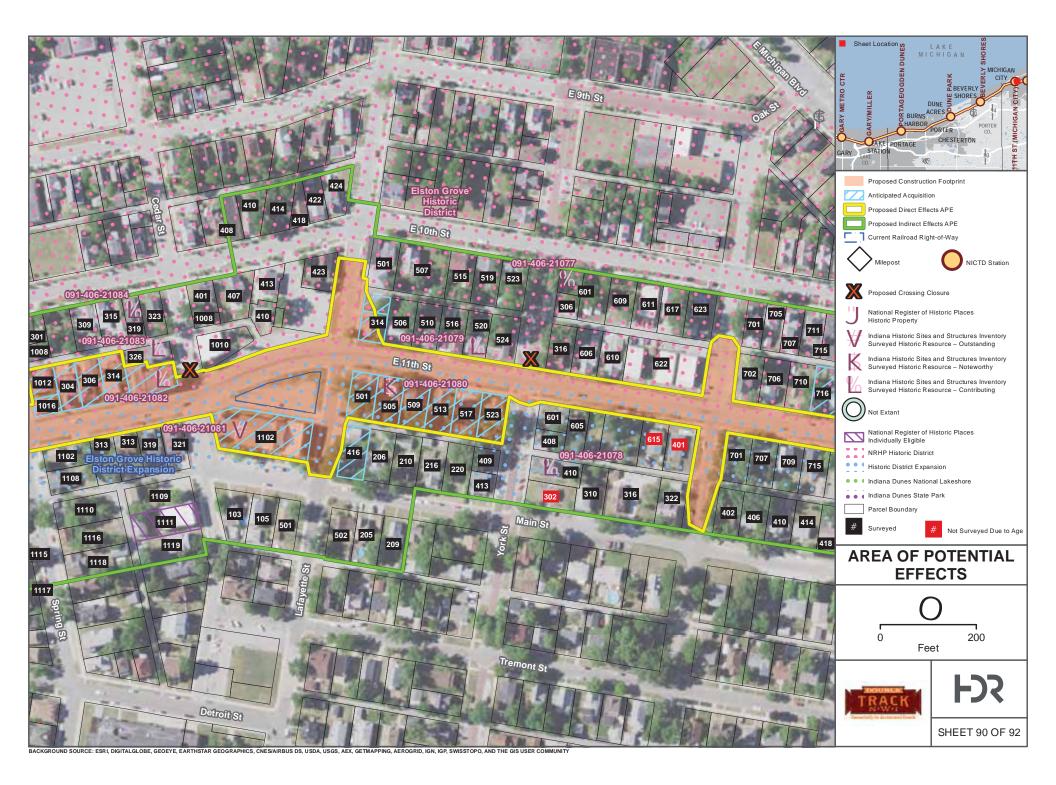




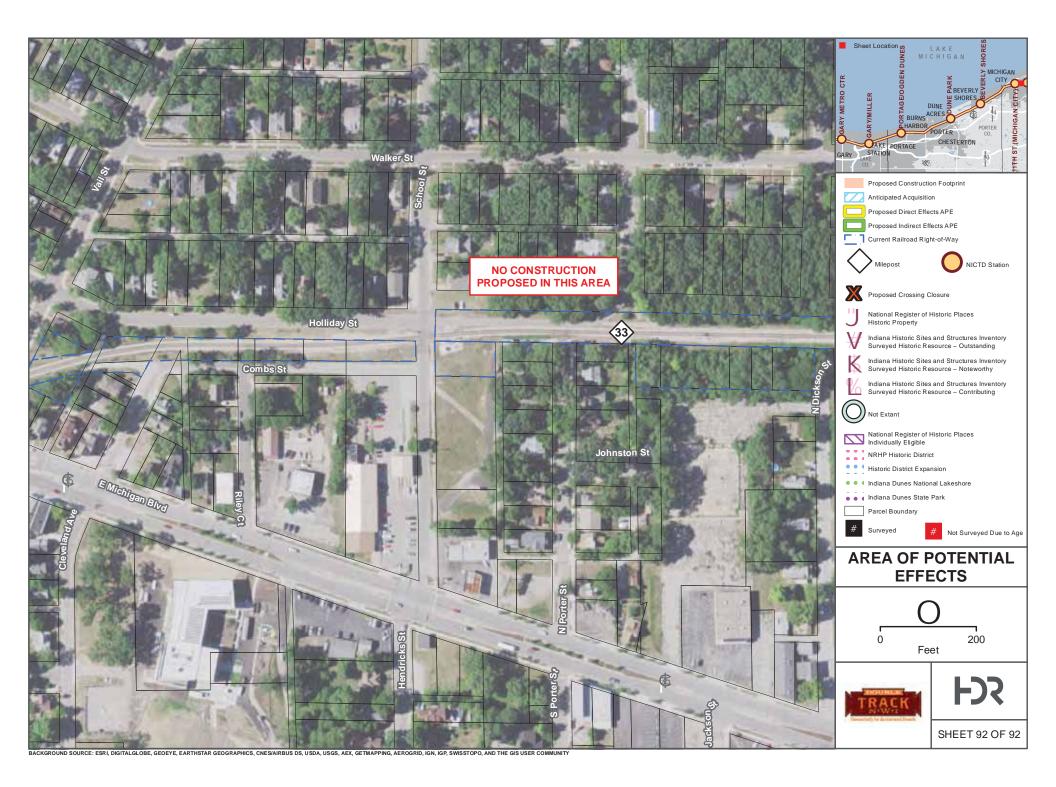


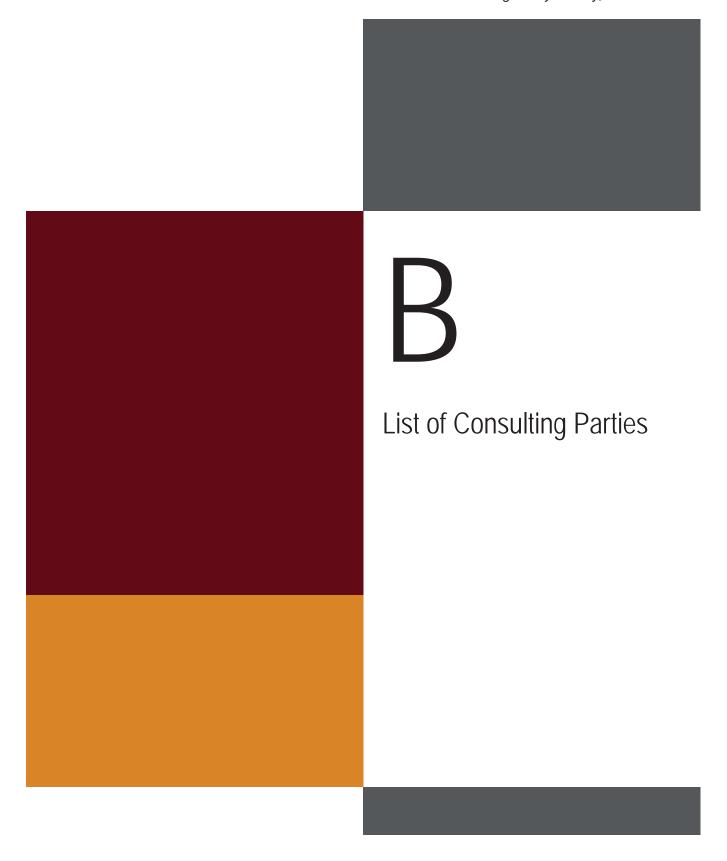












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Assessment of Effects for the NICTD Double Track NWI Project, Michigan City to Gary, Indiana

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Assessment of Effects for the NICTD Double Track NWI Project, Michigan City to Gary, Indiana

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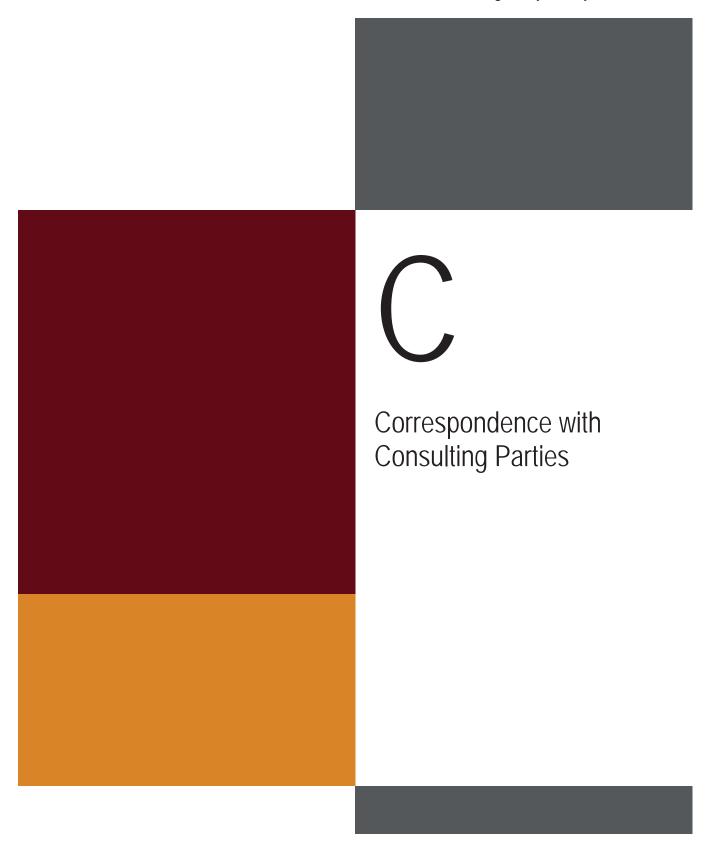
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Assessment of Effects for the NICTD Double Track NWI Project, Michigan City to Gary, Indiana		
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## May 26, 2016 Invitation to Agency Kick-Off Meeting Distribution List

Mr. Paul Leffler Regulatory Project Manager Chicago District U.S. Army Corps of Engineers 231 S. LaSalle Street, Suite 1500 Chicago, IL 60604

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Ms. Elizabeth McCloskey Biologist Northern Indiana Ecological Services Sub Office U.S. Fish & Wildlife Service P.O. Box 2616 Chesterton, IN 46304

Mr. Eric Ehn Facilities Manager Indiana Dunes National Lakeshore United States National Park Service 1100 N. Mineral Springs Road Porter, IN 46304-1299

Mr. Larry Buckel Transit Manager Department of Transportation State of Indiana 100 N. Senate Avenue, IGC-N 955 Indianapolis, IN 46204

Mr. Michael Riley Rail Office Manager Department of Transportation State of Indiana 100 N Senate Avenue, IGC-N, Room N-955 Indianapolis, IN 46204 Ms. Bridgett Hail
Senior Rail Planner
Department of Transportation
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Mr. Chad Slider Assistant Director of Environmental Review Division of Historic Preservation & Archeology State of Indiana Department of Natural Resources 402 W Washington Street, Room W274 Indianapolis, IN 46204

Director
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State of Indiana Department of Natural Resources
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Mr. Mike Molnar

Mr. Randy Braun
Chief, Wetlands and Stormwater Section
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Indianapolis, IN 46204

Mr. Marty Maupin Regional Project Manager-Lake and Porter Cos. Northwest Indiana Regional Office State of Indiana Department of Environmental Management 330 W US Highway 30, Suites E & F Valparaiso, IN 46385

Mr. Matt Smedley Regional Project Manager-LaPorte Co. Northwest Indiana Regional Office State of Indiana Department of Environmental Management 330 W US Highway 30, Suites E & F Valparaiso, IN 46385

Mr. Mitchell Zoll
Division Director, State Historic Preservation Officer
Division of Historic Preservation & Archeology
State of Indiana Department of Natural Resources
402 W Washington Street, Room W274
Indianapolis, IN 46204



May 26, 2016

Mr. Paul Leffler Regulatory Project Manager Chicago District U.S. Army Corps of Engineers 231 S. LaSalle Street, Suite 1500 Chicago, IL 60604

Re: Improvements to Northern Indiana Commuter Transportation District South Shore Commuter Line between Gary and Michigan City, Indiana

Dear Mr. Leffler:

The Northern Indiana Commuter Transportation District (NICTD) initiated a project in March 2016 to study improvements to the South Shore Commuter Line between Gary, Indiana and Michigan City, Indiana, a total of approximately 25 miles (see attachment). Your participation is requested at an agency kick-off meeting for this project currently scheduled for June 15, 2016 at 10:00 A.M. Central Time at the administrative offices of NICTD (33 East U.S. Highway 12, Chesterton, Indiana). The purpose of the meeting is to explain the project in greater detail, solicit comments on the scope and proposed improvements, and gather information on the study area.

Since federal funds will be pursued from the Federal Transit Administration (FTA) for the project, FTA and NICTD are jointly preparing an Environmental Assessment (EA) for the project pursuant to the National Environmental Policy Act (NEPA). Publication of the EA is anticipated to occur in summer 2017. Construction of the improvements is anticipated to begin by 2020. Preliminary investigations have identified several sensitive resources within or near the project study area, including parklands, historic properties, and wetlands. The Indiana Dunes National Lakeshore and the Indiana Dunes State Park are also adjacent to the railroad in some locations.

The project includes double tracking and related platform and station improvements from approximately Tennessee Street in Gary, to Michigan Boulevard in Michigan City. In the 25 miles between Gary and Michigan City, construction is planned to occur primarily within existing railroad right-of-way. Some acquisition of properties will be necessary in Gary near Miller Station and in Michigan City. Eight miles out of the 25-mile project corridor are already double tracked, and no construction is planned for these areas.

In the far eastern segment of the project corridor within Michigan City, the last 2-mile segment is currently embedded, street running single track along 10th and 11th Streets. This track will be removed and replaced with a new double track that would be constructed on new right-of-way between Sheridan Road and Michigan Boulevard. This realignment is expected to follow the recommendations contained in a study conducted by Michigan City and NICTD in 2013, and requires multiple property acquisitions and relocations along 10th Street and 11th Street. The study can be found at this link: <a href="http://www.nictd.com/wp-content/uploads/2016/03/Michigan-City NICTD-Rail-Realignment-Study\_Final.pdf">http://www.nictd.com/wp-content/uploads/2016/03/Michigan-City NICTD-Rail-Realignment-Study\_Final.pdf</a>.

The realignment will allow NICTD to remove several existing un-signalized at-grade crossings within the downtown area of Michigan City, providing safety benefits to the surrounding neighborhood. The remaining at-grade crossings will be improved with grade crossing warning devices.

As previously stated, your attendance is requested at the agency kick-off meeting currently scheduled for June 15, 2016 at 10:00 A.M. Central Time at the administrative offices of NICTD (33 East U.S. Highway 12, Chesterton, Indiana). The offices are located adjacent to the Dune Park South Shore Station along US 12 just east of Indiana Highway 49 in Chesterton, Indiana. If you are coming by car, please park in the far east parking lot. Your attendance at this meeting will help ensure proper information is being used in the study, and that the right stakeholders have the opportunity to provide feedback on the scope and proposed improvements. NICTD will provide a conference call line and web connection if you cannot attend in person.

Please contact Janice Reid at HDR Engineering to confirm your attendance, or if you have questions or other requests, at 773-380-7919 or Janice.Reid@hdrinc.com.

If you have information that you feel would be beneficial to the project and would like to provide prior to the meeting (such as GIS files, memorandums of understanding, agreements, stakeholder groups, or other relevant memorandums, studies, maps, or reports), please notify Janice Reid and forward to her email or office (8550 W Bryn Mawr Ave, Suite 900, Chicago, IL 60631).

We look forward to your participation on this important project.

Respectfully

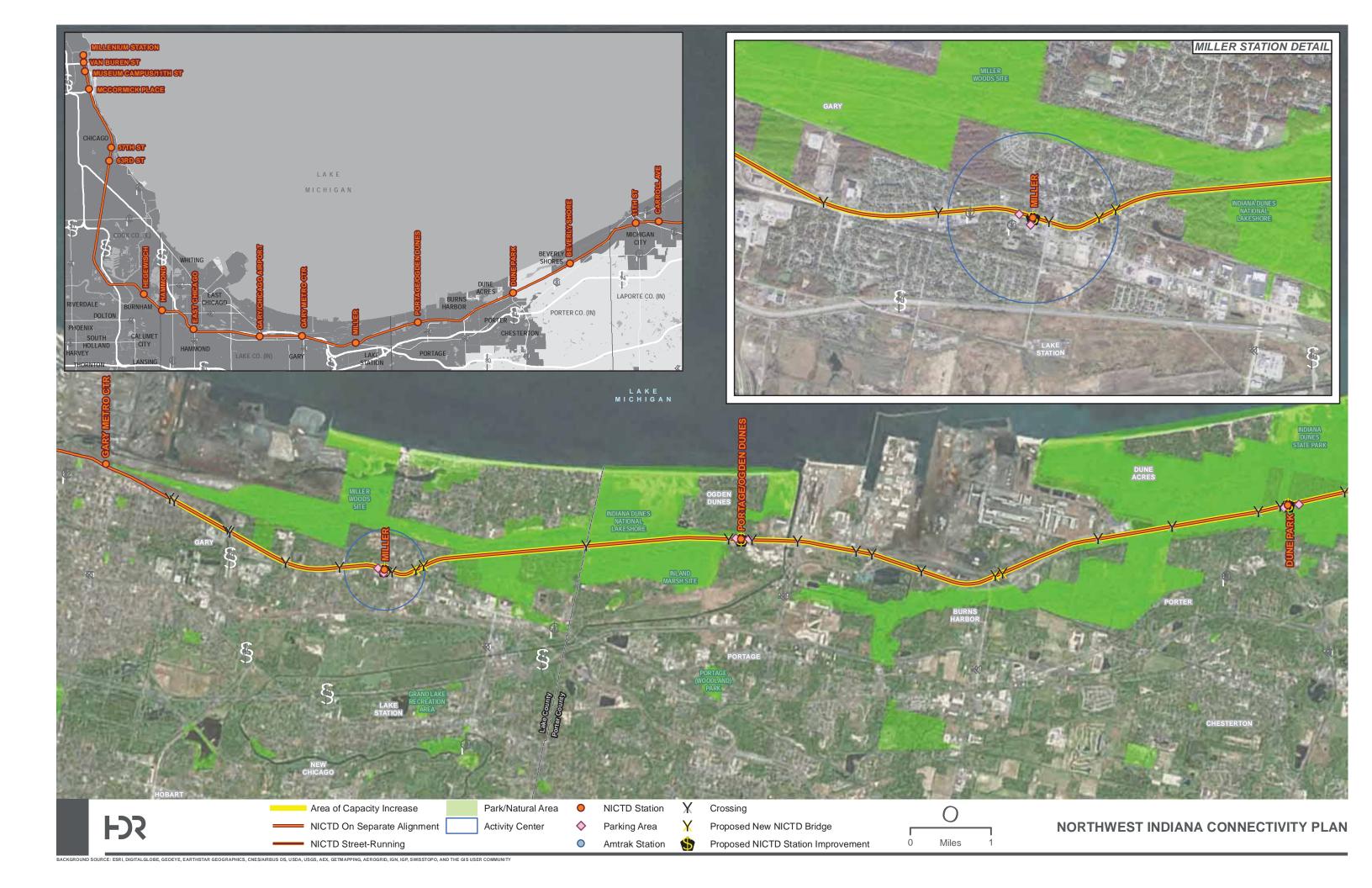
Michael Noland General Manager

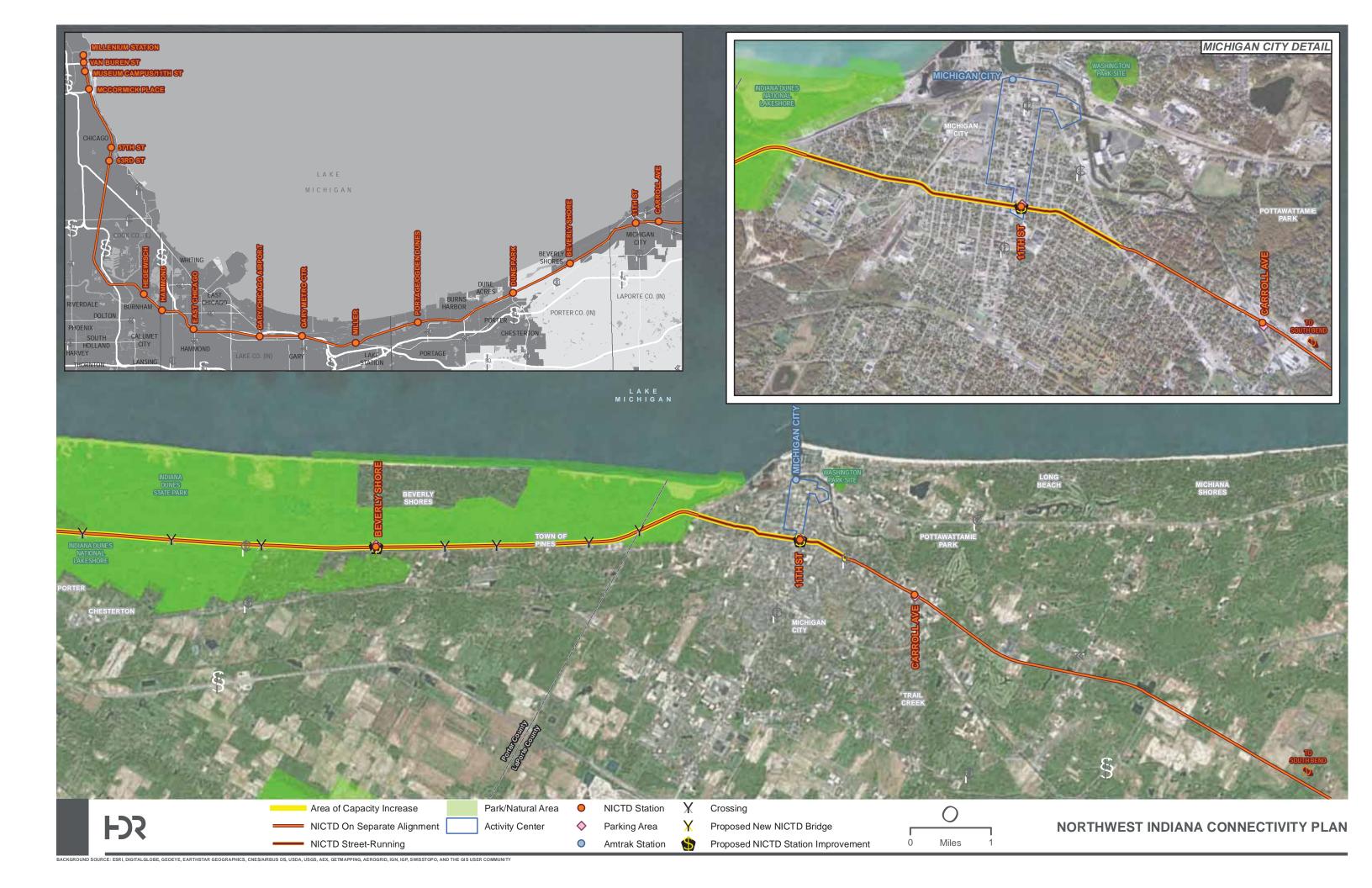
MN/ljj

Enclosure: NW Indiana Connectivity Plan Exhibit

cc: Mark Assam, FTA

Gerald Hanas, NICTD John Parsons, NICTD L. Charles Lukmann, III Michael Shostak, HDR Janice Reid, HDR





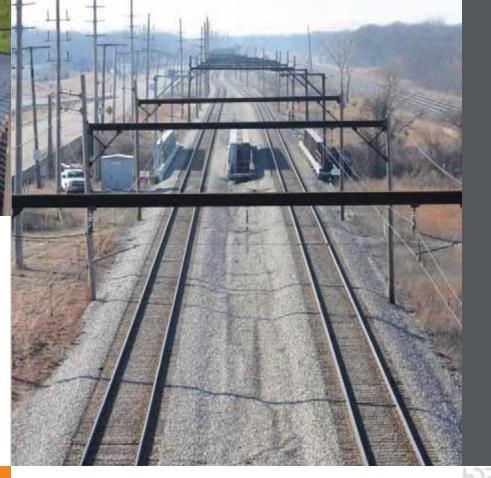


Northwest Indiana
Connectivity Plan
South Shore Line Double Track

**Agency Kick Off Meeting** 







# Agenda

Introductions

**Project Description** 

Purpose & Need

Previous Planning & Support

**Existing Conditions** 

Data Collection/Project Needs

Next Steps

#### ntroductions

NICTD TA HDR Chicago District ACOE US EPA Region 5 US Fish and Wildlife Service National Park Service Indiana DOT Indiana DNR, Water Resources Indiana DNR, Fish & Wildlife Indiana DEM Indiana DEM, DHPA





#### Project Team

NICTD and FTA jointly preparing EA pursuant to NEPA

Consultant team is led by HDR

Specialty and Support Subconsultants include:

- o Burns Engineering (Systems and Signals)
- VS Engineering (Survey)
- K&S Engineers (Geotechnical)
- Patrick Engineering (Design support)
- Shrewsberry & Associates (Environmental support)
- Lochmueller & Associates (Environmental support)
- Wight & Company (NEPA support)

Agencies and Stakeholders



### Project Description

- Double Tracking the South Shore Line between Gary and Michigan City
- Cost estimated at \$210 million
- NICTD received entry into FTA's Core Capacity Program Project Development Phase in May 2016
- Core Capacity Grant would provide 50% funding from the federal government
- Preparing an Environmental Assessment, anticipate Finding of No Significant Impact in Summer/Fall 2017





# Project Description, Cont.

- Corridor is 25 miles long; 8 miles already double-tracked; 2 miles are in-street
- Within Lake County, Porter County and LaPorte County
- Work includes constructing second mainline; improvements to five stations;
- removal of embedded street-running track in Michigan City
- Most improvements to take place within existing railroad right-of-way, except
- in Michigan City
- Adjacent to Indiana Dunes National Lakeshore and the Indiana Dunes State
- Park in some locations
- Several natural resources in vicinity
- Relocations required in Gary and Michigan City
- Environmental Justice populations



## Purpose and Need

#### Purpose and Need Statement is currently being developed

Will be subject of public meeting to occur in late Summer/early Fall

#### **Identified Problems**

- This section is one of the largest bottlenecks in the NICTD rail system, causes most delay
- Long travel times, not as competitive with auto
- Need for high-level boarding platforms where feasible for faster boarding/alighting
- Limited scheduling flexibility
- Limited maintenance windows which require temporary busing & cause service disruption
- o "Single Point of Failure" can shut down the line
- Multiple Grade Crossings and Safety Issues in Michigan City





# **Michigan City Today**



# Michigan City Improvements

Follows the existing NICTD corridor along 10th and 11th Streets from Sheridan Avenue to just past Michigan Blvd.

- Construct two new tracks south of the 10th Street ROW from Sheridan Road to Chicago Street, where it crosses Amtrak
- Construct two new tracks along 11th Street right-of-way to Michigan Boulevard. Options include:
- Raise the tracks on north side of 11th Street out of the street, and protect with 6 inch barrier curb. Convert to one-way auto traffic OR
- Construct two new tracks north or south of the 11<sup>th</sup> Street ROW











Michigan City with Project





#### Miller Track & Station

The Double Track project will replace the platform with two hi-level platforms and re-align South Shore Line

INDOT is willing to vacate & re-align US 12 to accommodate track & station improvements – will be studied concurrently

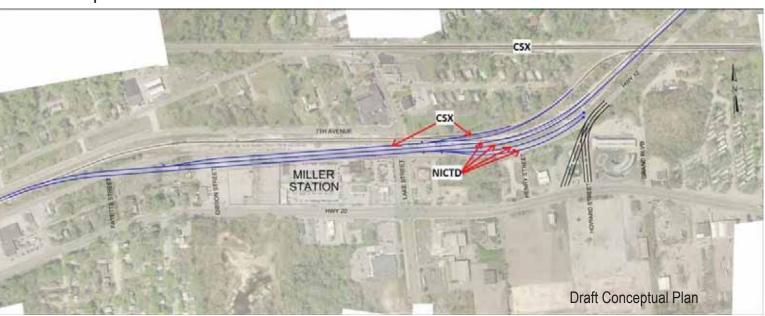
Gary is proposing station and parking improvements, and Transit-Oriented Development





### Miller Track & Station

Two tracks plus gauntlet track
Two high-level platforms
Two 8-car storage tracks for additional rush hour trains
ROW required





# Overall Project Scope

**Data Collection** 

Mapping & Utilities Coordination

Survey

Geotechnical Investigations

Track Design

- Gauntlet tracks
- Double track

Systems, Signals, Catenary Design

Rail Bridge Design

- Station/Platform Design
- Drainage and Drainage Structures
- Roadway and Traffic Analysis
- Safety Analysis
- Real Estate Acquisition
- Public Involvement, Public Hearing
- Environmental Assessment
- Cost Estimates
- Federal Funding Application



#### What has been done to date?

- Project initiated in May 2016
- Received approval from FTA for Entry to Project Development of Core Capacity
   Grant Program (we are in the pipeline and NEPA must be complete w/in 2 years)
- o Identifying Fatal Flaws, Major Issues
- Developing design standards, track schematics of existing and proposed
- Determining ROW from valuation maps
- o Reviewing available databases, maps, plans, previous studies
- Some community coordination
- Scheduling Field Reviews
- Survey crews will be starting soon!



### Previous and Related Planning & Support

- NICTD/RDA Strategic Business Plan, 2014
- Gary/RDA Lake Street Junction Plan, 2015
- Michigan City/NICTD Rail Realignment Study, Oct 2013 Funded by TIGER 2
- Project is in NIRPC's Fiscally Constrained Transportation Improvement Program (TIP) and 2040 Long Range Plan
- Support from local communities, Northwest Indiana Regional Development Authority (RDA), and Indiana Economic Development Corporation (IDEC)



### Existing Infrastructure

- Single Track Main Line in this Section
  - Shared Freight Operations (Chicago South Shore)
  - ~8 miles of existing active passing sidings to be used as double-track (no work planned except crossovers)
  - Existing ROW varies 66 100'
- 5 Stations
  - Miller (Gary)
  - Portage/ Ogden Dunes
  - Dune Park
  - Beverly Shores
  - 11th Street (Michigan City)

- 22 At Grade Crossings between Gary and Michigan City (16 roadway; 5 private; 1 trail)
- 33 At Grade Crossings: Within Michigan City (31 roadway; 1 trail; 1 Amtrak)
- Two Railroad Bridges (NS and CSX)
- Two Roadway Bridges (Hobart Rd. and Arcelor Mittal Entrance)
- Several Utilities
- Existing double-track bridge over Little Calumet River (no work proposed)

# Existing Operations

#### **NICTD South Shore Line**

#### Weekday:

- 21 westbound/22 eastbound
- Average Weekday Ridership: 12,000

#### Weekend:

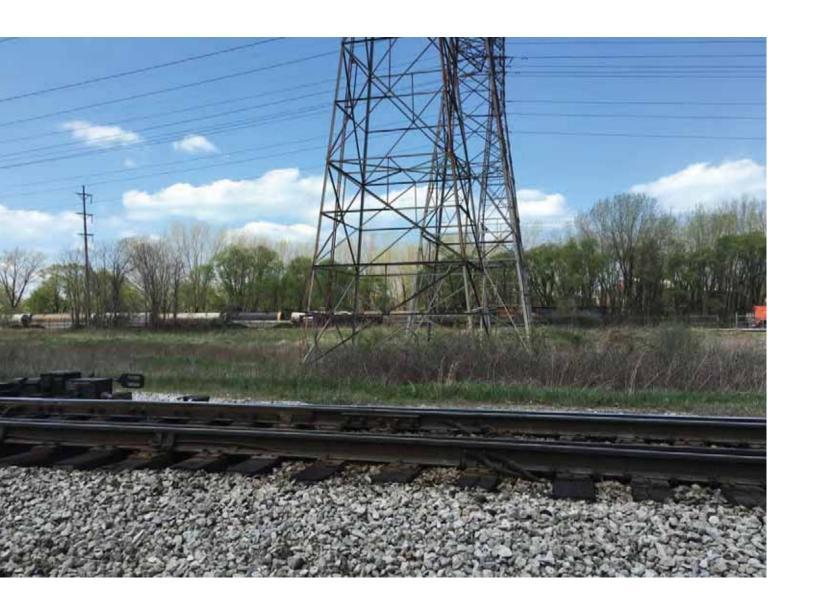
- 20 westbound/20 eastbound
- Average Weekend Ridership: 4,900



#### **South Shore Freight**

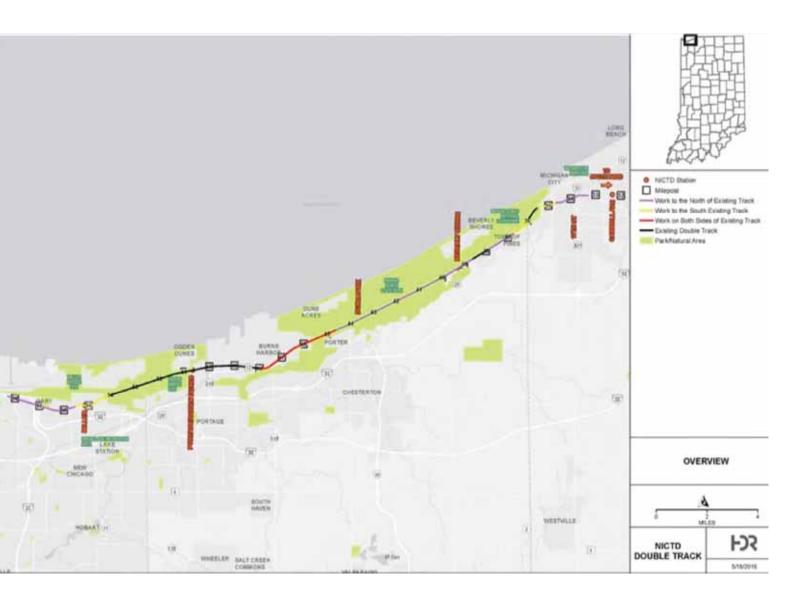
- Trains per Day: 14-18
- Interchange with CN, NS, CSX
- Major Customers:
  - MI City NIPSCO Coal Power Plant
  - o Bailly Arcelor Mittal Steel Plant
  - Bailly NIPSCO Coal Power Plant
  - Air Products
  - Others east of MI City











#### GIS Database

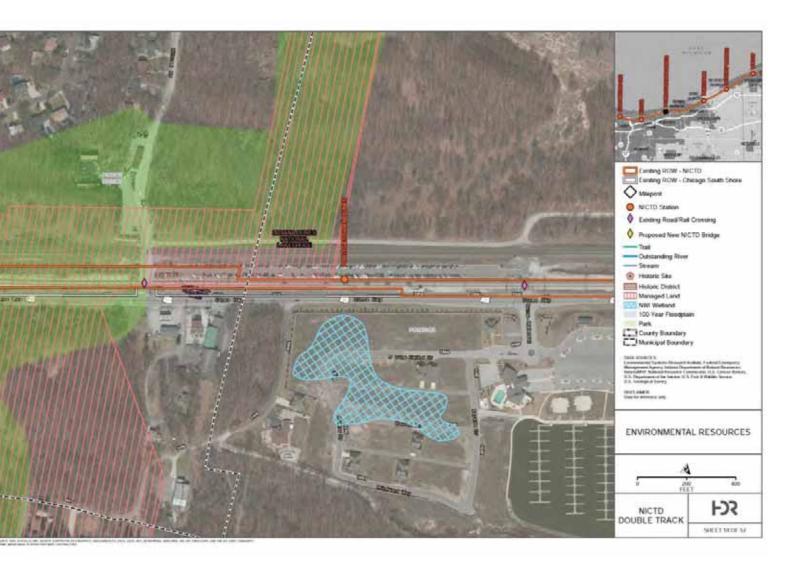
#### Information we have

- Publicly available
  - Some data not well defined, i.e. park boundaries
- Files from HSR project
  - Some provide information but due to agreements cannot be used
- o IN DHPA provided:
  - GIS files
    - » Archaeological sites, historic structures, bridges, cemeteries, NRHP districts and sites

#### Information needed

- o Dates that updated surveys are scheduled, confirmation we are using latest, greatest
- Available digital data, detailed boundaries
- Else we can schedule visits to review paper records





# Data We Need (preferably in GIS)

NPS maps of Dunes National Lakeshore

6(f) Boundary Maps

Indiana Dunes State Park maps

Better wetland data

Information on EPA's Great Lakes Restoration Initiative

- o Does this project impact wetlands that have been restored?
- What are mitigation requirements?

State T/E Species (available list is by County only)

Trail ownership

**ANY MAJOR ISSUES** 



### **Environmental Surveys**

Wetland Delineation & Jurisdictional Determination

**Biological Assessment** 

- Tree Survey
- Floristic Inventory
- o State Threatened and Endangered Species
- Federal Threatened and Endangered Species

**Cultural Resources** 

Phase I Environmental Site Assessment

Noise and Vibration Analysis

Traffic Analysis



Sara Merchan-Paniagua



Angela Kattmann, LPG

### Threatened and Endangered Species

#### **Known Federal Species**

- Indiana Bat
- Northern Long-eared Bat
- Karner Blue Butterfly
- Mitchell's Satyr Butterfly
- Hines Emerald Dragonfly
- Mead's Milkweed
- Pitcher's Thistle
- Eastern Prairie Fringed Orchid
- Eastern Massasauga rattlesnake

#### **State Species**

Several species listed in Lake, Porter and LaPorte Counties





# Wetlands, Waterways & Floodplains

26 Drainage Structures
Determine Floodplain Requirements
Jurisdictional Determination
Wetland Delineation using GPS





MP 36.0-County Line Rd



### Wetlands, Waterways & Floodplains

Little Calumet River – No construction proposed

Samuelson Ditch – No construction proposed

**Brown Ditch** 

Kintzele Ditch

3 unnamed streams

No navigable waters affected No Outstanding Rivers Project is in Coastal Zone Anticipated Permits will be Identified



### **Cultural Resources – Architectural**

#### IDR Lead – Chad Blackwell

listoric Resources in

Miller Beach

Ogden Dunes

Beverly Shores

/lichigan City

Area of Potential Effect
Architectural Survey
Section 106 summary report



FD<sub>S</sub>



No modifications to station building

### **Cultural Resources - Architectural**

#### Michigan City

- o Structures to be removed along 10<sup>th</sup> and 11<sup>th</sup> Streets, many over 100 yrs.
- o Three Historic Districts nearby
- o Six notable or outstanding Historic Buildings near corridor



915 S. Ohio



FOR

1122 Spring Street

# **Cultural Resources - Architectural**



irst Christian Church, Cedar Street



St. Mary's Church and Rectory, 411 W. 11th Street



### **Cultural Resources - Architectural**



308 W. 11th St.



Former South Shore Station, 11<sup>th</sup> St. No modifications to this building as part of this project Part of separate study/plan by Michigan City



## Cultural Resources - Archaeology

HDR Lead – Brandon Gabler, PhD

- Establish APE
- Records Search and Literature Review
- Probability Model based on existing conditions, land use, slope, soil types, distance to water, and the location of known archaeological sites in the region (as provided by NPS and DHPA or through their respective databases)
- Archaeological Resources Protection Act (ARPA) permit from NPS
- Phase la Reconnaissance
- Phase Ib Intensive Survey
- Phase Ic Subsurface Reconnaissance
- Lab Analysis (HDR's Lab in Columbus, OH)
- Archaeological Report or DHPA Indiana Archaeological Short Report form
- Curation



FOS

# Section 4(f)

- Parklands
  - Indiana Dunes National Lakeshore
  - o Indiana Dunes State Park
- Trails
  - Calumet Trail (NIPSCO?)
  - o Cowles Bog Trail with Greenbelt
  - o Indiana Dunes State Park South trail
  - Dunes Kankakee Trail
  - Patriot Park to Singing Sands Trail
- Historic Properties



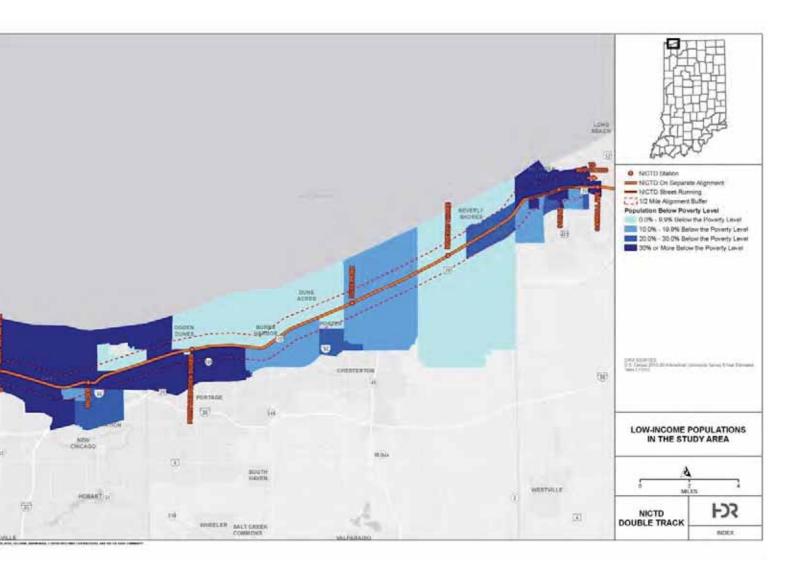
### Section 6(f)

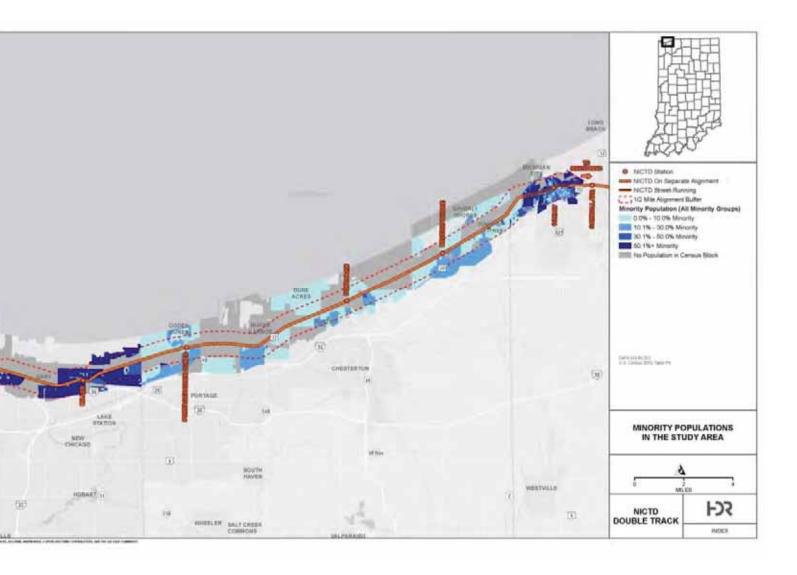
Four Indiana Dunes sites

- Comfort Stations
- Pavilion
- Picnic Restrooms
- Nature Center

#### **Need Boundary Maps**

None in Lake or LaPorte Counties near project





### Socio-Economics and Environmental Justice

- Low income and Minority Populations present, especially near Miller Station and in Michigan City
- Relocations in Gary and Michigan City
- Potential for noise impacts
- Safety Improvements for transit, pedestrians, autos, freight
- Better access to transit
- Better access to parklands
- Economic benefits of improved stations
- Communities are supportive of project
- Public involvement through the Gary Lake Junction Plan and the Michigan
- City re-alignment plan have occurred and will continue



### Public Involvement

Public Meeting - September 2016

- Purpose and Need
- Alternatives
- Public Hearing July 2017
- Environmental Assessment



- Each set of meetings will include one in Gary; one in Michigan City; and an online public meeting open for 30 days
- Direct mail info about meetings to affected property owners
   (displacements; partial property acquisition; impacts to access & parking)



#### **Dutreach Methods**

Public Meetings
Direct Mail to Affected Owners
Meetings with Local Officials
NICTD Website (<a href="http://www.nictd.com/">http://www.nictd.com/</a>)
Social media updates
Project email
(i.e. <a href="http://www.nictd.com/">NICTD-SSLProject@hdrinc.com/</a>)





# Study Schedule/Next Steps

Anticipate EA published in summer 2017

Public Hearing summer 2017

Secure Funding for next steps

Construction tentatively scheduled for 2020

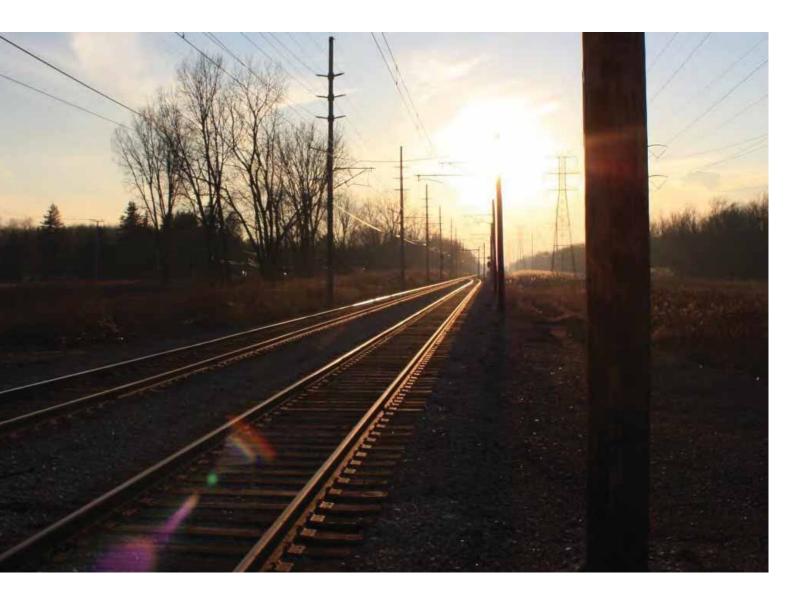


### Questions/Concerns

Please let us know what information you can contribute to the study

- o Fatal Flaws, Major issues that you foresee
- o Are we missing any items in our scope?
- o MOUs, meeting notes, GIS files
- Property boundaries
- o Project stakeholders
- o Let us know if we need to schedule a visit to review files in your office







HISTORIC PRESERVATION

Division of Historic Preservation & Archaeology-402 W. Washington Street, W274·Indianapolis, IN 46204-2739 Phone 317-232-1646·Fax 317-232-0693·dhpa@dnr.IN.gov

June 30, 2016

Michael Noland General Manager Northern Indiana Commuter Transportation District 33 East U.S. Highway 12 Chesterton, Indiana 46304

Federal Agency: Federal Transit Administration ("FTA")

Re: Your May 26, 2016, letter and the June 15, 2016, Agency Kickoff Meeting for the Improvements to the Northern Indiana Commuter Transportation District South Shore Commuter Line between Gary and Michigan City, Indiana (DHPA No. 19318)

Dear Mr. Noland:

Pursuant to Section 106 of the National Historic Preservation Act, as amended (54 U.S.C. § 306108), and 36 C.F.R. Part 800, the staff of the Indiana State Historic Preservation Officer ("Indiana SHPO") has reviewed your letter, with enclosures, dated May 26, 2016, which we received on May 31, for the aforementioned project in Lake, Porter, and LaPorte counties in Indiana.

Although we realize that this project will be regulated by FTA and will not be funded by the Federal Highway Administration ("FHWA") or the Indiana Department of Transportation ("INDOT"), we would recommend that FTA, NICTD, and HDR, Inc., consider following the detailed process for Section 106 review spelled out in Part II, chapters 4, 5, 6, and 7, of INDOT's Cultural Resources Manual, which can be found at http://www.in.gov/indot/crm/. The Cultural Resources Manual provides specific guidance on applying the Advisory Council on Historic Preservation's 36 C.F.R. Part 800 regulations to highway and bridge projects, which we think would be useful to FTA, NICTD, and HDR while working through the Section 106 process for this Federal undertaking. Obviously, references in the that manual to contacting or obtaining approval from FHWA and INDOT and to programmatic agreements for FHWA-funded highway and bridge projects would not be applicable to the NEPA and Section 106 reviews of this project.

Part II, Chapter 4, of the Cultural Resources Manual includes tribal contact information for Iudiana.

Regarding the area of potential effects ("APE"), it might be sufficient in urban areas or areas where trees or terrain limit the view of either new or double-tracked alignments to include only properties (not including streets or highways) that are immediately adjacent to the areas where improvements will be made. In more open project areas, especially if there is not at least one Northern Indiana Commuter Transportation District ("NICTD") electrified line, it would be appropriate to consider broadening the APE, based on where one could have a fairly clear, line-of-sight view of the proposed improvements.

It was requested during the Agency Kickoff Meeting that advice on the availability of cultural resources data sources be provided. Our office's webpage (http://www.in.gov/dnr/historic/) contains access points to our State Historic Architectural and Archaeological Research Database ("SHAARD"; http://www.in.gov/dnr/historic/4505.htm). The database includes both verbal and geographic information about National Register of Historic Places-listed and surveyed properties in Indiana. The most recent, available archaeological and structures information has been entered into SHAARD for Lake County, Indiana. However, SHAARD is a work in progress, so the structures survey information for Lake County is somewhat dated, because it is based mostly on the survey that preceded the 1996 Indiana Historic Sites and Structures Inventory: Lake County Interim Report.

For LaPorte and Porter counties, it will be necessary for both your archaeological and your historical consultants to visit our office in order to research our paper structures survey records and archaeological reports. In order to do so, your

consultants will need to arrange in advance to review those documents with Rachel Sharkey of our office, who can be contacted at (317) 234-5254 or rsharkey@dnr.in.gov. For structures in LaPorte and Porter counties, it will be necessary to view at our office the 2002 *Indiana Historic Sites and Structures Inventory: LaPorte County Interim Report* and the 1991 *Indiana Historic Sites and Structures Inventory: Porter County Interim Report* and the more-detailed survey cards on which the interim report entries were based. The Lake, LaPorte, and Porter county interim reports—but not the survey cards—can be searched and read online through the IUPUI University Library's website at http://www2.ulib.iupui.edu/digitalscholarship/collections/IHSSI.

Our Indiana Historic Sites and Structures Inventory ("IHSSI") surveys typically include properties that are at least 40 years old at the time of the survey (which can be a year or longer before the publication of the interim report). The 40-year minimum age is used in order to give the survey some "shelf life." Given the ages of those interim reports, in all three Indiana counties there will be buildings and structures that were not yet 40 years old at the time of the IHSSI survey but have since turned 50 and may now be eligible for the NRHP, and those properties can be identified only by current field work by your consultants. When doing field work to supplement the existing surveys, we recommend including in your evaluation properties that will be at least 50 years old when project construction is anticipated to begin, because it is not unusual for at least a few years to elapse between the field survey and commencement of construction. Furthermore, even the previously-surveyed properties identified in those interim reports would need to be field-checked regarding their integrity and historical and architectural significance.

In regard to the identification of archaeological resources within the proposed project area, please see the guidance in the Draft Guidebook for Indiana Historic Sites and Structures Inventory—Archaeological Sites (http://www.in.gov/dnr/historic/files/hp-ArchaeologyDraftGuidebook.pdf) regarding methodologies that should be used during fieldwork, and information that should be included in the archaeological reconnaissance survey report.

If you have questions about above-ground properties (i.e., buildings or structures), issues please contact John Carr at (317) 233-1949 or jcarr@dnr.IN.gov. Questions about archaeological issues should be directed to Wade T. Tharp at (317) 232-1650 or wtharp1@dnr.IN.gov.

In all future correspondence regarding the Improvements to Northern Indiana Commuter Transportation District South Shore Commuter Line between Gary and Michigan City, please refer to DHPA No. 19318.

Very truly yours,

Mitchell K. Zoll

Deputy State Historic Preservation Officer

and W. Shan

MKZ:JLC:WTT:wtt

emc: Marisol Simón, Federal Transit Administration, Region V

Mark Assam, Federal Transit Administration, Region V Susan Orona, Federal Transit Administration, Region V

Janice Reid, PTP, HDR, Inc. Chad Blackwell, HDR, Inc.

Brandon Gabler, Ph.D., HDR, Inc.

Angela Kattmann, LPG, Metric Environmental

Thomas Cervone, Ph.D., Lochmueller Group

Larry Buckel, Indiana Department of Transportation, Transit Office

Brian Boszor, Indiana Department of Natural Resources, Division of Fish and Wildlife

Erin Basiger, Indiana Department of Natural Resources, Division of Fish and Wildlife

Matt Buffington, Indiana Department of Natural Resources, Division of Fish and Wildlife Christie Stanifer, Indiana Department of Natural Resources, Division of Fish and Wildlife

Michael Molnar, Indiana Department of Natural Resources, Division of Nature Preserves

Rachel Sharkey, Indiana Department of Natural Resources, Division of Historic Preservatiou and Archaeology

Wade T. Tharp, Indiana Department of Natural Resources, Division of Historic Preservation and Archaeology

John Carr, Indiana Department of Natural Resources, Division of Historic Preservation and Archaeology



U.S. Department of Transportation Federal Transit Administration REGION V Illinois, Indiana, Michigan, Minnesota, Ohio, Wisconsin 200 West Adams Street Suite 320 Chicago, IL 60606-5253 312-353-2789 312-886-0351 (fax)

August 31, 2016

Mitchell K. Zoll
Deputy State Historic Preservation Officer
Division of Historic Preservation and Archaeology
Indiana Department of Natural Resources
402 West Washington Street, Room W274
Indianapolis, IN 46204

RE: Section 106 Area of Potential Effects Concurrence NICTD Double Track NWI, Northwest Indiana (DHPA No. 19318)

Dear Mr. Zoll,

As part of its responsibilities under 36 C.F.R. § 800 – Protection of Historic Properties and the National Historic Preservation Act (NHPA), the Northern Indiana Commuter Transportation District (NICTD) on behalf of the Federal Transit Administration (FTA) initiated the Section 106 Consultation Process for the Double Track NWI Project (the "Project") located along the South Shore Commuter Rail Line between Gary and Michigan City Indiana on May 26, 2016. An Agency Kick-Off Meeting was held June 15, 2016 which was attended by the Division of Historic Preservation & Archaeology (DHPA). The DHPA followed up with a letter on June 30, 2016. FTA is now requesting DHPA concurrence on the Project's Area of Potential Effects (APE).

The undertaking proposed by NICTD is studying improvements including double tracking and related platform and station improvements from just west of Tennessee Street in Gary to Michigan Boulevard in Michigan City, a distance of approximately 25.1 miles. In the 25.1 miles between Gary and Michigan City, construction is planned to occur primarily within existing railroad right-of-way. Property acquisition will be necessary in Gary near the Miller Station and in Michigan City. FTA has determined that the proposed Project will be a Federal undertaking as defined in 36 CFR § 800.16(y), and that it is a type of activity that has the potential to cause effects on historic properties.

In the far eastern segment of the Project corridor within Michigan City, the last 2-mile segment NICTD currently operates is in embedded, street-running single track along 10th and 11th Streets. This track will be removed and replaced with two new tracks that would be constructed on new right-of-way south of 10th Street between Sheridan Road and the Amtrak crossing; and possibly within new right-of-way along 11th Street between the Amtrak crossing and Michigan Boulevard. This realignment is expected to follow the recommendations contained in a study conducted by Michigan City and NICTD in 2013 using TIGER funding, and requires multiple property acquisitions and relocations along 10th Street and 11th Street. The realignment will allow NICTD to remove several existing un-signalized at-grade crossings within the downtown area of Michigan City, providing safety benefits to the surrounding neighborhood. The remaining unprotected at-grade crossings will be improved with grade crossing warning devices.

Enclosed please find a map book for your review indicating the proposed direct (archeological) and indirect (structural) APEs for the Project. As specified in 36 CFR 800.16(d), the APE is the geographic area or areas within which an undertaking (project) may directly or indirectly cause changes in the character or use of historic properties, if any such properties exist. The APE is a delineation of the farthest extent of the area in which historic properties might be affected by a project. For this Project, the APE is discontiguous and includes a direct and indirect effects APE. The APE for direct effects was limited to the project footprint, including any areas that might be subject to ground-disturbing activities (e.g., construction areas, temporary staging areas, new access roads). The direct effects APE is largely contained within the existing NICTD ROW; however, current data for the National Park Service (NPS) Indiana Dunes National Lakeshore boundary overlap the NICTD ROW and therefore NPS will be consulted to identify potential for direct impacts on their property as the boundaries are refined. NPS will be involved throughout the process of revising the project footprint and will manage the identification of archaeological resources on their property wherever the project footprint is confirmed as crossing into the National Lakeshore. The indirect effects APE was generally defined as those parcels immediately fronting the proposed alignment. In some instances, for locations with shallow, narrow, or cleared/empty lots, the APE was extended to include more parcels. The indirect effects APE includes any parcels that may be affected visually or by noise and vibration from the operation of the trains, and by temporary effects such as construction noise, staging areas, closure of streets, re-routing of traffic, etc. The indirect effects APE will be verified in the field to ensure it captures all parcels that will be visible from or may be impacted by Project components; further, as the Project and design continues to be reviewed and refined, the APEs may be adjusted accordingly. Any changes in the APE will be provided to your office for comment and concurrence through Section 106 consultation. Further, NICTD and FTA are in the process of identifying consulting parties for the project; the list will be provided to your office for review and comments.

Pursuant to 36 C.F.R. § 800, FTA is seeking State Historic Preservation Officer concurrence with the APE determination within 30 days of receipt of this letter. NICTD and FTA will continue to consult with your office under Section 106 of the National Historic Preservation Act as the Project proceeds and Project details are further refined. By way of this letter, FTA authorizes NICTD and/or its consultants acting at the direction of NICTD, to coordinate with your office directly. As the environmental review process for the Project moves forward, FTA will continue to consult with your office on eligibility determinations and findings of effect. If FTA can provide any assistance or additional information that would aid in your prompt reply, please feel free to contact Susan Orona of the FTA Region 5 Office at (312) 353-3888 or susan.orona@dot.gov.

Thank you for your assistance on this Project.

Sincerely,

Jay Ciavarella

Director, Office of Planning and Program Development

Enclosure: APE Map Book

ecc: John Carr, DHPA, Wade Tharp, DHPA

Paul Labovitz, NPS

Athena Medero, FTA, Susan Orona, FTA

Nicole Barker, NICTD Janice Reid, HDR

# DIR Indiana Department of Natural Resources

Division of Historic Preservation & Archaeology-402 W. Washington Street, W274-Indianapolis, IN 46204-2739 Phone 317-232-1646-Fax 317-232-0693-dhpa@dnr.IN.gov



October 3, 2016

Jay Ciavarella
Director, Office of Planning and Program Development
Federal Transit Administration, Region V Office
200 W. Adams Street, Suite 320
Chicago, Illinois 60606-5253

Federal Agency: Federal Transit Administration ("FTA")

Re: Area of potential effects concurrence request, for the NICTD Double Track NWI, Northwest Indiana (Northern Indiana Commuter Transportation District, South Shore Commuter Line, between Gary and Michigan City) (DHPA No. 19318)

Dear Mr. Ciavarella:

Pursuant to Section 106 of the National Historic Preservation Act, as amended (54 U.S.C. § 306108), and 36 C.F.R. Part 800, the staff of the Indiana State Historic Preservation Officer ("Indiana SHPO") has reviewed your letter, with enclosures, dated August 31, 2016, which we received on September 2, 2016, for the aforementioned project in Lake County, Porter County, and LaPorte County; in Indiana.

For the most part, the proposed areas of potential effects for direct effects and for indirect effects appear to include the areas in which effects on historic properties would be foreseeable. There are some unusual situations, however. In numerous places, local streets and even federal highways appear to be excluded from the indirect area of potential effects ("APE"). There also seem to be places (e.g., on sheets 24 and 34-49 of 57) where the existing NICTD right-of-way is excluded from the indirect effects APE, even though it is adjacent to and paralleled by the indirect effects APE.

It occurs to us that the exclusion of streets and highways from the indirect effects APE may be a result of relying on parcel boundaries in sketching out the limits of the APE. We will assume that to be the case and also will assume that the outer boundary of the indirect effects APE extends outward on streets and highways as far as it does on adjoining parcels. Otherwise, excluding streets and highways from the APE would seem to be prejudging the lack of historic properties on the street or highway. That might be true most of the time but not in some instances, such as where a historically brick-paved street exists within a historic district.

If we are interpreting the direct effects APE boundary lines correctly, it appears that the new alignment of the tracks along the north side of West 11<sup>th</sup> Street in Michigan City would take the tracks through the front of the former Michigan City South Shore Station (Indiana Historic Sites and Structures Inventory No. 091-406-21092). We have not yet attempted to identify other, potentially historic buildings that would have to be demolished, but thought we should mention that this one has caught our attention.

In terms of this project's potential effects on archaeological resources, it is our understanding that the proposed project area that you have indicated includes all areas that will subjected to project-related ground-disturbing activities (e.g., demolition and/or construction of railway and/or bridge elements, vehicle or equipment staging, materials stockpiling, temporary land use, dredging and/or filling, tree clearance, etc.). Additionally, as previously indicated, in regard to the identification of archaeological resources within the proposed project area, please see the guidance in the *Draft Guidebook for Indiana Historic Sites and Structures Inventory—Archaeological Sites* (http://www.in.gov/dnr/historic/files/hp-ArchaeologyDraftGuidebook.pdf) regarding methodologies that should be used during fieldwork, and information that should be included in the archaeological report.

Jay Ciavarella October 3, 2016 Page 2

Once the indicated information is received, the Indiana SHPO will resume identification and evaluation procedures for this project. Please keep in mind that additional information may be requested in the future.

If you have questions about above-ground properties (i.e., buildings or structures), issues please contact John Carr at (317) 233-1949 or jcarr@dnr.IN.gov. Questions about archaeological issues should be directed to Wade T. Tharp at (317) 232-1650 or wtharp1@dnr.IN.gov.

In all future correspondence regarding the NICTD Double Track NWI, Northwest Indiana, please continue to refer to DHPA No. 19318.

Very truly yours,

Mitchell K. Zoll

Deputy State Historic Preservation Officer

MKZ:WTT:JLC:jlc

emc: Marisol Simón, Federal Transit Administration, Region V

Mark Assam, Federal Transit Administration, Region V Susan Orona, Federal Transit Administration, Region V

W. Shins

Michael Noland, Northern Indiana Commuter Transportation District

Janice Reid, PTP, HDR, Inc. Chad Blackwell, HDR, Inc.

Brandon Gabler, Ph.D., HDR, Inc.

Angela Kattmann, LPG, Metric Environmental Thomas Cervone, Ph.D., Lochmueller Group

Larry Buckel, Indiana Department of Transportation, Transit Office

Brian Boszor, Indiana Department of Natural Resources, Division of Fish and Wildlife

Erin Basiger, Indiana Department of Natural Resources, Division of Fish and Wildlife

Matt Buffington, Indiana Department of Natural Resources, Division of Fish and Wildlife

Christie Stanifer, Indiana Department of Natural Resources, Division of Fish and Wildlife

Michael Molnar, Indiana Department of Natural Resources, Division of Nature Preserves

John Carr, Indiana Department of Natural Resources, Division of Historic Preservation and Archaeology

Wade T. Tharp, Indiana Department of Natural Resources, Division of Historic Preservation and Archaeology



U.S. Department of Transportation Federal Transit Administration

REGION V Illinois, Indiana, Michigan, Minnesota, Ohio, Wisconsin 200 West Adams Street Suite 320 Chicago, IL 60606-5253 312-353-2789 312-886-0351 (fax)

December 16, 2016

Mitchell K. Zoll
Deputy State Historic Preservation Officer
Division of Historic Preservation and Archaeology
Indiana Department of Natural Resources
402 West Washington Street, Room W274
Indianapolis, IN 46204

RE: Section 106 Revised Area of Potential Effects Concurrence; Previously Identified Historic Properties; Consulting Parties List; Survey Methodology and Schedule NICTD Double Track NWI, Northwest Indiana (DHPA No. 19318)

Dear Mr. Zoll,

In response to your letter dated October 3, 2016 regarding the Area of Potential Effects (APE) for the NICTD Double Track Northwest Indiana (NWI) Project (the "Project"), the Federal Transit Administration (FTA) and the Northwest Indiana Commuter Transportation District (NICTD) are providing you with a revised draft of the direct and indirect APE for the Project under 36 CFR 800.16(d). This letter also includes a list of previously identified historic properties we have compiled during the initial research for the Project; a list of proposed Consulting Parties for the Project; and our proposed methodology and schedule for the remainder of the Project. FTA seeks your input and concurrence on these items.

### Area of Potential Effects

Since the initial submittal of the APE to your office in September, the construction footprint of the Project has changed and the APE has been revised accordingly. The APE does include streets and highways that are within the direct and indirect APE and the map has been revised to better reflect this. As previously noted, the APE for the Project includes those parcels that will be directly impacted by construction and subject to ground-disturbing activities and those parcels that may be affected visually, or by noise, vibration, rerouting of traffic, or other indirect effects. Please review the enclosed APE and provide us with any additional comments you may have.

#### Previously Identified Historic Properties

HDR, NICTD's environmental and cultural resources consultant for the Project, conducted a preliminary literature review of the Indiana Historic Sites and Structures Inventory (IHSSI; county interim reports), Indiana State Historic Architectural and Archaeological Research Database (SHAARD) and SHAARD GIS, the National Park Service's (NPS) National Register Database, and other sources. This review identified previously surveyed resources in the APE.

RE: Section 106 Revised Area of Potential Effects Concurrence; Previously Identified Historic Properties; Consulting Parties List; Survey Methodology and Schedule NICTD Double Track NWI, Northwest Indiana (DHPA No. 19318)

Research was also conducted in person at the DHPA office. Based on initial research and data gathering, the proposed Project passes through several historic districts and near several resources eligible for listing, or listed in, the National Register of Historic Places (NRHP). These properties are indicated on the APE map by their IHSSI or NRHP number and are listed in the enclosed table (Table 1).

# Proposed Consulting Party List

FTA and NICTD have been working to identify proposed Consulting Parties for the Project. Per John Carr's guidance via email dated July 18, 2016, FTA and NICTD reviewed the Indiana Department of Transportation's *Cultural Resources Manual*, Purdue University's "Indiana LTAP Directory," Indiana Landmarks' Preservation Directory, the list of attendees at the initial public meetings for the Project, and other resources to develop a list of proposed Consulting Parties. Although we have made every effort to be as comprehensive as possible, we invite your comments on the Consulting Parties List (Table 2). As the Project and the environmental review process moves forward, additional Consulting Parties may be added to this list.

### Survey Methodology

The proposed methodology for the identification of historic properties is presented below. Field methods and reporting will be executed in accordance with DHPA's *Guidebook for Indiana Historic Sites and Structures Inventory—Archaeological Sites* (2008), INDOT's *Cultural Resources Manual* (2014), and the NRHP. Once completed, the cultural resources reports will be provided to DHPA and Consulting Parties for review and comment. The timeframe is shown in the proposed schedule.

### Architectural Resources

A preliminary Literature Survey has begun and will be completed over the coming months. The Literature Search will allow HDR to develop a historic context for the Project area that will assist in evaluating surveyed resources for NRHP eligibility. Project construction is anticipated to begin in 2019; thus the architectural survey will include any resource constructed in 1969 or earlier. Resources in the APE will be documented using HDR's iPad-based field recording software and will include at least two photographs of each resource. Surveyed resources will be documented in a Historic Property Report (HPR) and will be evaluated for NRHP eligibility per the criteria specified at 36 CFR 800.4[1]. The HPR will document any recommendations of NRHP eligibility for surveyed resources.

### Archaeological Resources

Archaeological field methods will vary based on field conditions but will generally observe the following protocol. The survey team will conduct a pedestrian survey (Phase Ia Reconnaissance) of the direct APE supplemented by shovel test pit (STP; Phase Ib Intensive Survey) and manual bucket auger excavation (Phase Ic Subsurface Reconnaissance) as required by DHPA and National Park Service (NPS). STPs will be excavated in areas where surface visibility is less than 30 percent and there is no evidence of prior ground disturbance. If artifacts are recovered during survey, they will be collected and subjected to typological analysis to determine the site history, cultural affiliation, and function and degree of preservation at each site. Field methods will be adapted based on actual in-field observations by the survey crew lead, such as documented and observed prior disturbance in the project's footprint and other impacts to the survey area. If

RE: Section 106 Revised Area of Potential Effects Concurrence; Previously Identified Historic Properties; Consulting Parties List; Survey Methodology and Schedule NICTD Double Track NWI, Northwest Indiana (DHPA No. 19318)

human remains or burial objects (i.e., grave markers and other funerary items) are encountered, investigations will cease immediately, the area will be secured, and the DHPA, local county coroner, and local law enforcement will be contacted.

# Schedule

The proposed schedule for the Section 106 process is detailed in the enclosure (Table 3). Dates at this time are approximate, will be coordinated with the NEPA process, and are subject to change. While informal consultation is continuous and ongoing, we ask that you please save the date of June 7, 2017 for a Consulting Party Meeting and tour of Michigan City.

Pursuant to 36 CFR 800, FTA is seeking State Historic Preservation Officer concurrence with the APE and other enclosed documents within 30 days of receipt of this letter. NICTD and FTA will continue to consult with your office under Section 106 of the National Historic Preservation Act as the Project proceeds and Project details are further refined. If FTA can provide any assistance or additional information that would aid in your prompt reply, please feel free to contact Susan Weber of the FTA Region 5 Office at (312) 353-3888 or <a href="mailto:susan.weber@dot.gov">susan.weber@dot.gov</a>.

Thank you for your continued assistance on this Project.

Sincerely,

Jay Ciavarella

Director, Office of Planning and Program Development

Enclosures:

Revised APE Map Book – Cultural Resources Proposed APE (57 11x17 pages)

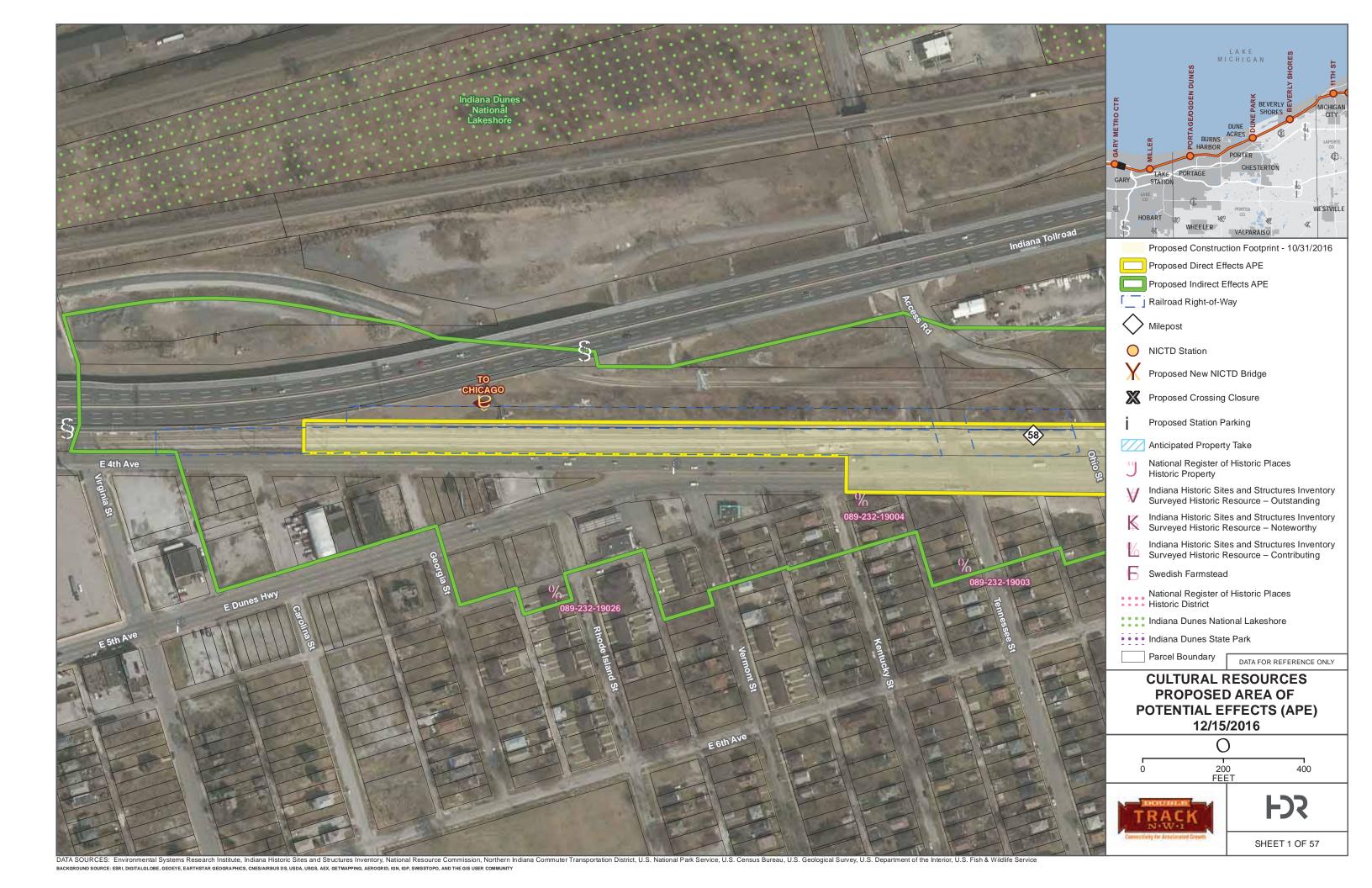
Table 1 List of Previously Identified Historic Properties

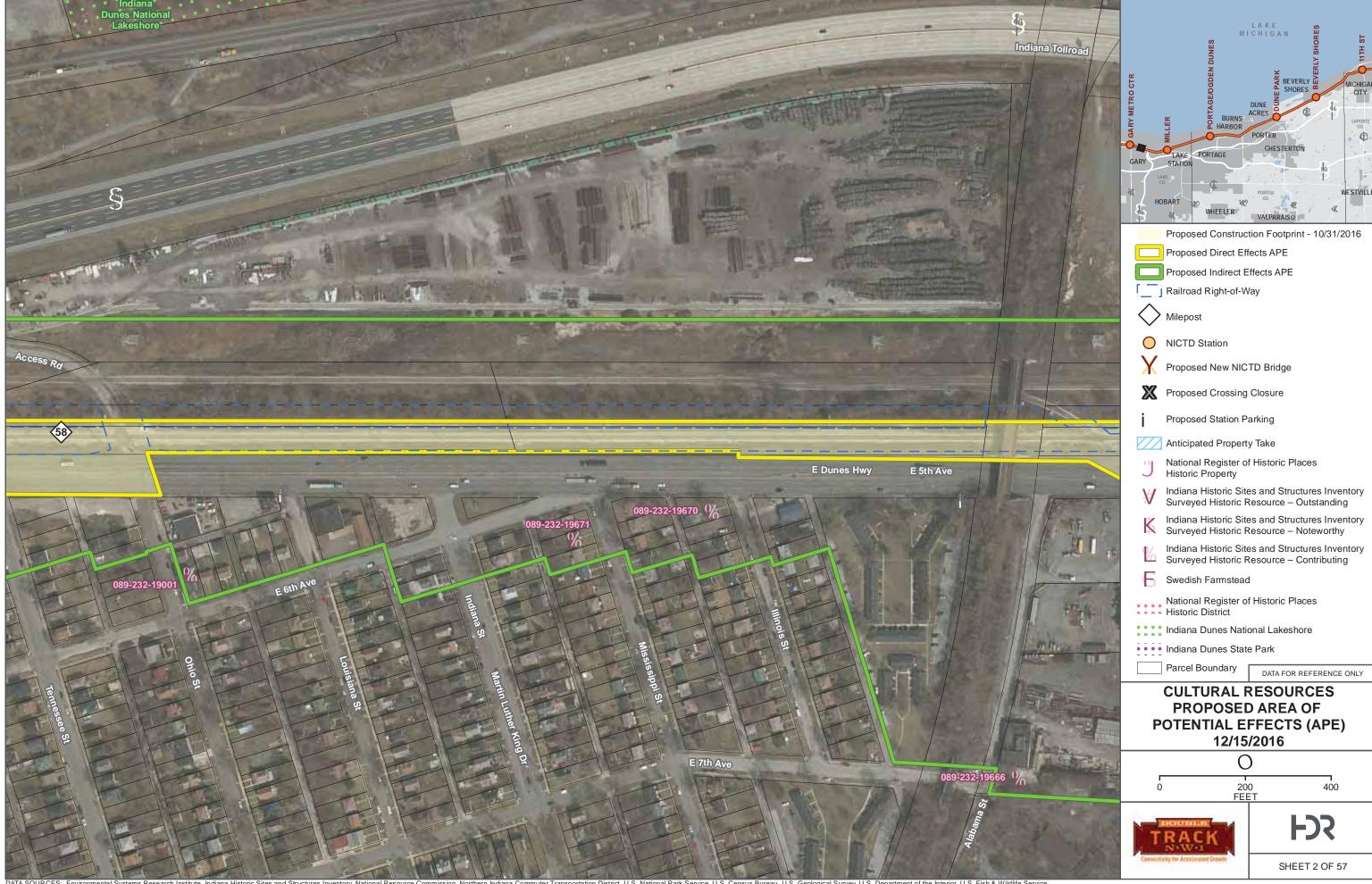
Table 2 List of Proposed Consulting Parties

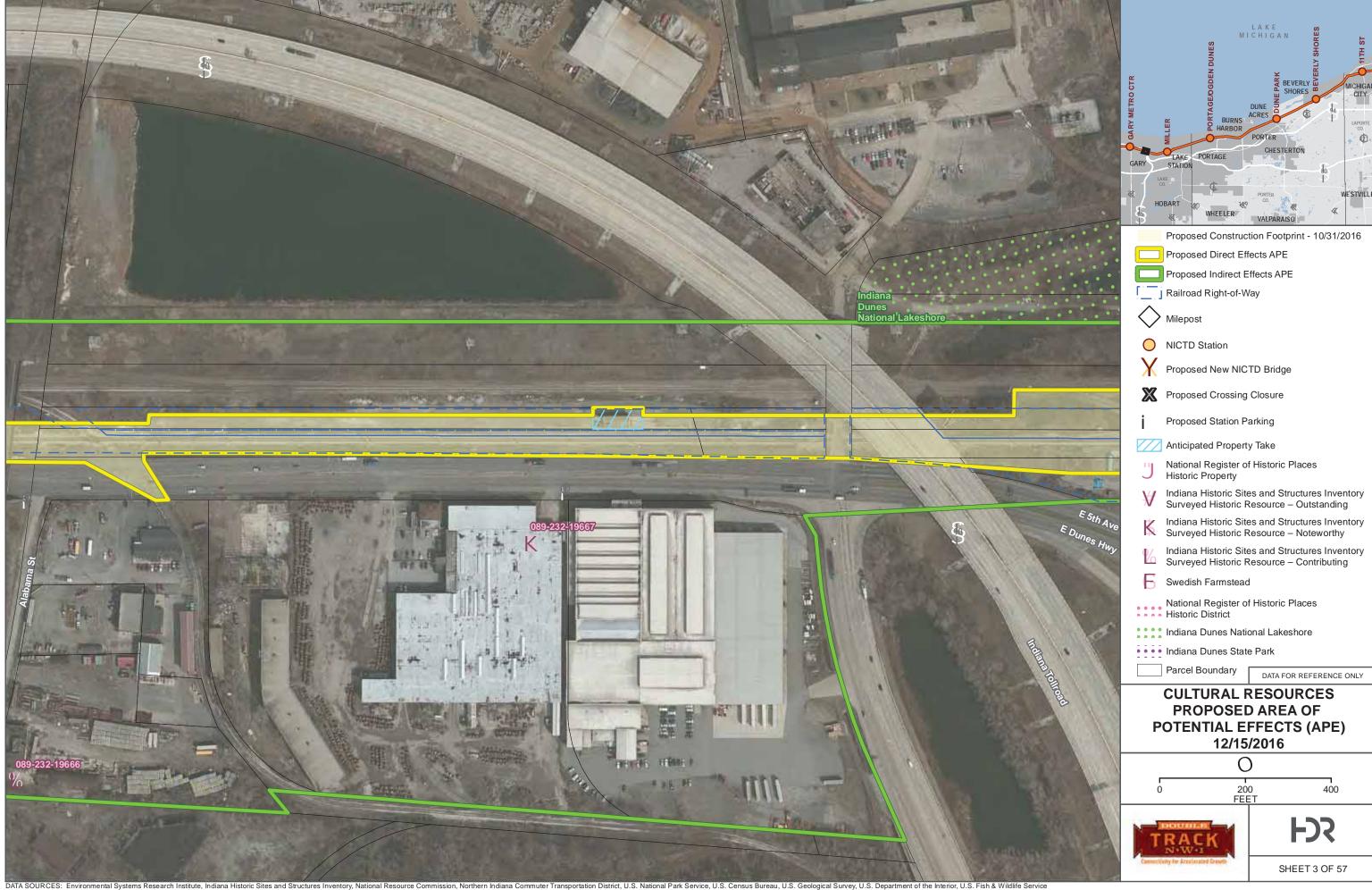
Table 3 Proposed Schedule for Section 106 Consultation

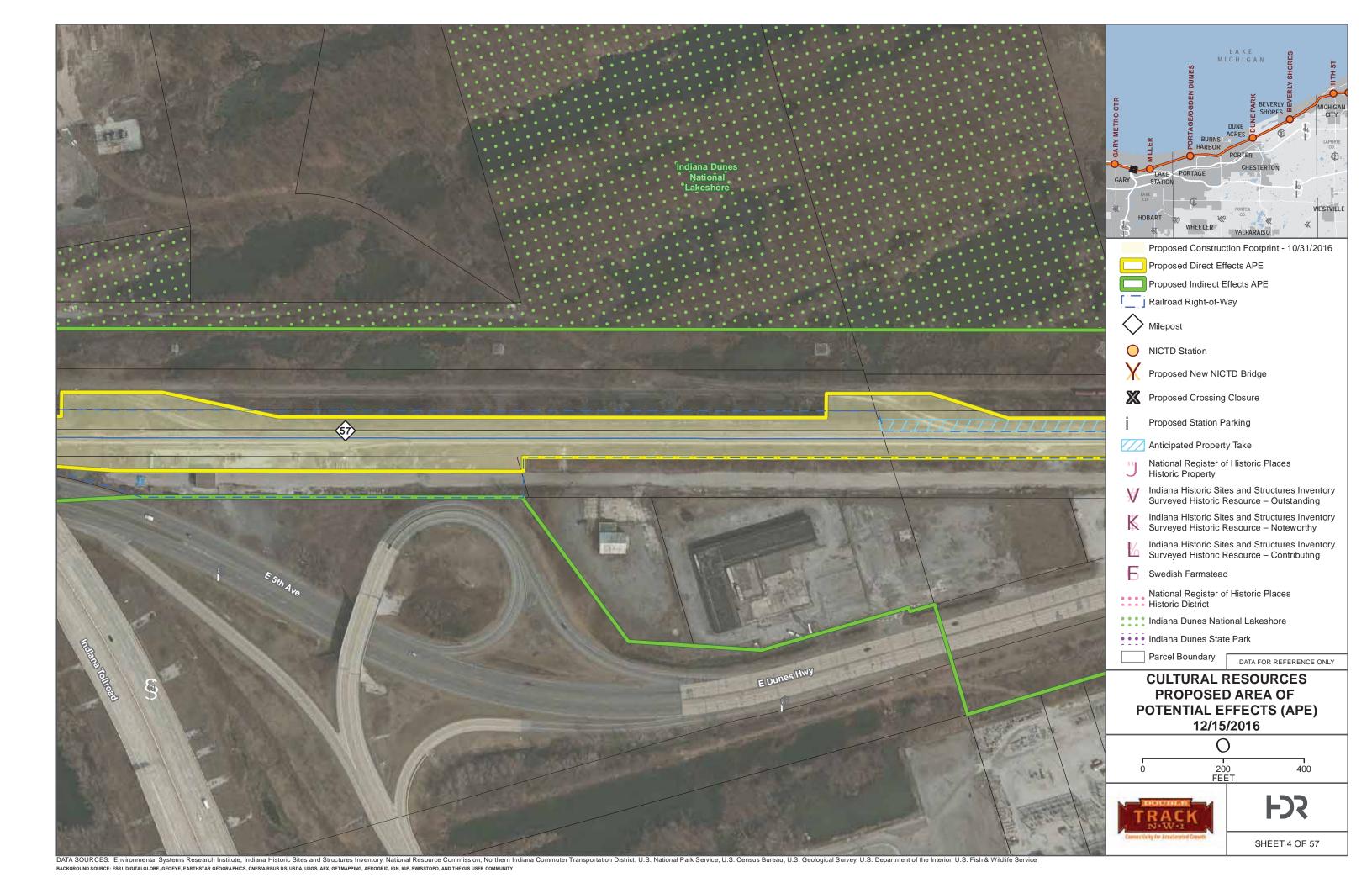
ecc:

John Carr, DHPA Wade Tharp, DHPA Susan Weber, FTA Nicole Barker, NICTD Janice Reid, HDR

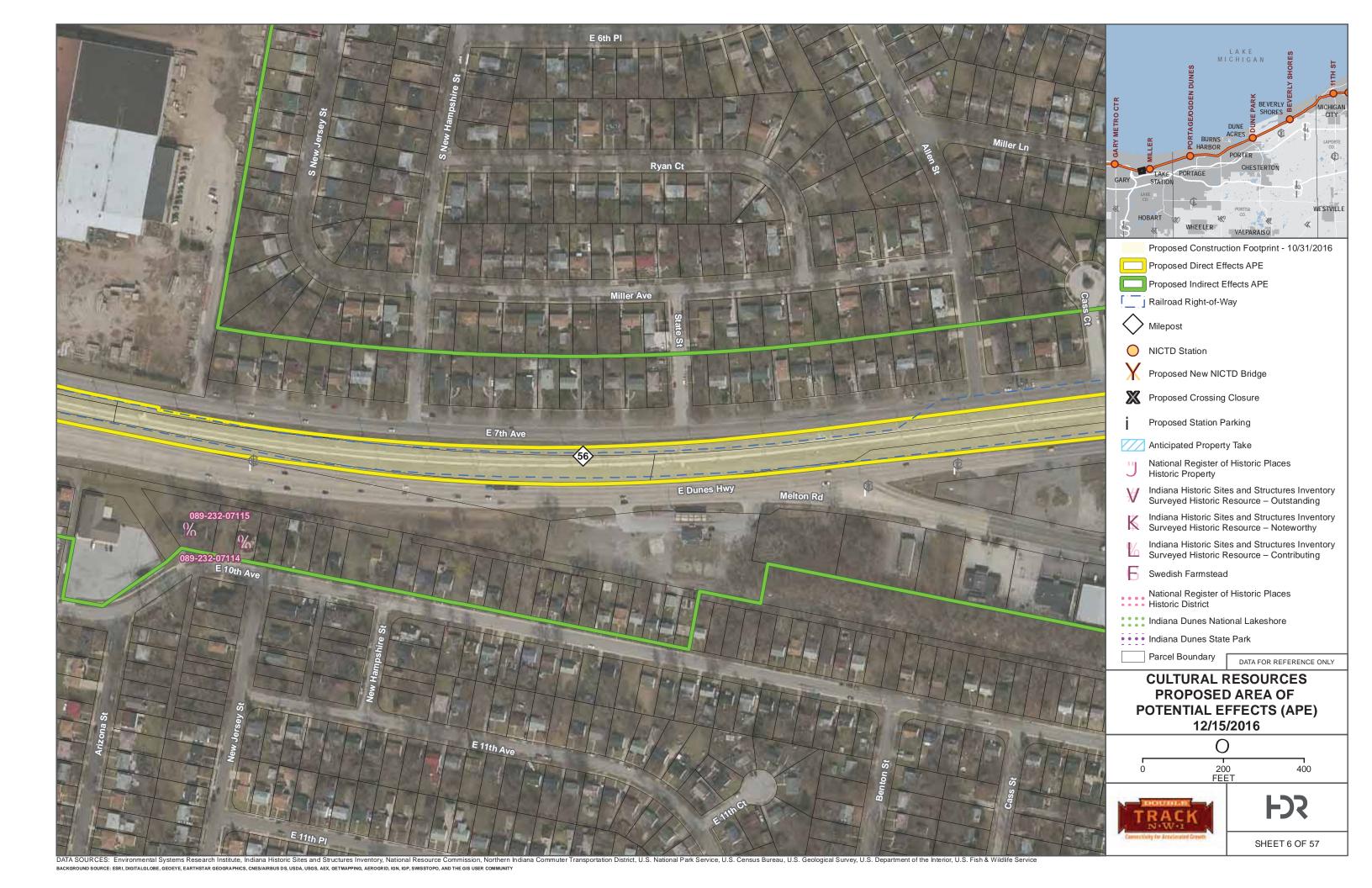




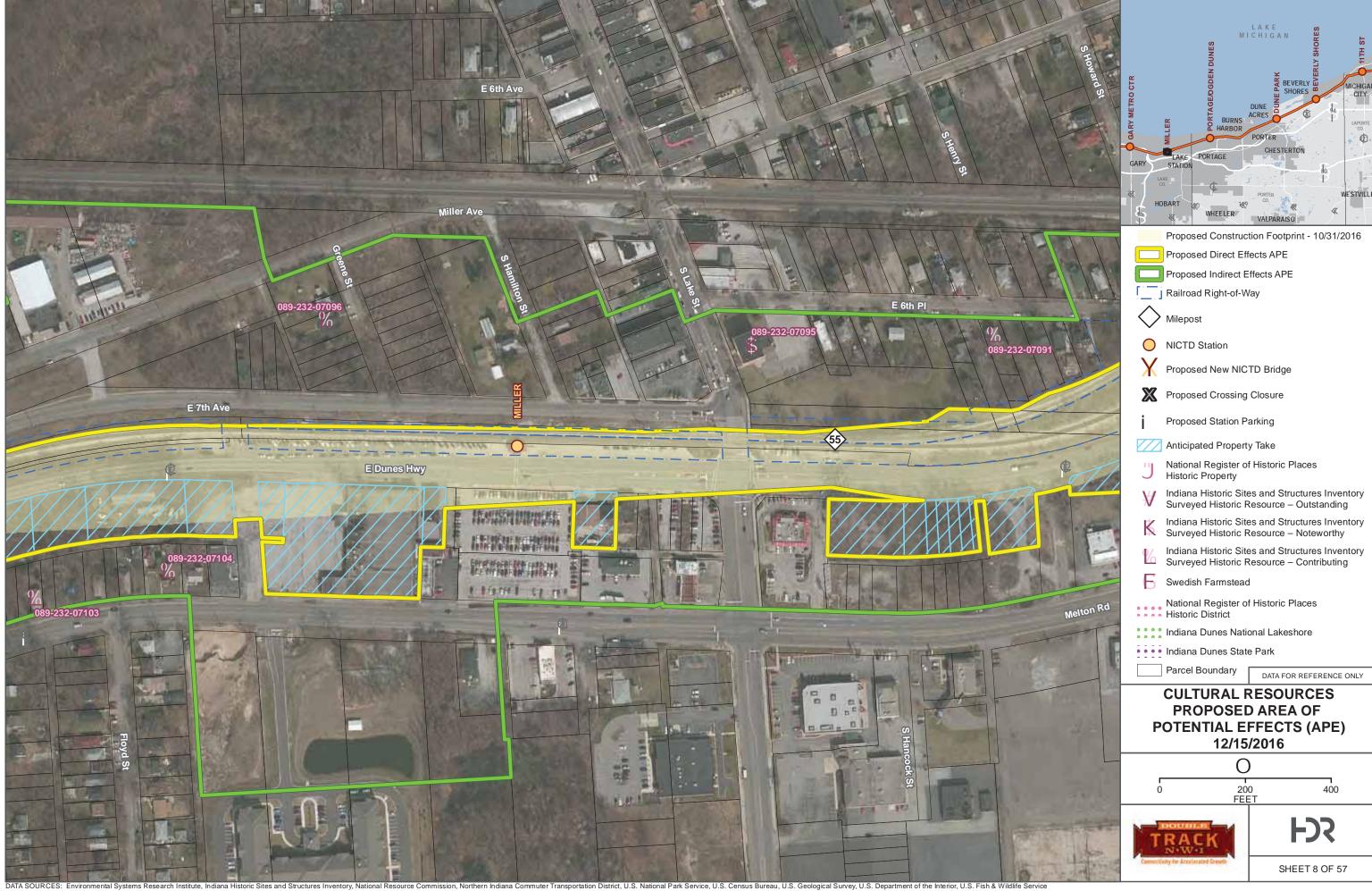


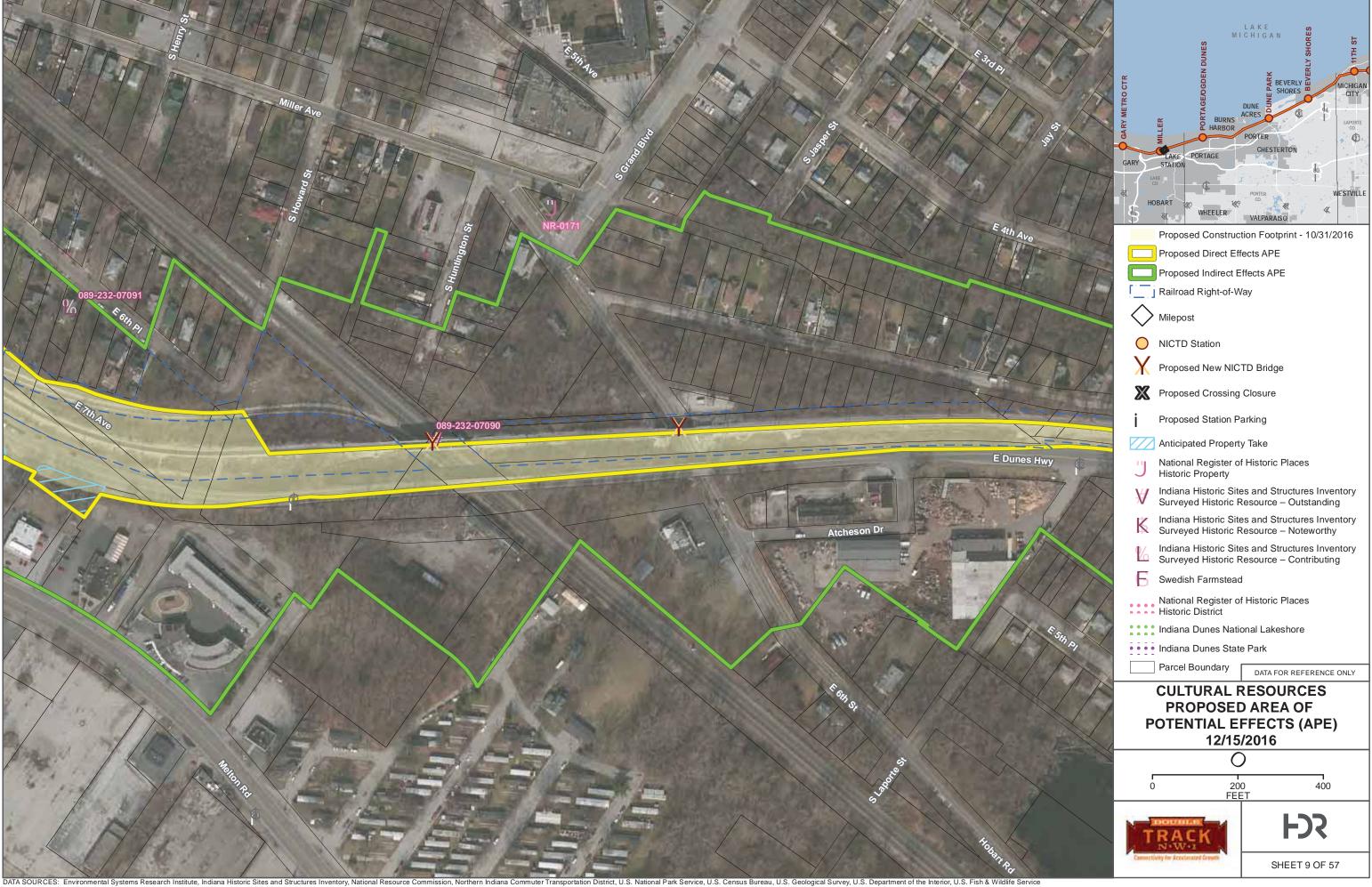


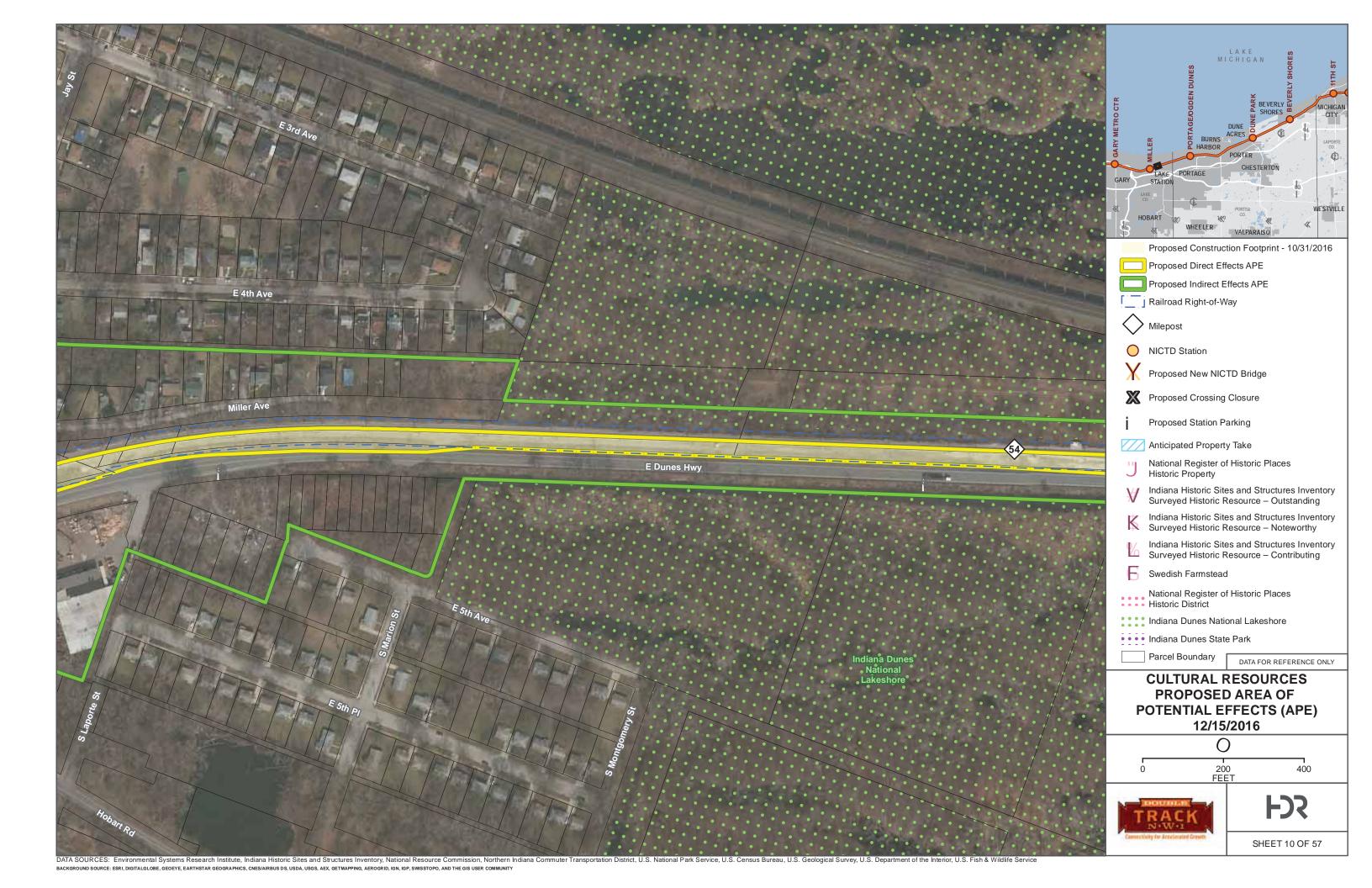


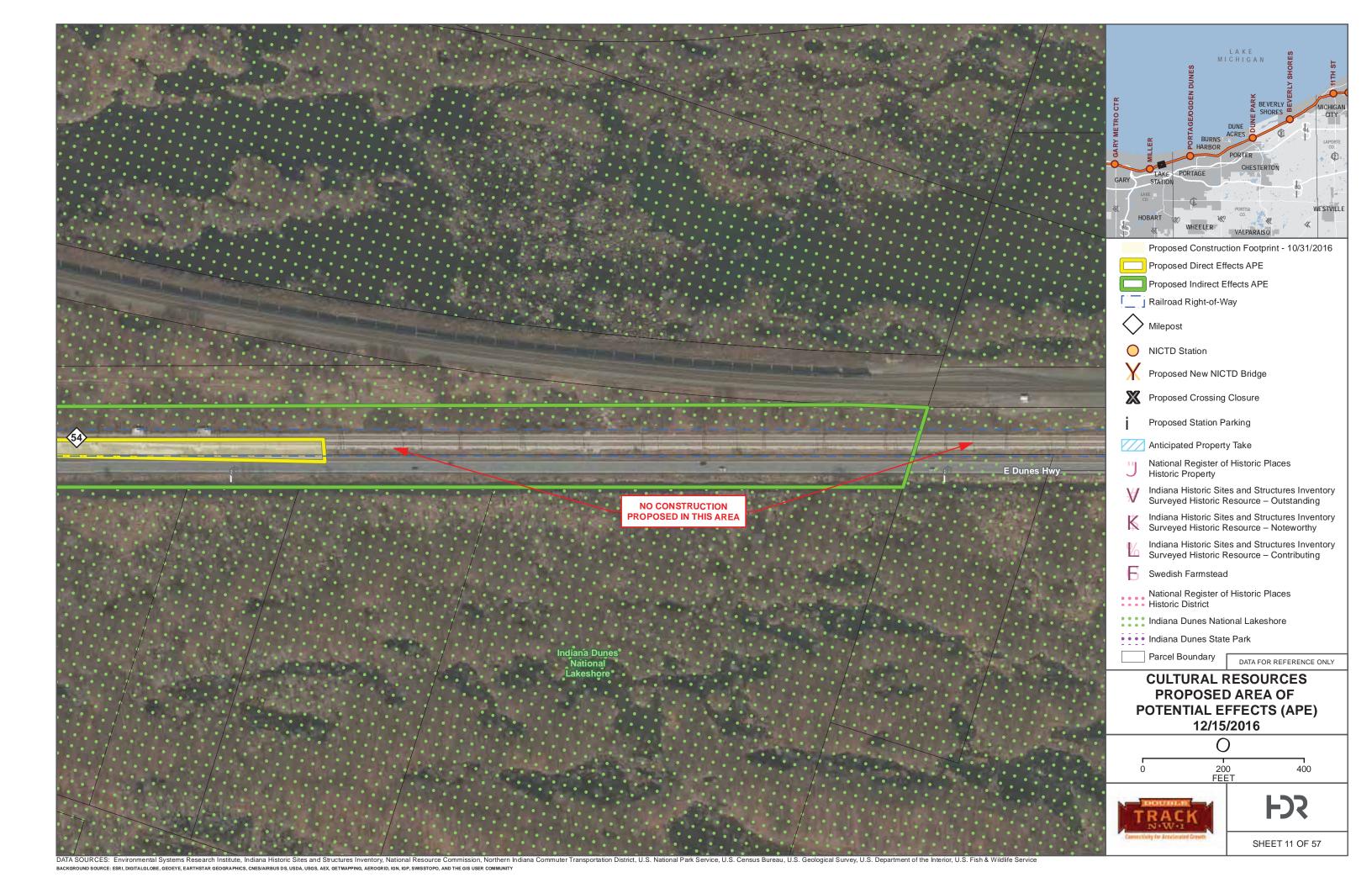


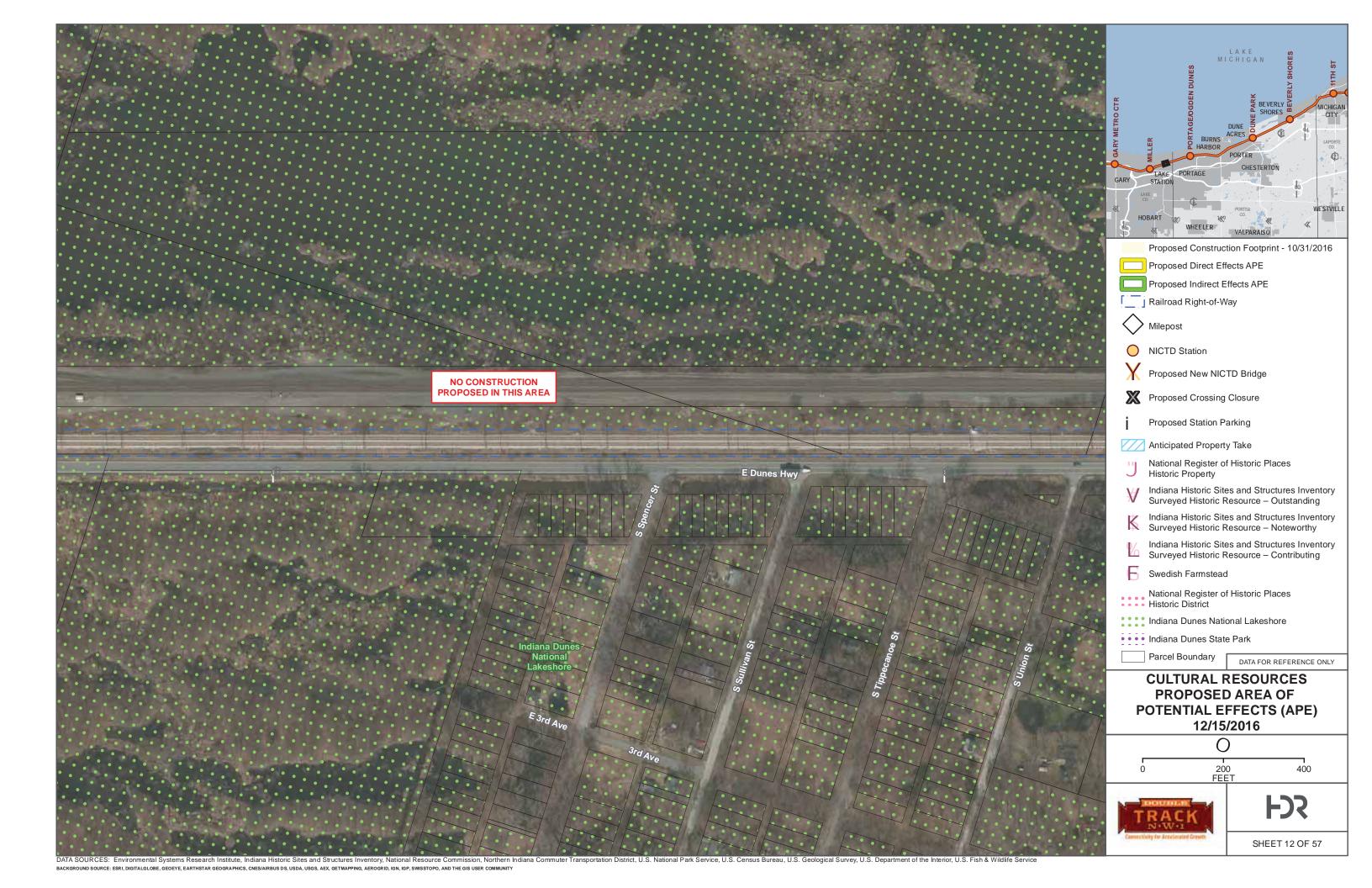


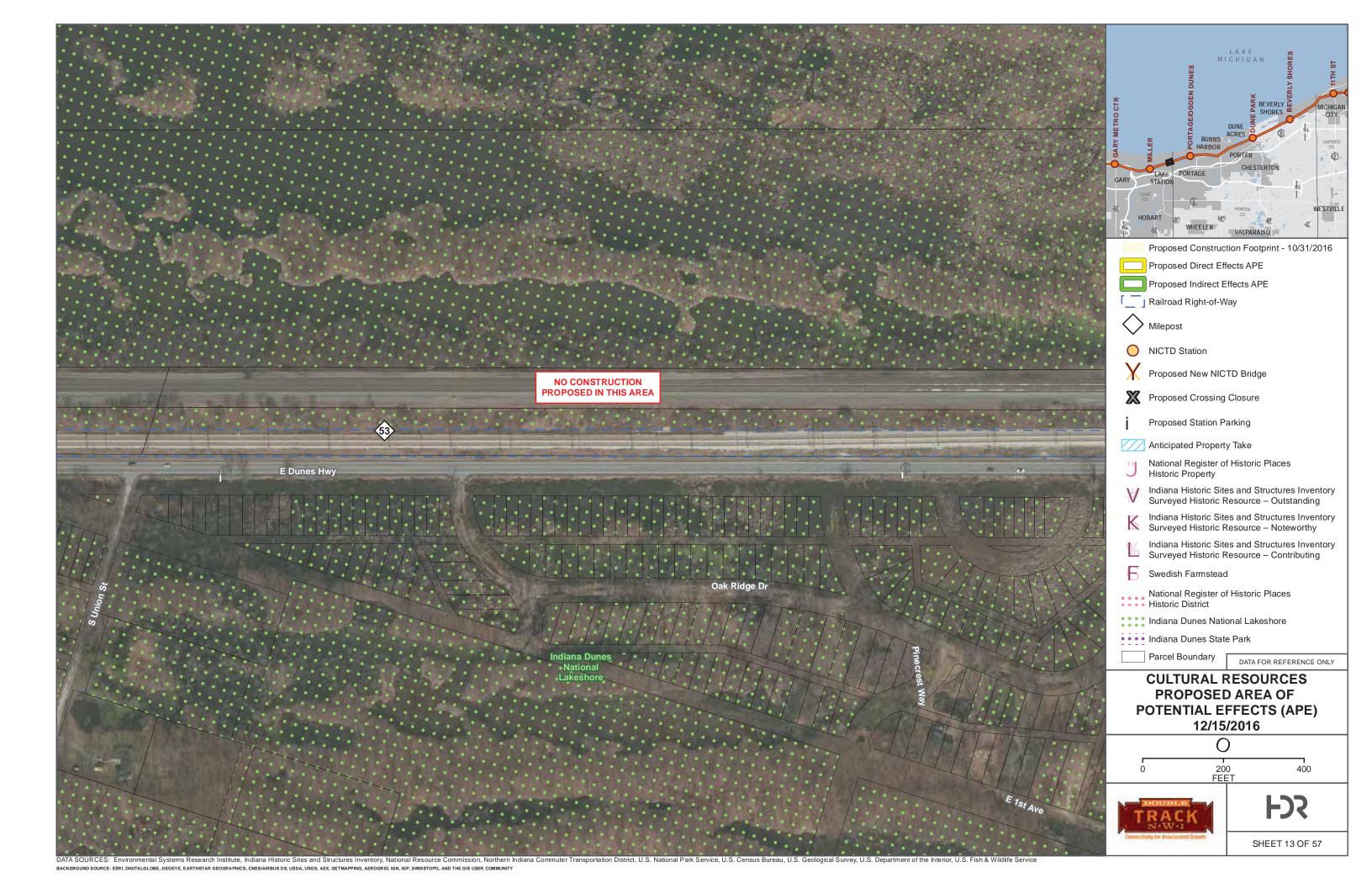


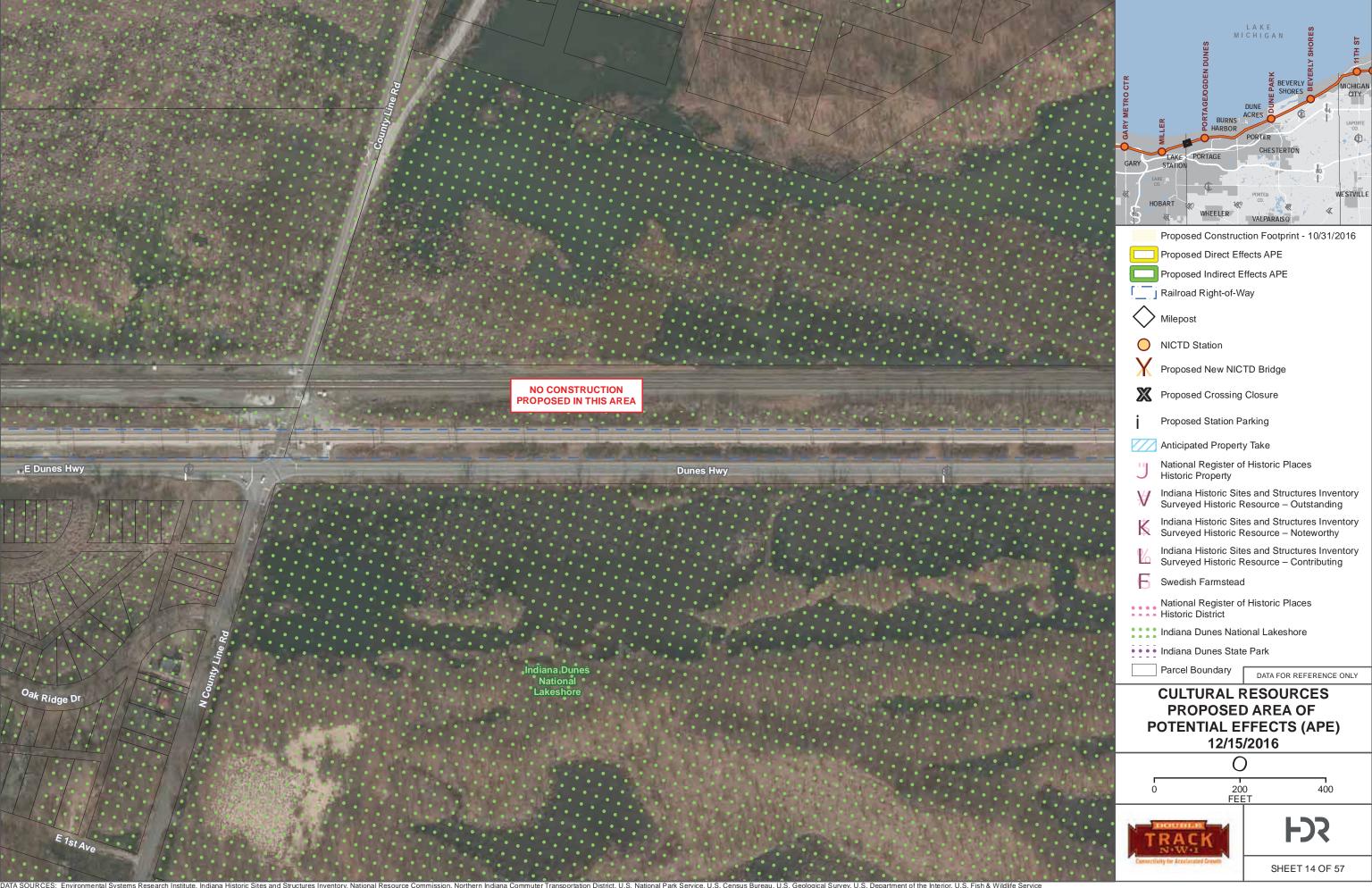








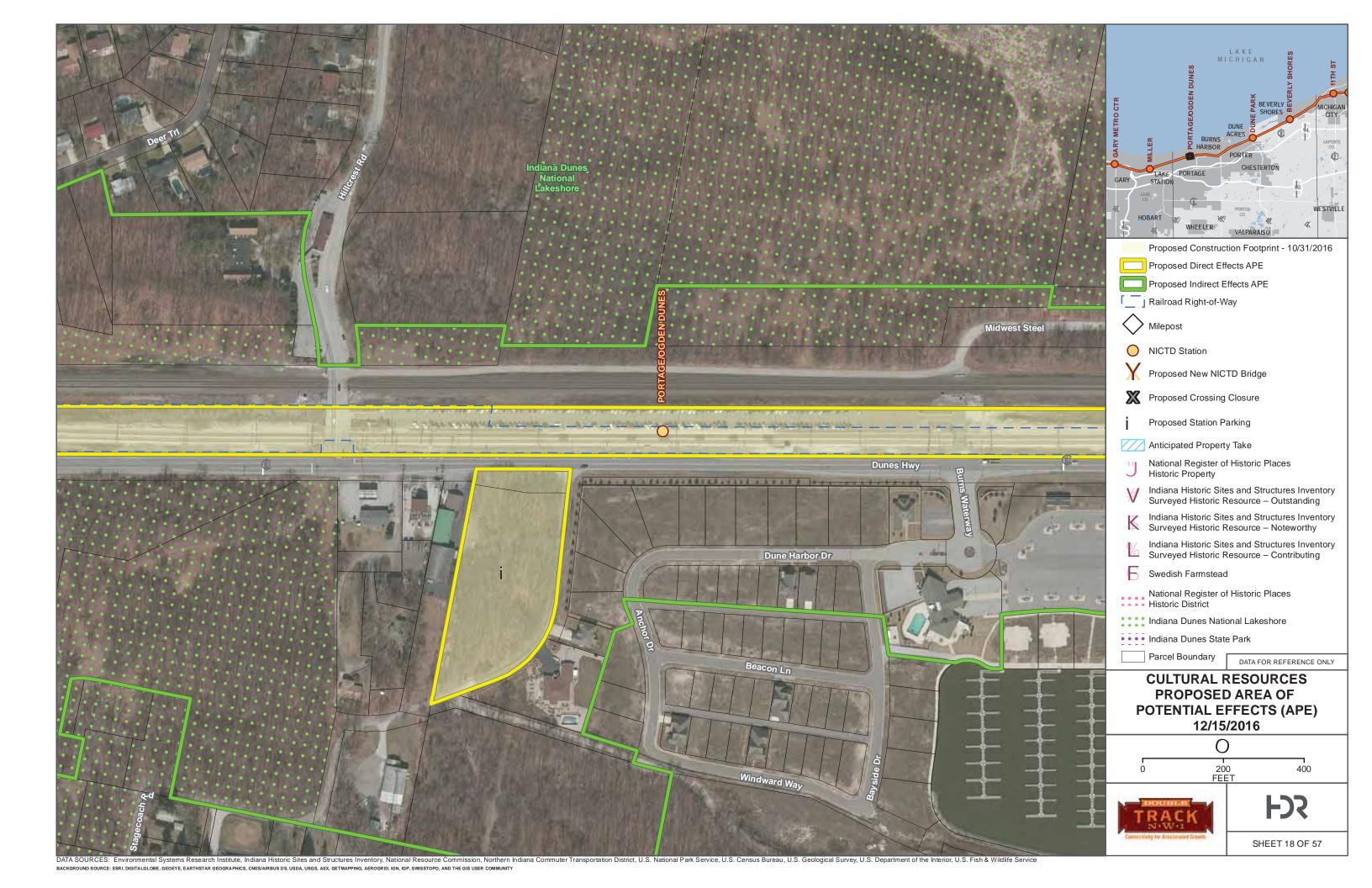


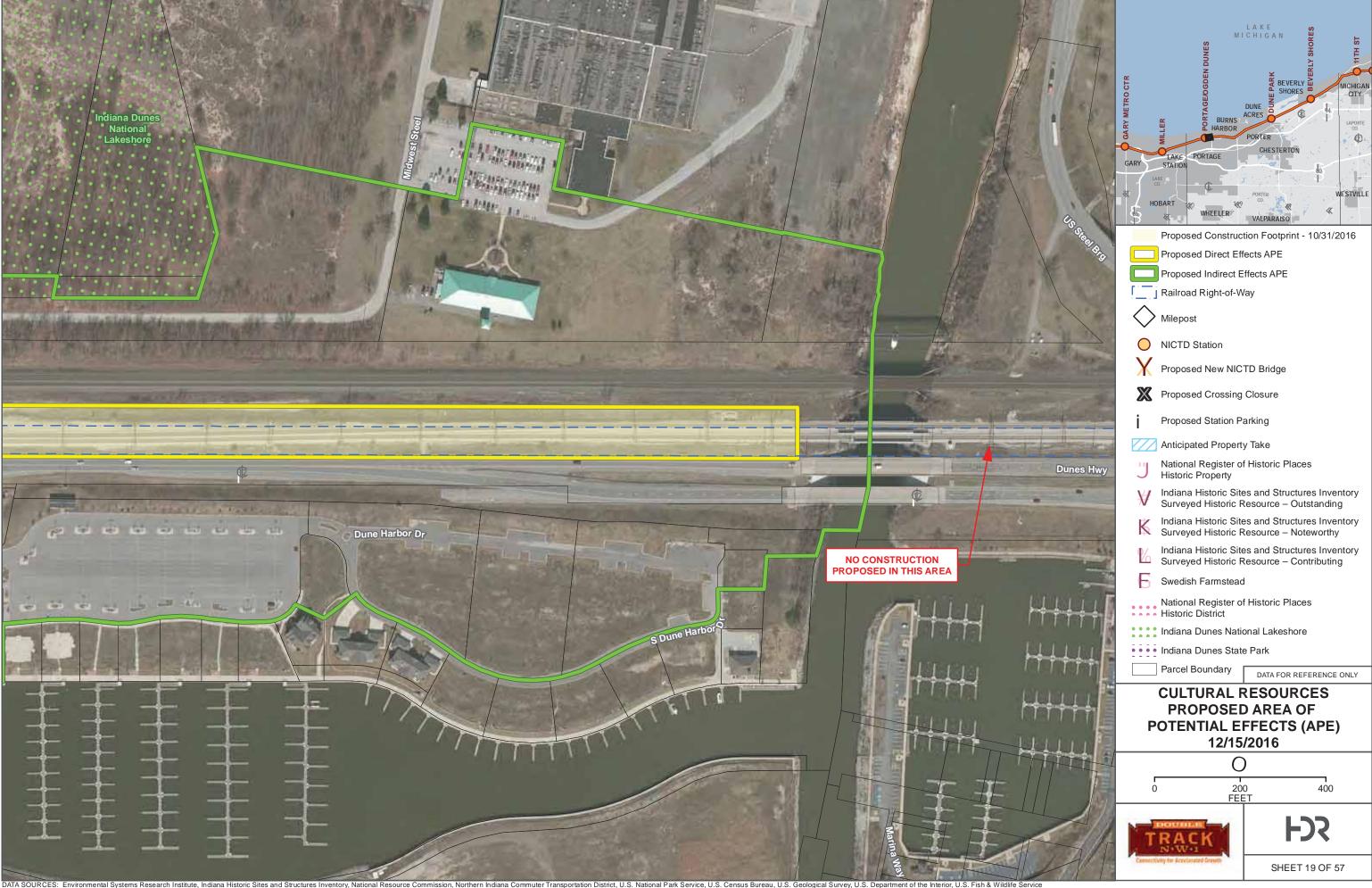






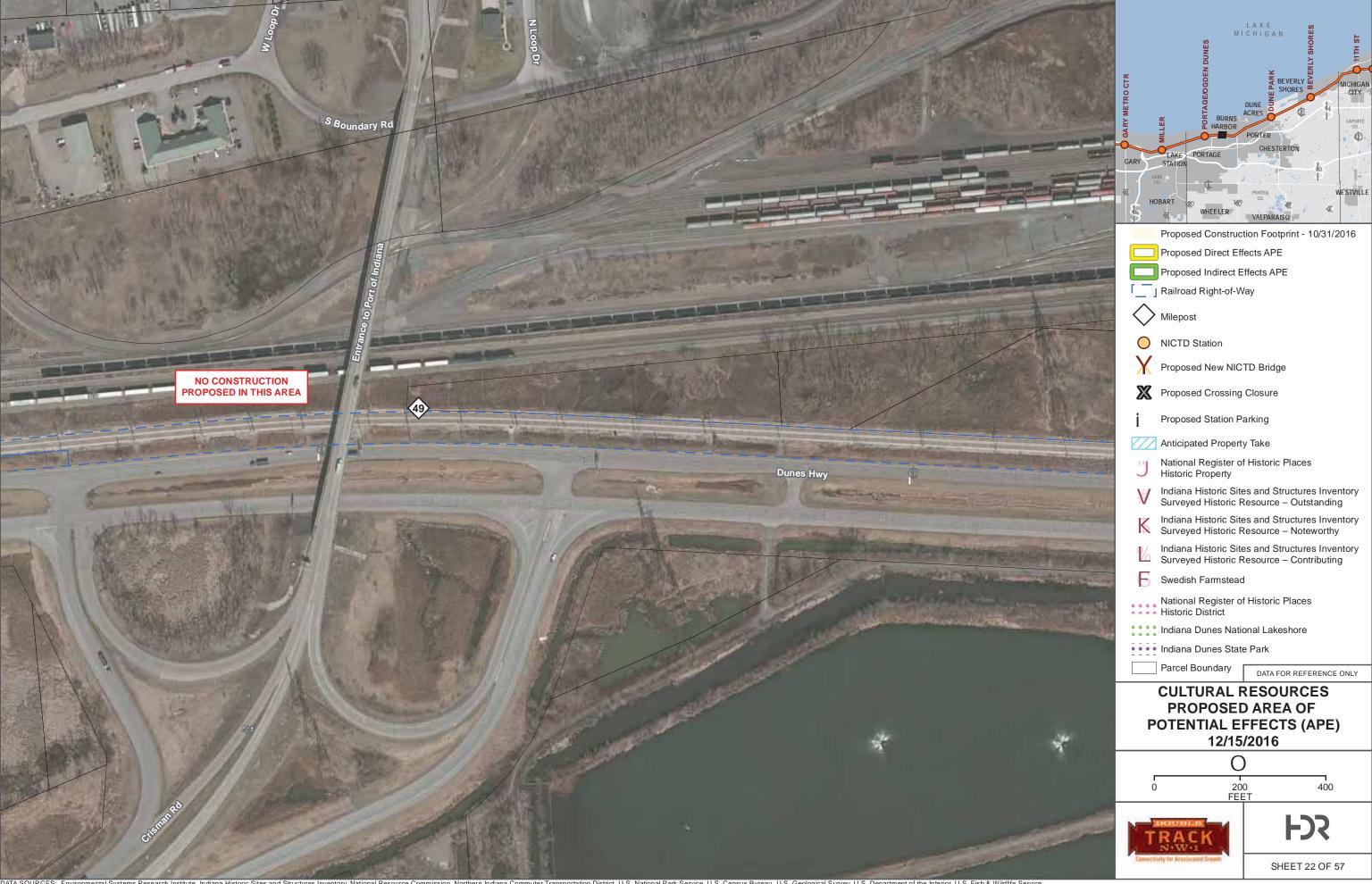




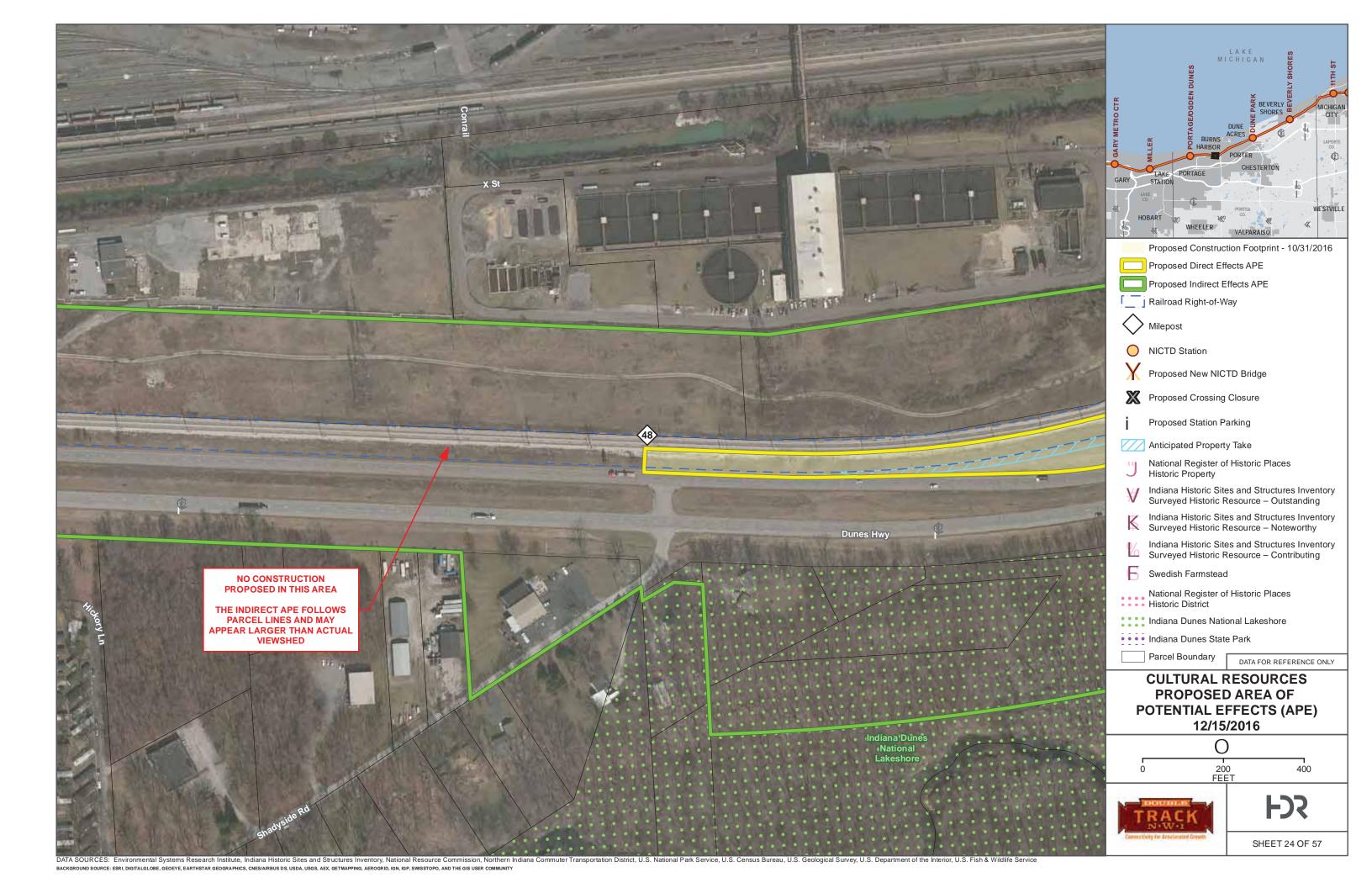


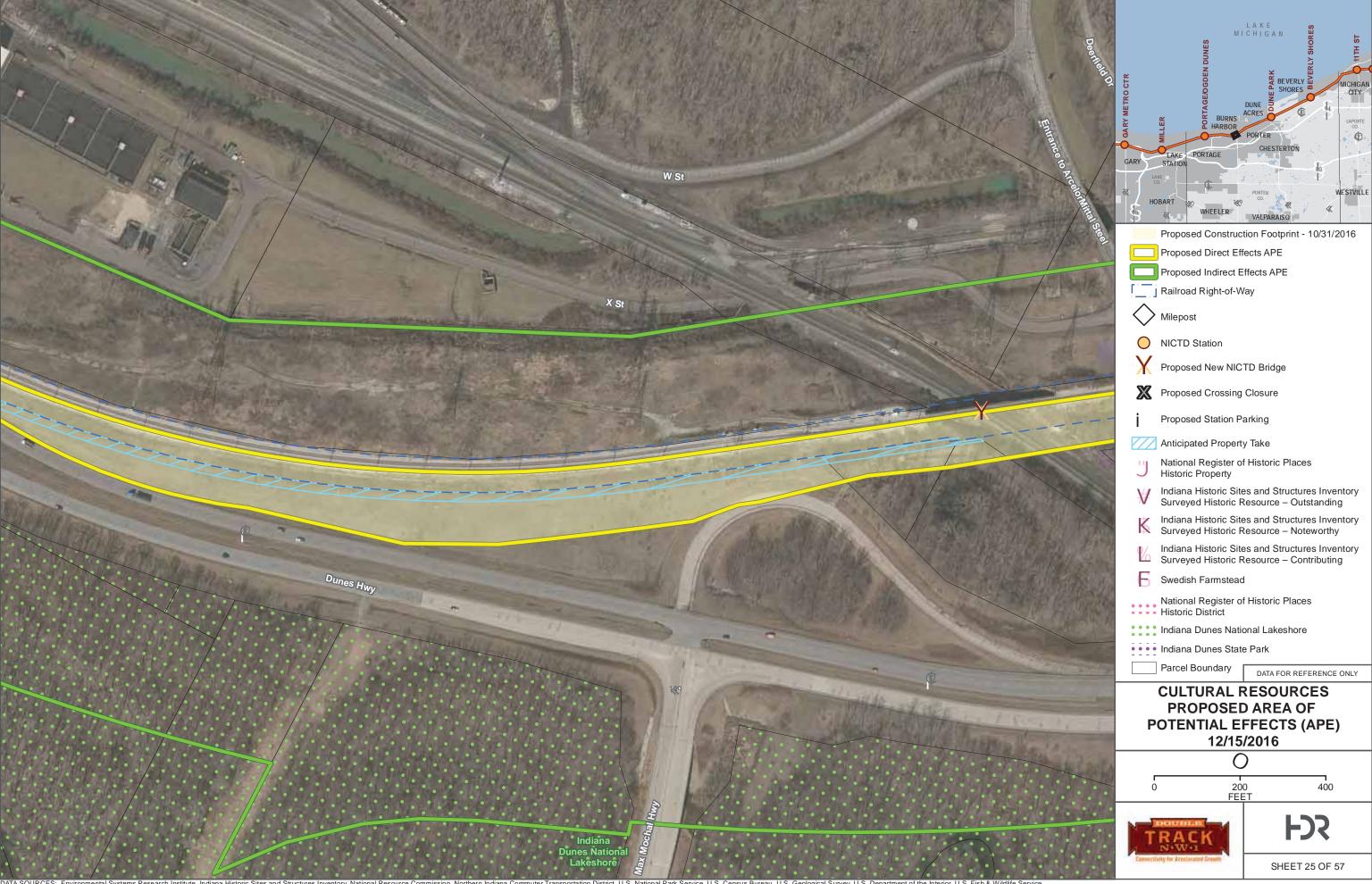


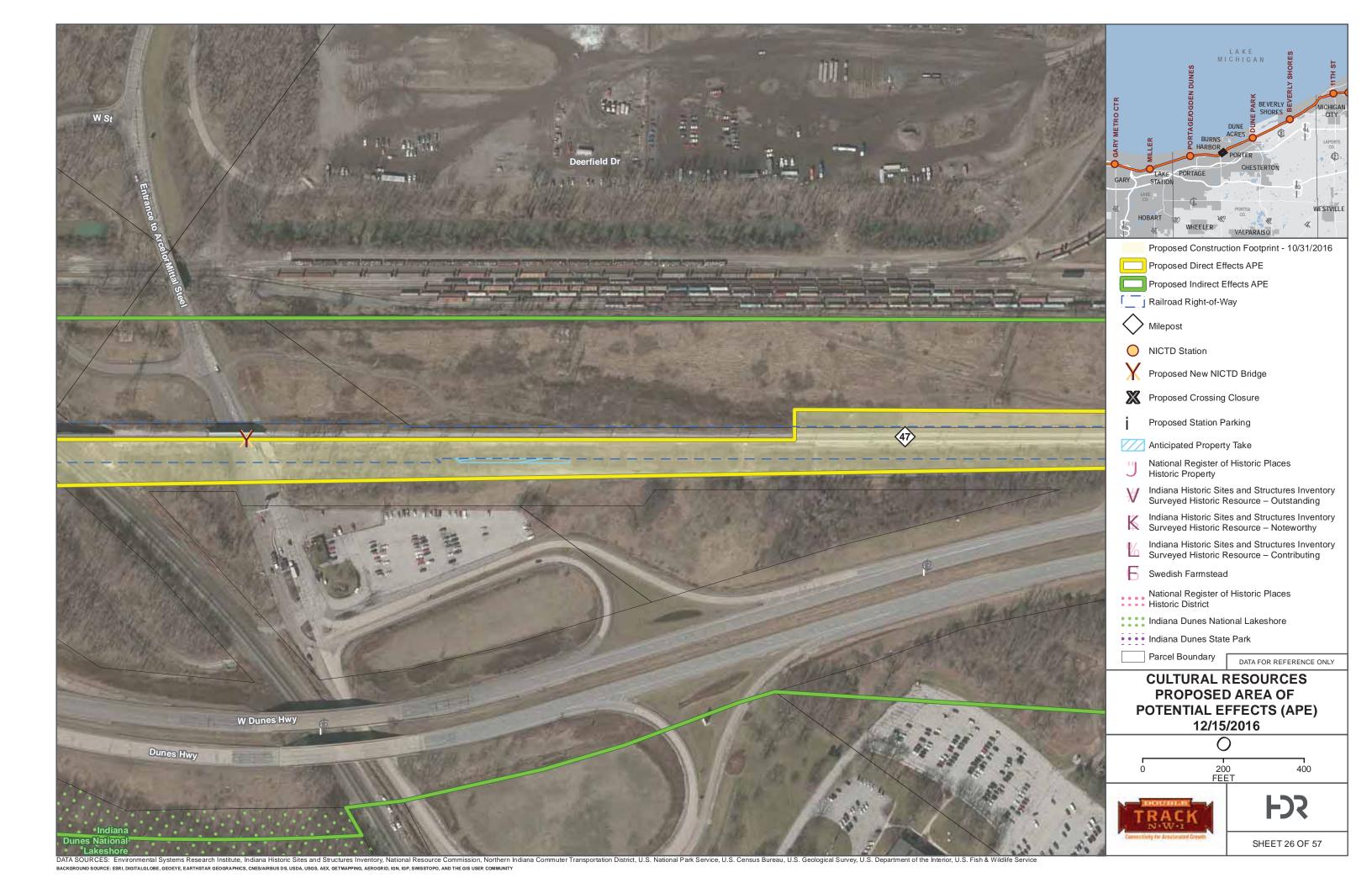




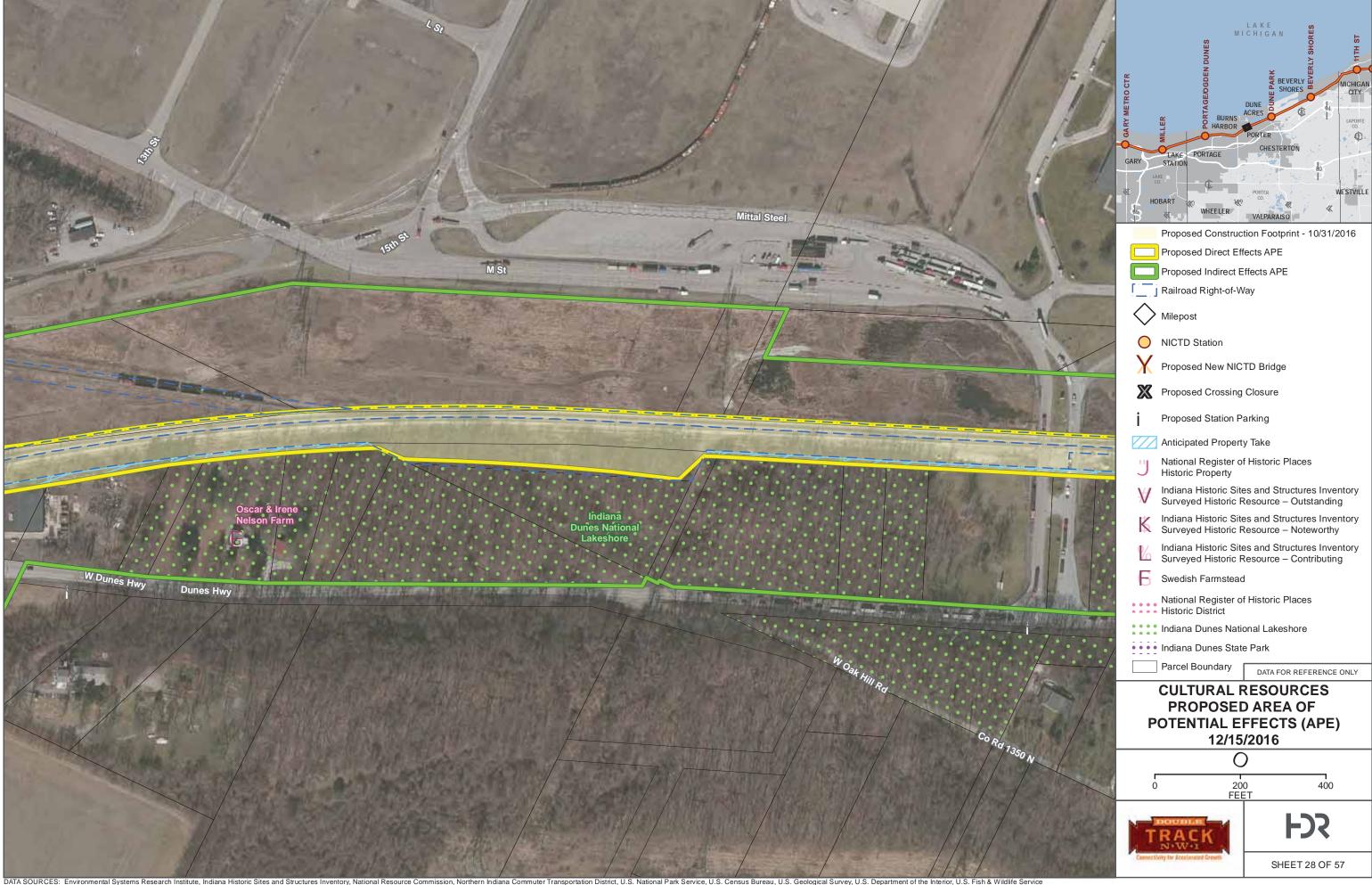


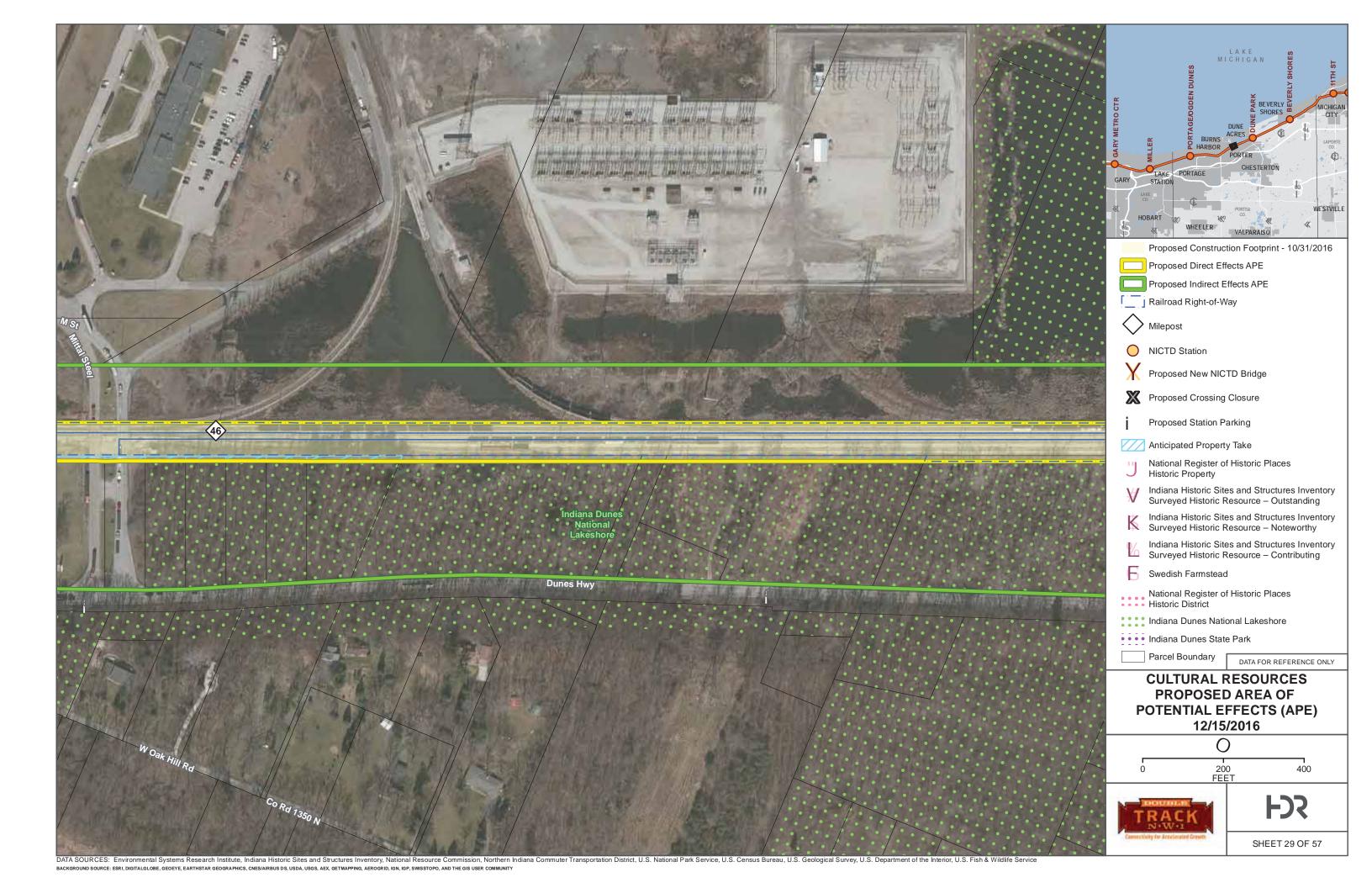


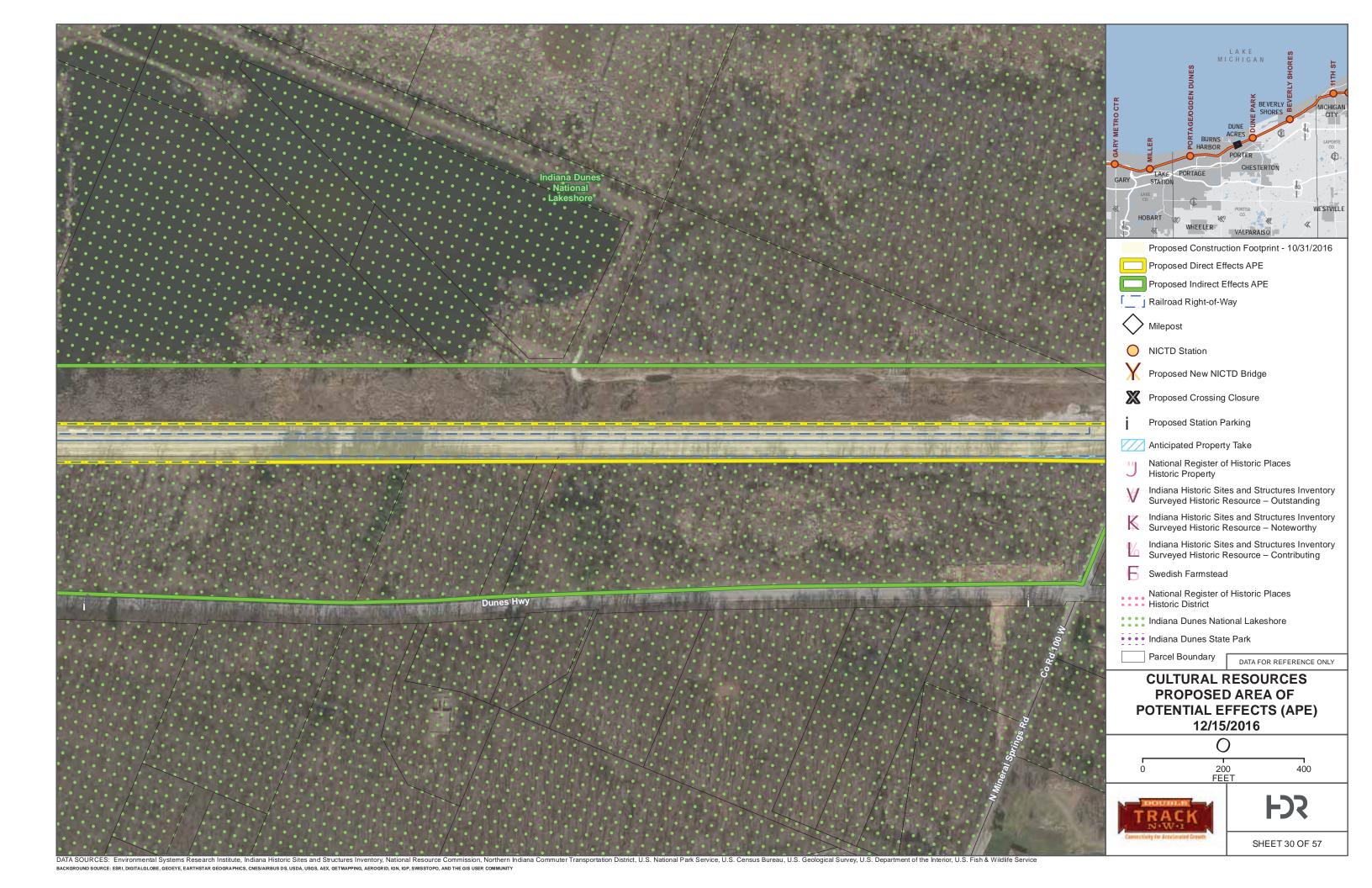


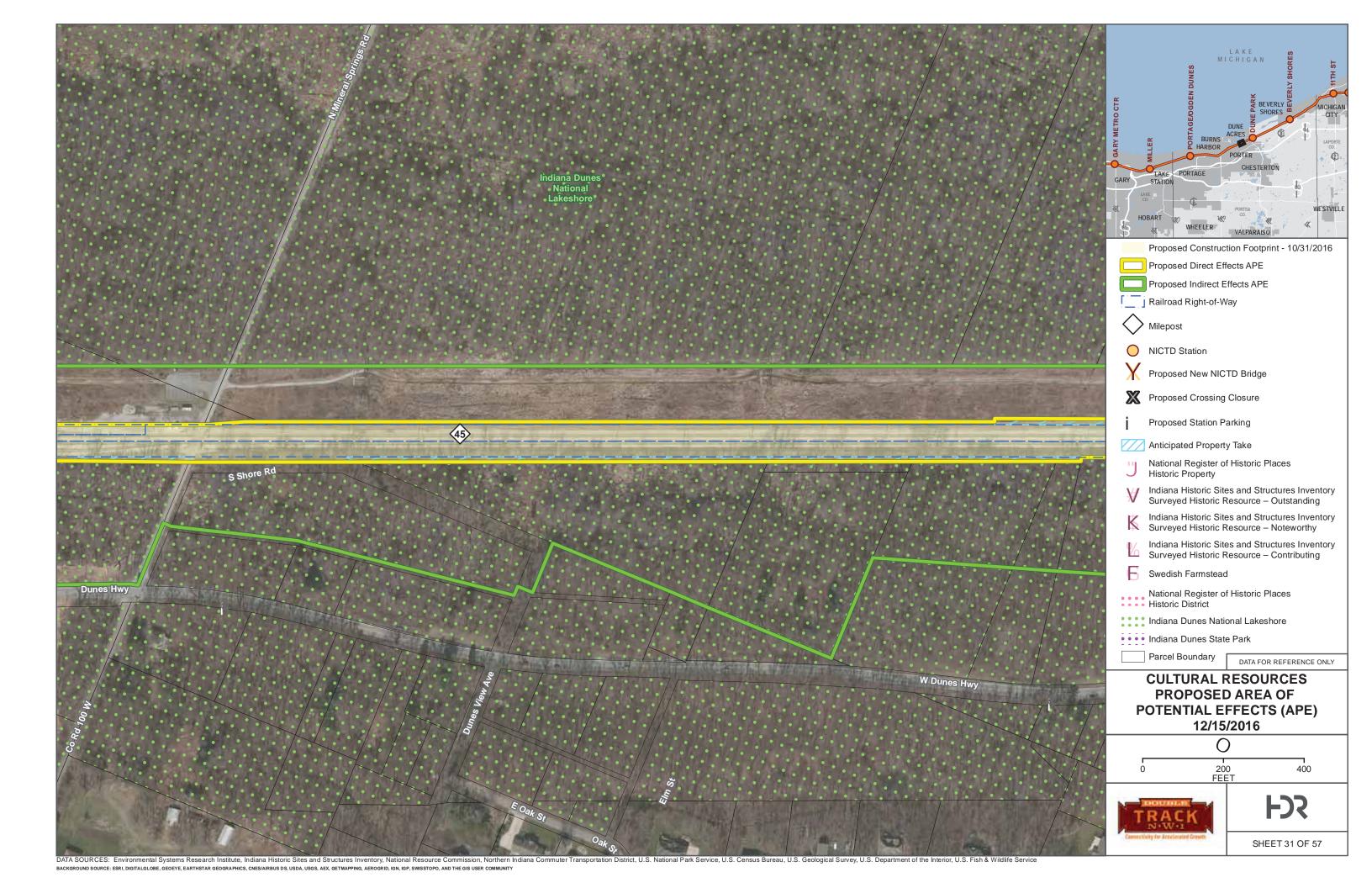
















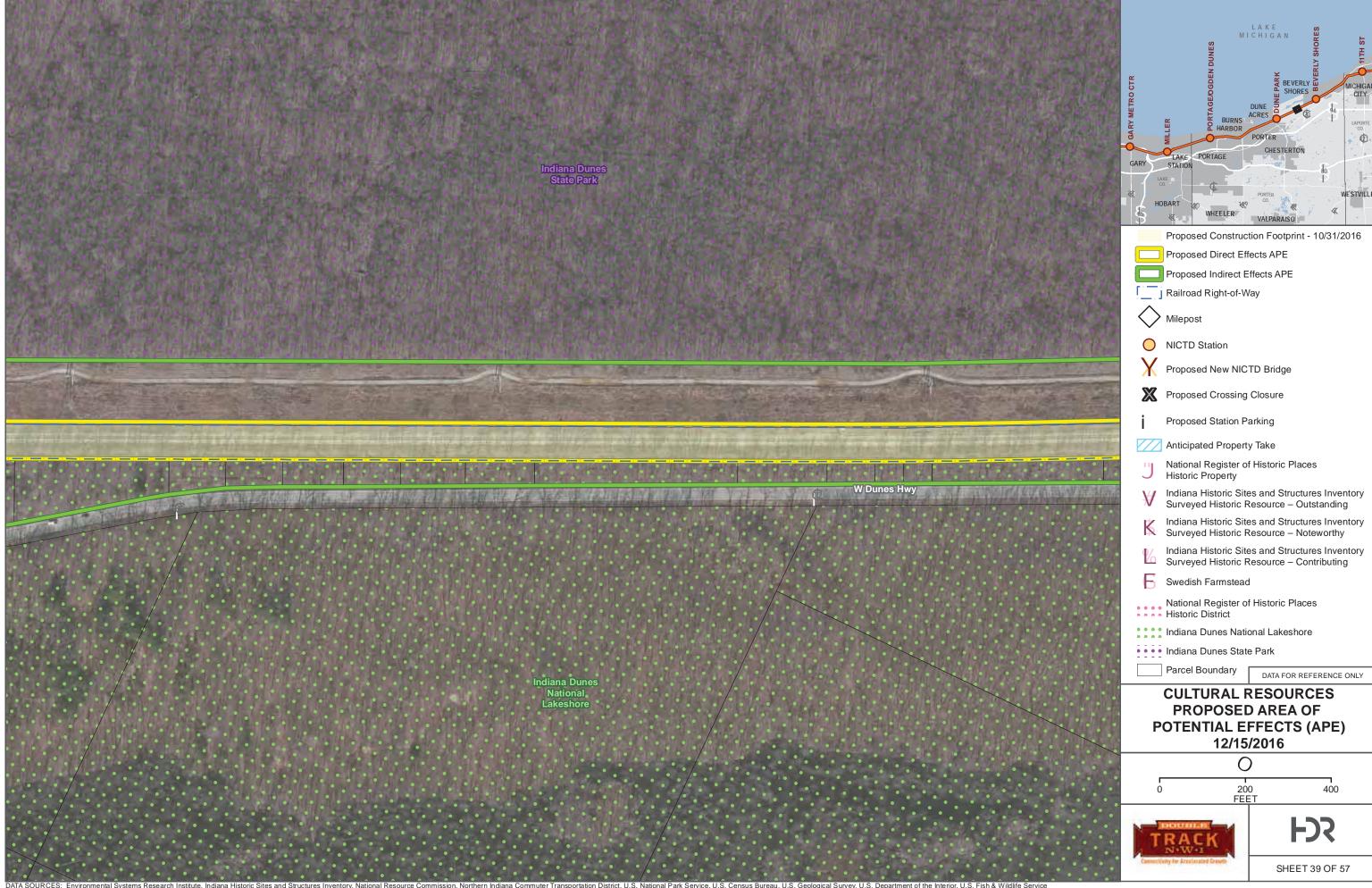






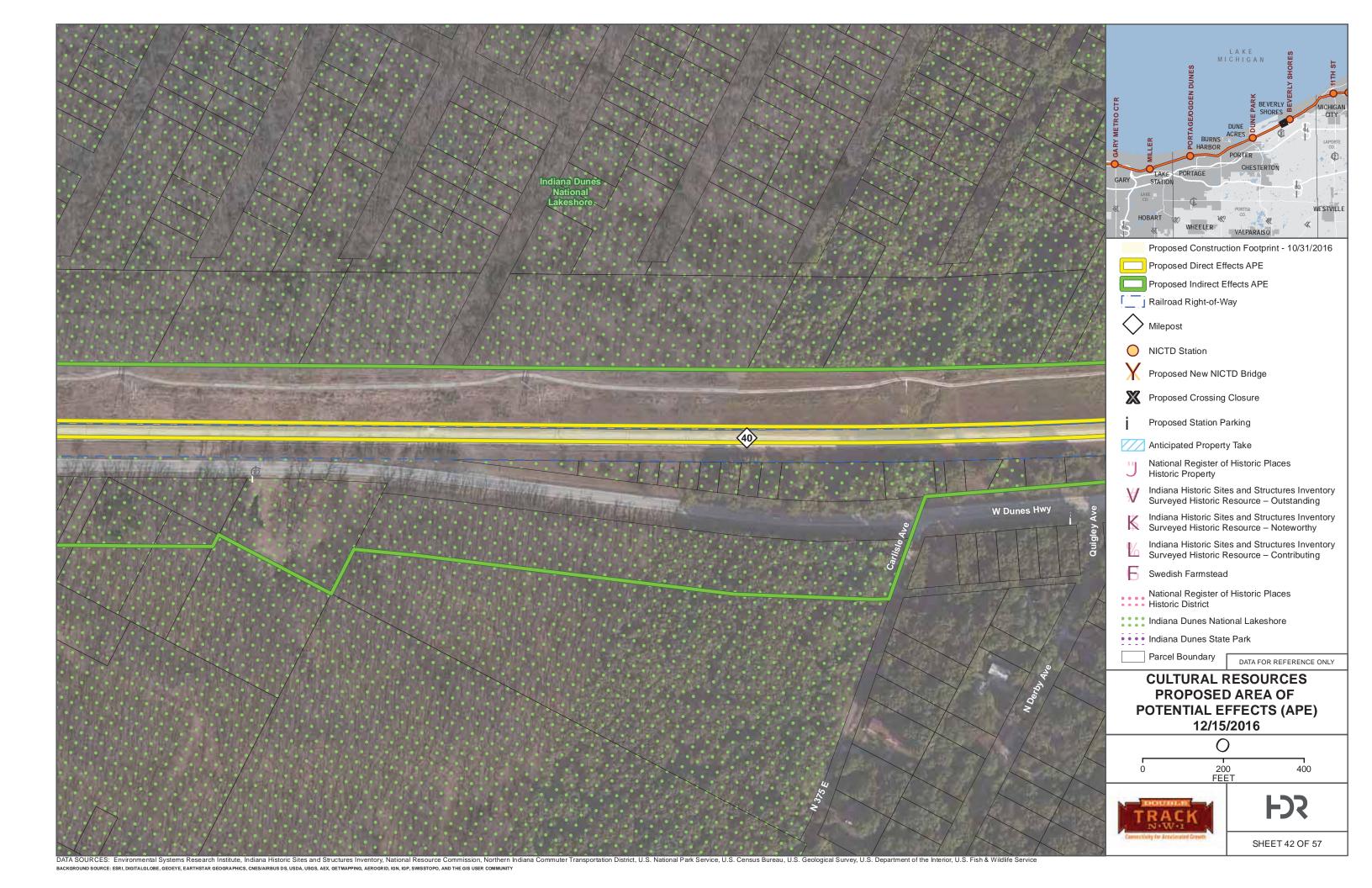


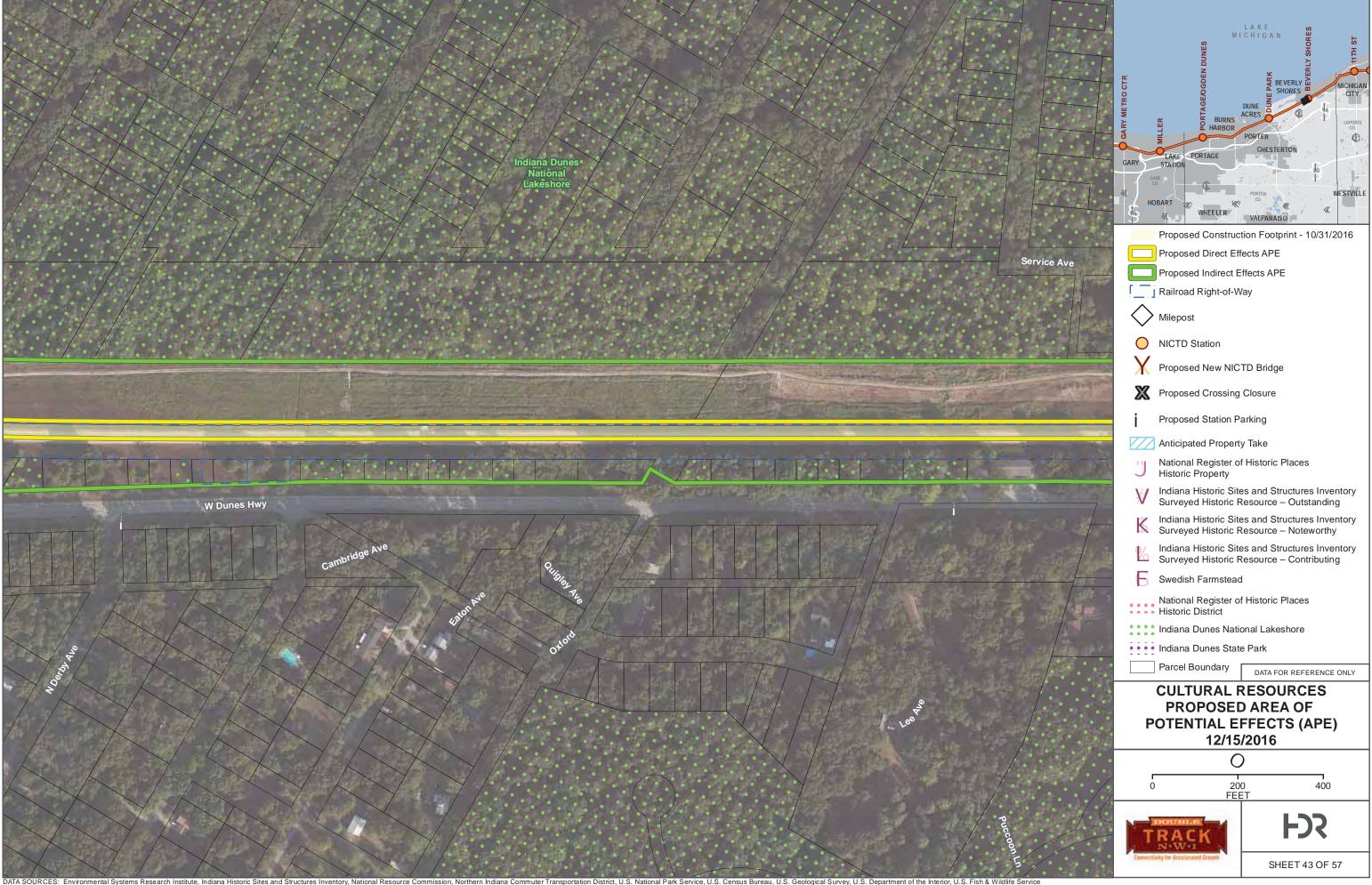
















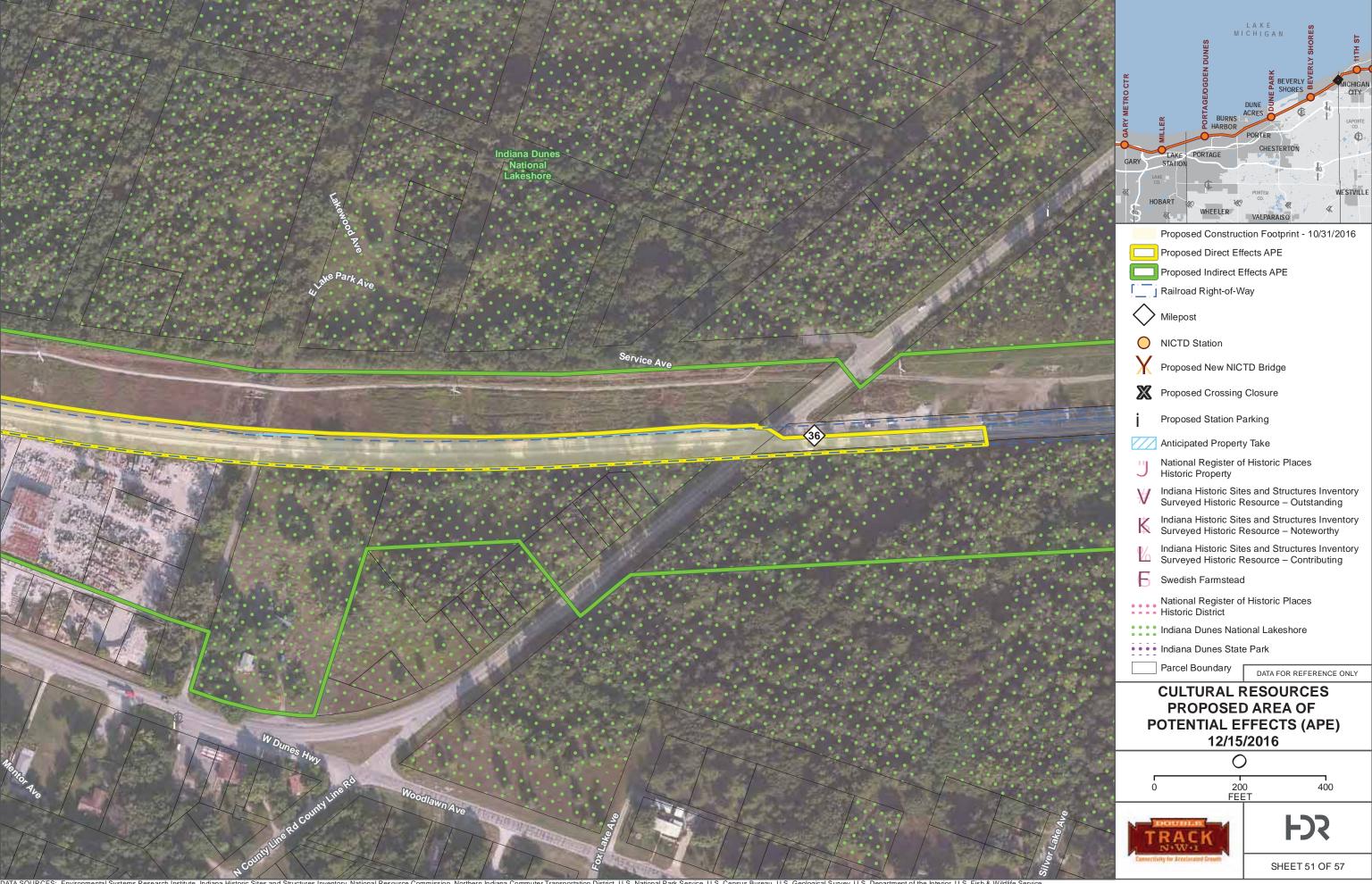






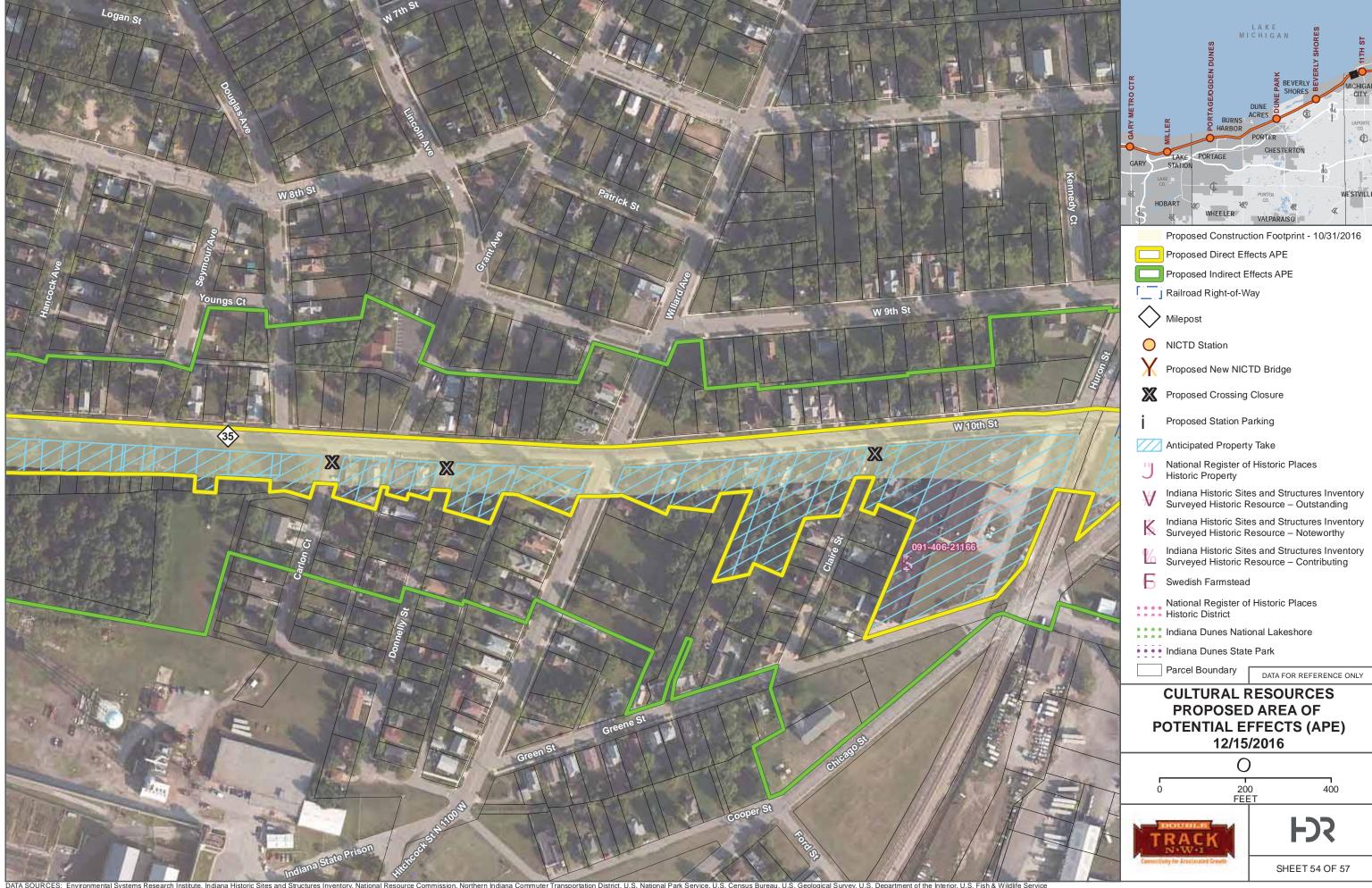
















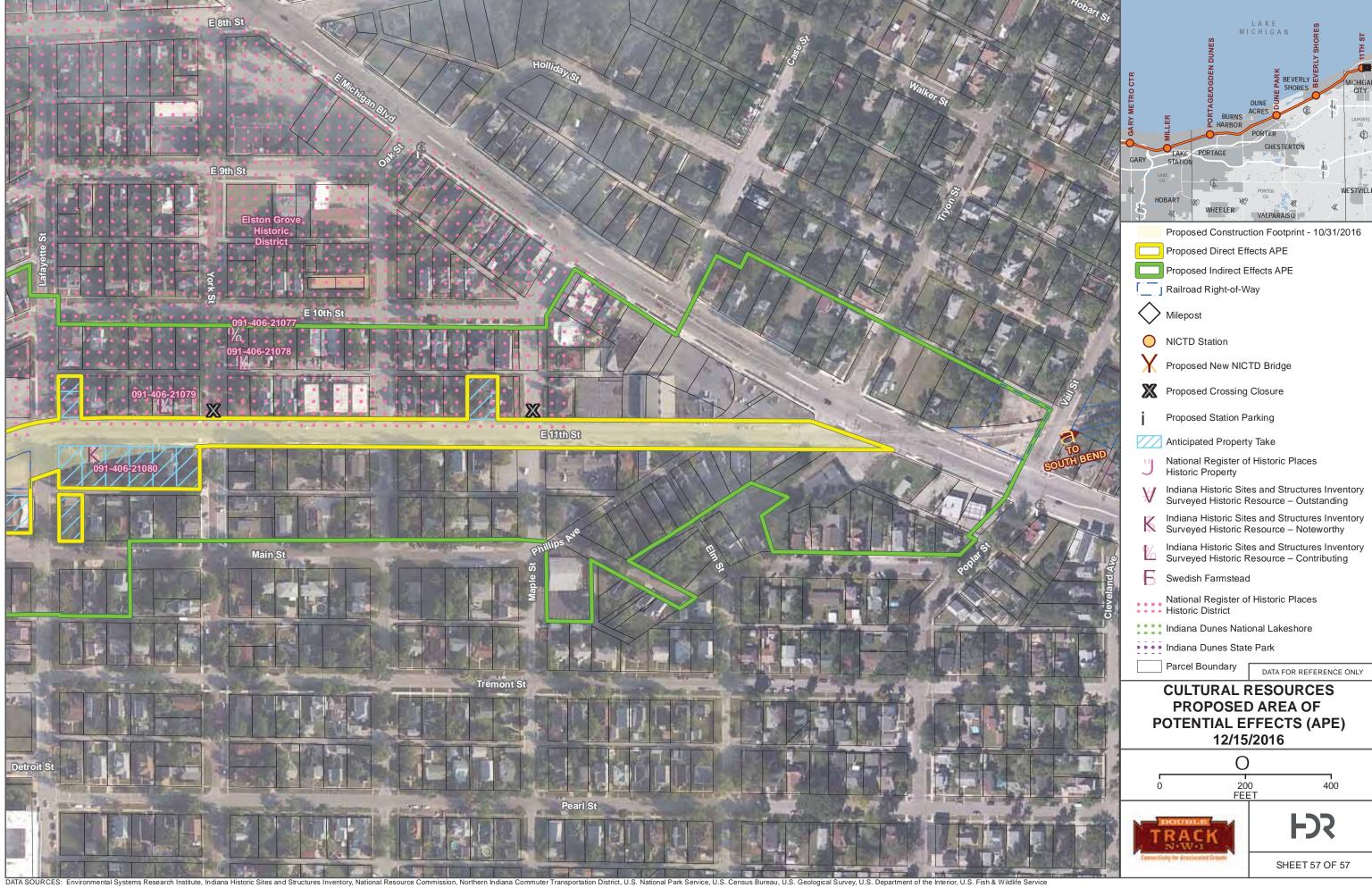


Table 1 Double Track NWI—Previously Identified Historic Properties in the Area of Potential Effects

IHSSI* ID	NRHP ID	APE Map Book Page	IHSSI Rating	Historic Name	County	Address	Date of construction
089-232-07090		9	Outstanding	Railroad Bridge	Lake	Intersection of C,SS, & SB and CSX railroads, north of US-12 and east of S. Howard St (41.599153, -87.260953)	c. 1910
089-232-07091		8, 9	Contributing	House	Lake	6101 6th Place, Gary-Miller	c. 1895
089-232-07095		8	Notable	Public School District Number 8	Lake	665 S. Lake Ave, Gary-Miller	1910
089-232-07096		8	Contributing	House	Lake	626 Greene St, Gary-Miller	c. 1910
089-232-07101		7	Contributing	Duplex	Lake	600-662 Elkhart St, Gary-Miller	c. 1900
089-232-07103		7, 8	Contributing	House	Lake	5428 Melton Rd, Gary-Miller	c. 1920
089-232-07104		7, 8	Contributing	Gus Strom House	Lake	5512 Melton Ave, Gary-Miller	1924
089-232-07114		6	Contributing	House	Lake	4032 E. 10th Ave, Gary	
089-232-07115		6	Contributing	House	Lake	4024 E. 10th Ave, Gary-Miller	c. 1940
089-232-19001		2	Contributing	House	Lake	1575 86th Ave, Gary	c. 1920
089-232-19003		1	Contributing	House	Lake	552 Tennessee St, Gary	c. 1915
089-232-19004		1	Contributing	House	Lake	523 Kentucky St, Gary	c. 1920
089-232-19026		1	Contributing	House	Lake	571 Madison St, Gary	c. 1910
089-232-19666		2, 3	Contributing	Gary Bolt and Screw Co.	Lake	1900 E. 7th Ave, Gary	c. 1920
089-232-19667		3	Notable	Walter Bates Steel Co.	Lake	2600 E. 5th Ave, Gary	c. 1920
089-232-19670		2	Contributing	House	Lake	602 Illinois St, Gary	c. 1940
089-232-19671		2	Contributing	House	Lake	608 Mississippi St, Gary	c. 1940
091-406-16001	NR-2339	56	NRHP Listed	Franklin Street Commercial HD	LaPorte	Bounded by Pine Street on the east, 4th Street on the north, 11th Street on the south, and the alley between Franklin and Washington Streets on the west. MC	1867-1963
091-406-17001	NR-2355	55, 56	NRHP Listed	Haskell and Barker HD	LaPorte	Washington and Wabash Streets between Fourth and Homer Streets	1860-1958
091-406-17032		55	Outstanding	Saint Mary's of the Immaculate Conception Catholic Church	LaPorte	406 W. 10th St, MC	1868
091-406-17033		55	Notable	Saint Mary's School	LaPorte	318 W. 10th St., MC	1886; 1932
091-406-18001	NR-2331	56,57	NRHP Listed	Elston Grove HD	LaPorte	Bounded by Michigan Boulevard, 11th Street,	c. 1860-1965

IHSSI* ID	NRHP ID	APE Map Book Page	IHSSI Rating	Historic Name	County	Address	Date of construction
						Pine Street, and 6th Street, MC	
091-406-21077		57	Contributing	House	LaPorte	601 10th St, MC	c. 1860
091-406-21078		57	Contributing	House	LaPorte	410 York St, MC	c. 1880
091-406-21079		57	Contributing	House	LaPorte	520 11th St, MC	c. 1870
091-406-21080		56, 57	Notable	House	LaPorte	505 E. 11th St, MC	c. 1870
091-406-21081		56	Outstanding	First Christian Church	LaPorte	1102 Cedar St, MC	c. 1920
091-406-21082		56	Contributing	Apartment Building	LaPorte	326 E. 11th St, MC (SE corner building)	c. 1910
091-406-21083		56	Contributing	Apartment Building	LaPorte	1009 E. Cedar St, MC	c. 1910
091-406-21084		56	Contributing	House	LaPorte	319 E. 10th St, MC	c. 1880
091-406-21091		56	Notable	Commercial Building	LaPorte	Eleventh Street, SW corner at US 421	c. 1880
091-406-21092		56	Outstanding	11th St South Shore Station	LaPorte	114 E. 11th St, MC	c. 1920
091-406-21101		55	Notable	Rectory	LaPorte	NE corner of 11th St and Manhattan St, MC	c. 1915
091-406-21102		55	Contributing	House	LaPorte	1109 Manhattan St, MC	c. 1880
091-406-21103		55	Contributing	House	LaPorte	1101 Elson St, MC	c. 1880
091-406-21105		55	Contributing	House	LaPorte	1111 Ohio St, MC	c. 1880
091-406-21106		55	Contributing	House	LaPorte	1115 Ohio St, MC	c. 1880
091-406-21150		55	Contributing	Gas Station	LaPorte	1004 Kentucky St, MC	c. 1920
091-406-21151		55	Contributing	Gas Station	LaPorte	902 W. 11th St, MC	c. 1935
091-406-21152		55	Contributing	House	LaPorte	911 Kentucky St, MC	c. 1870, c. 1890
091-406-21153		55	Contributing	Gas Station	LaPorte	501 Chicago St, MC	c. 1915, c. 1955
091-406-21166		54	Notable	Industrial Building	LaPorte	1002 Green St, MC	c. 1900, c. 1920
	NR-2441	28	NRHP Eligible	Oscar and Irene Nelson House/Swedish Farmstead	Porter	217 West Dunes Hwy	c. 1880
127-175-05015		25	Contributing	Johnson Property (Farmhouse)	Porter	E. of 225 W. Dunes Hwy◆	c. 1890
127-406-02014	NR-0945	44	NRHP Listed	Beverly Shores South Shore RR Station	Porter	Broadway Ave & U.S. Route 12	1929

<sup>\*</sup>IHSSI = Indiana Historic Sites and Structures Inventory; MC – Michigan City; \*Exact location of property will be confirmed in the field

Table 2 List of Proposed Consulting Parties for Double Track NWI Project

Name	Title	Agency/Organization	Email	Address	City	State	Zip	Phone
Christopher Wilson	Program Analyst	Advisory Council on Historic Preservation	cwilson@achp.gov	401 F Street NW, Suite 308	Washington	DC	20001-2637	202-517-0229
Paul Leffler	Regulatory Project Manager	U.S. Army Corps of Engineers – Chicago District Regulatory Branch	Paul.M.Leffler@usace.army.mil	231 S. LaSalle Street, Suite 1500	Chicago	IL	60604	(312) 846-5529
Mark Bouman	President	Calumet Heritage Partnership	calumetheritage@ameritech.net	13300 S. Baltimore	Chicago	IL	60633	312-646-0436
Jon Voelz	Council President	Town of Beverly Shores		P.O. Box 38	Beverly Shores	IN	46301	(219) 872-0046
Carol Ruzic		Beverly Shores Historical Society	cruzic@comcast.net	P.O. Box 242	Beverly Shores	IN	46301-0242	(219) 874-8000
Scott Pruitt	Field Supervisor	U.S. Fish and Wildlife Service, Bloomington Ecological Services Field Office	Scott.Pruitt@fws.gov	620 S. Walker Street	Bloomington	IN	47403-2121	(812) 334-4261
Jane Jordan	Clerk-Treasurer	Burns Harbor	jjordan@burnsharbor-in.gov	1240 North Boo Road	Burns Harbor	IN	46304	(219) 787-9413
Michael Noland	President/General Manager	South Shore Line, Northern Indiana Commuter Transportation District	michael.noland@nictd.com	33 East U.S. Highway 12	Chesterton	IN	46304	
Serena Sutliff	President	Duneland Historical Society	dunelandhistoricalsociety@gmail.com	(219) 921-0963	Chesterton	IN	46304	(219) 921-0963
Bruce Woods	Lake County Historian and President	Lake County Historical Society and Museum	bwoods_mhs@yahoo.com	LCHS, Courthouse Square, Suite 205	Crown Point	IN	46307	219-662-3975
Bill Hanna	President & CEO	NWI Regional Development Authority	<u>bhanna@rda.in.gov</u>	9800 Connecticut Drive	Crown Point	IN	46307	219.644.3500
John Petalas	Auditor	Lake County	petaljx@lakecounty.in.org	2293 N. Main Street	Crown Point	IN	46307	(219) 755-3120
Ted Bilski	Council President	Lake County Council	ted@teamsters142.org	2293 N. Main Street	Crown Point	IN	46307	(219) 755-3283
Naomi Millender		Gary Historical & Cultural Society	ghcs@email.com	P.O. Box 64-603	Gary	IN	46401	(219) 882-6873 or (219) 902-0524
Mayor Karen Freeman-Wilson	Mayor	City of Gary	kfreemanwilson@ci.gary.in.us	504 Broadway, Suite 200	Gary	IN	46402	219-886-1531
Joseph Van Dyk	Director	Redevelopment and Planning, City of Gary	redevelopment@ci.gary.in.us	504 Broadway, Suite 200	Gary	IN	46402	219-886-1531
Deardra Green- Campbell	Director	Department of Commerce, City of Gary	dgcampbell@ci.gary.in.us	401 Broadway, Suite 301	Gary	IN	46402	219.881.1367
Tiffany Tolbert	Director	Indiana Landmarks, Northwest Field Office	ttolbert@indianalandmarks.org	541 South Lake Street	Gary	IN	46403	219-947-2657
Eric Reaves	President	Miller Citizens Corporation	ericereaves@aol.com	PO Box 2645	Gary	IN	46403	219-938-8831
Dr. Richard Barnes		Hammond Historical Society	hammondhistory@hotmail.com	564 State St.	Hammond	IN	46320-1532	(219) 938-7360

Name	Title	Agency/Organization	Email	Address	City	State	Zip	Phone
Cameron F. Clark	Director	Department of Natural Resources, State Historic Preservation Officer	dhpa@dnr.in.gov	402 West Washington Street, Room W256	Indianapolis	IN	46204	
Mitchell K. Zoll	Deputy State Historic Preservation Officer	Division of Historic Preservation and Archaeology, Indiana Department of Natural Resources	mzoll@dnr.in.gov	402 W. Washington Street, Room W274	Indianapolis	IN	46204	
John L. Carr	Team Leader for Historic Structures Review	Division of Historic Preservation and Archaeology, Indiana Department of Natural Resources	jcarr@dnr.in.gov	402 W. Washington Street, Room W274	Indianapolis	IN	46204	317-233-1949
Wade T. Tharp	Archaeologist	Division of Historic Preservation and Archaeology, Indiana Department of Natural Resources	Wtharp1@dnr.in.gov	402 W. Washington Street, Room W274	Indianapolis	IN	46204	317-232-1650
Joie Winski	Auditor	La Porte County	jwinski@laportecounty.org	555 Michigan Avenue, Suite 205	La Porte	IN	46350	219-326-6808 Ext. 2226
Terry Garner	Council President	La Porte County Council		555 Michigan Avenue, Suite 205	La Porte	IN	46350	219-797-4115
Bruce R. Johnson	President	La Porte County Historical Society	info@laportecountyhistory.org	2405 Indiana Ave. Suite 1	La Porte	IN	46350-6063	(219) 324-6767
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Table 3 Proposed Schedule, Section 106 Consultation, Double Track NWI Project

	Duration	Start	Finish
SHPO review of revised APE/consulting parties list	30 days	12/16/2016	1/18/2017
Mail consulting party and tribal consultation letters	10 days	1/19/2017	1/30/2017
Informal consultation between FTA, NICTD, SHPO and CPs	Ongoing	1/18/2017	10/18/2017
Submit draft CR reports to NICTD/FTA/SHPO/Consulting Parties	1 day	5/19/2017	5/19/2017
Consulting Party review of CR* reports	30 days	5/22/2017	6/21/2017
Consulting parties meeting/potential tour of Michigan City	1 day	6/7/2017	6/7/2017
Submit draft MOA to SHPO for review	1 day	7/5/2017	7/5/2017
SHPO review of MOA	30 days	7/6/2017	8/5/2017
EA Public Hearing	2 days	7/25/2017	7/26/2017
EA Public comment period	30 days	7/11/17	8/11/17
Revise MOA	7 days	8/5/2017	8/14/2017
Submit final CR reports to NICTD/FTA/SHPO/Consulting Parties	1 day	8/14/2017	8/14/2017
Submit revised draft MOA to signatories for review	1 day	8/14/2017	8/14/2017
Consulting party review of final CR reports	30 days	8/14/2017	9/13/2017
Signatory review of the revised draft MOA	30 days	8/14/2017	9/13/2017
Revise final MOA	5 days	9/13/2017	9/18/2017
Circulate final MOA for signatures	30 days	9/18/2017	10/18/2017

<sup>\*</sup>CR - Cultural Resources



Division of Historic Preservation & Archaeology  $\cdot$  402 W. Washington Street, W274  $\cdot$  Indianapolis, IN 46204-2739 Phone 317-232-1646  $\cdot$  Fax 317-232-0693  $\cdot$  dhpa@dnr.IN.gov  $\cdot$  www.IN.gov/dnr/historic



January 19, 2017

Jay Ciavarella
Director, Office of Planning and Program Development
Federal Transit Administration, Region V
200 West Adams Street, Suite 320
Chicago, Illinois 60606-5253

Federal Agency: Federal Transit Administration ("FTA")

Re: Your letter of December 16, 2016, enclosing Section 106 Revised Area of Potential Effects Concurrence; Previously Identified Historic Properties; Consulting Parties List; Survey Methodology and Schedule for NICTD Double Track NWI, Northwest Indiana (DHPA No. 19318)

#### Dear Mr. Ciavarella:

Pursuant to Section 106 of the National Historic Preservation Act, as amended (54 U.S.C. § 306108), and 36 C.F.R. Part 800, the staff of the Indiana State Historic Preservation Officer ("Indiana SHPO") has reviewed your December 16 letter and enclosures, which we received on December 20, for the aforementioned project in Lake County, Porter County, and LaPorte County in Indiana.

### Area of Potential Effects

Thank you for taking into account the comments we made in our October 3, 2016, letter regarding areas that appeared to have been omitted inadvertently from the proposed indirect effects area of potential effects ("APE"). Based on what we currently know about the project, we are satisfied with both the direct effects APE and the indirect effects APE, as they are currently depicted on sheets 1-57 of 57.

### Previously Identified Historic Properties

We have not at this time found any additional, previously identified historic properties, beyond those that the table in your submission lists.

## **Proposed Consulting Party List**

We appreciate your having invited a broad range of local government officials, Native American tribes, county historians, and representatives of potentially-interested not-for-profit organizations to participate in the Section 106 consultation on this federal undertaking. We are not aware at this time of anyone else, in particular, who should be invited, but it might be advisable at some point to invite owners of historic properties that would likely incur direct, physical effects as a result of right-of-way acquisition or demolition.

## Survey Methodology for Architectural Resources

My staff previously has recommended using the Indiana Department of Transportation's ("INDOT") Cultural Resources Manual as a model for carrying out above-ground survey work and other aspects of the Section 106 process for FTA projects in Indiana. References to, and required coordination with, the Federal Highway Administration and INDOT's Cultural Resources Office would not be applicable to the Section 106 review of this project, however.

Jay Ciavarella January 19, 2017 Page 2

Because construction of this project is anticipated to begin in 2019, we agree that above-ground identification and evaluation of properties should include those properties built in 1969 or earlier. If there is uncertainty about whether a property was built before 1970, we recommend erring on the side of inclusion in the survey.

## Survey Methodology for Archaeological Resources

In regard to the identification of archaeological resources within the proposed project area, please see the guidance in the *Draft Guidebook for Indiana Historic Sites and Structures Inventory—Archaeological Sites* (http://www.in.gov/dnr/historic/files/hp-ArchaeologyDraftGuidebook.pdf) regarding methodologies that should be used during fieldwork, and information that should be included in the archaeological report.

### Schedule

There are some aspects of the schedule that could prove problematic for the Indiana SHPO staff and probably for some of the other consulting parties, as well. We note that while 30 days (May 22 to June 21, 2017) will be allotted for review of the cultural resources reports by the Indiana SHPO and other consulting parties, the tentative June 7, 2017, date for the consulting parties meeting and tour falls roughly in the middle of that period. It is true that we have referred FTA and consultants to INDOT's *Cultural Resources Manual* for guidance on conducting Section 106 reviews for FTA undertakings in Indiana and that INDOT often schedules consulting parties meetings in the middle of a 30-day comment period. However, we surmise that the FTA cultural resources reports for this project will include both proposed National Register of Historic Places ("NRHP") eligibility and ineligibility determinations and proposed effect findings. INDOT typically distributes one set of documents (an archaeological records search or combination records search and reconnaissance report for the Indiana SHPO and a historic property report on above-ground properties for all consulting parties) in which identification and NRHP evaluation of properties occurs and a *later* document assessing effects on historic property report. Sometimes FHWA holds a consulting parties meeting solely on the subject of identification and evaluation of properties, before the assessment of effects report is circulated to them. Given the distances that some consulting parties, including my staff, would have to travel, however, we are not recommending that a separate consulting parties meeting be held only on the identification and evaluation step of the Section 106 process for this project.

Our concern is that the Indiana SHPO and the other consulting parties will have had only slightly over two weeks to review and digest both the NRHP evaluations and the proposed effects assessments prior to the June 7 consulting parties meeting and then only two more weeks to comment on both NRHP eligibility and effects. Also, because FTA proposes to submit a draft memorandum of agreement ("MOA") to the Indiana SHPO on July 5—just two weeks after the comment deadline for matters discussed at the consulting parties meeting—we surmise that FTA anticipates trying to discuss in some detail mitigation measures at the consulting parties meeting. This will place a burden on the Indiana SHPO and other consulting parties to have done a great deal of preparation in the two weeks prior to the consulting parties meeting, in order to deal effectively at the meeting with all of these issues. Some of the consulting parties may have had little, if any, prior experience with the Section 106 process, making the consulting parties meeting and the subsequent opportunity to make written comments all the more daunting. This aspect of the schedule also combines two major steps of the Section 106 process into one, which we are not sure is appropriate for a project of this magnitude (see 36 C.F.R. § 800.3[g]).

We recommend that FTA either place the cultural resources reports in the hands of the Indiana SHPO and other consulting parties at least a month before the June 7 consulting parties meeting or allow a month from the date of the consulting parties meeting for commenting on the issues discussed there or both.

We also recommend that FTA submit the (first) draft MOA to all the other consulting parties at the same time it is submitted to the Indiana SHPO. Often, local consulting parties have more creative ideas about mitigation and feel they have more of a stake in formulating meaningful mitigation than does the Indiana SHPO staff, who typically do not live in or near the project area. It is unclear whether FTA proposes to send even the revised draft to all of the consulting parties or only to those who would be asked to sign it later. Unless all consulting parties have an opportunity to review drafts of the MOA, we do not see how they would know whether concerns they might have about adverse effects have been taken into account.

Consideration of alternatives that might avoid or minimize adverse effects—and not just mitigation of adverse effects—is required under 36 C.F.R. § 800.6 (a), after an adverse effect has been identified. We anticipate that, under Section 4(f) of the U.S. Department of Transportation Act of 1966, an analysis of alternatives that would avoid taking a historic property also would be required, because it seems likely that the proposed alignment would require acquisition of one or more individually NHPA-eligible properties and some properties that contribute to NRHP-listed historic districts. In our experience, the alternatives analysis sometimes has preceded a

Jay Ciavarella January 19, 2017 Page 3

Section 106 finding of adverse effect. My staff has heard that a study was conducted in which two alternatives at Michigan City besides the alignment proposed here, one to the north and one to the south, were considered and rejected. The prior consideration of those alternatives might satisfy the Section 106 requirement, but neither the Indiana SHPO staff nor, we would guess, many of the other consulting parties have been advised of the specifics of those alternatives or of the reasons that they were rejected. We mention this, not because we think that the consideration of alternatives necessarily needs to be presented to the consulting parties now, but because we think it will need to be considered during the Section 106 process, and time may need to be allotted for consultation and comment on that, as well.

Finally, Wade Tharp and John Carr of my staff have reserved June 7 for the consulting parties meeting. Please be aware that if the schedule changes, John Carr of my staff will be unavailable for meetings or for reviewing and commenting on submissions from about June 15 through June 26.

In all future correspondence about NICTD Double Track NWI, Northwest Indiana, please continue to refer to DHPA No. 19318.

Very truly yours,

Mitchell K. Zoll

Deputy State Historic Preservation Officer

MKZ:JLC:WTT:jlc

emc: Marisol Simón, Federal Transit Administration, Region V

Mark Assam, Federal Transit Administration, Region V

Susan Weber, AICP, Federal Transit Administration, Region V

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# February 3, 2017 Invitation to Join as Consulting Party Distribution List

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U.S. Department of Transportation Federal Transit Administration

REGION V Illinois, Indiana, Michigan, Minnesota, Ohio, Wisconsin 200 West Adams Street Suite 320 Chicago, IL 60606-5253 312-353-2789 312-886-0351 (fax)

February 3, 2017

John L. Carr
Team Leader for Historic Structures Review
Div. of Historic Preservation and Archaeology, IN Dept of Natural Resources
402 W. Washington Street, Room W274
Indianapolis, IN 46204

Via Email: jcarr@dnr.in.gov

RE: Section 106 Notification of Federal Undertaking and Invitation to be a Consulting Party for the Double Track Northwest Indiana Project, Lake, Porter and LaPorte County, Indiana

Dear Mr. Carr:

This letter is to notify you of the Federal Transit Administration's (FTA) determination that the Double Track Northwest Indiana (Double Track NWI; Project) in Lake, Porter and LaPorte County, Indiana proposed by the Northern Indiana Commuter Transportation District (NICTD) would be a federal undertaking that is anticipated to require federal financial assistance and permitting. As such, the Project is subject to review under Section 106 of the National Historic Preservation Act (NHPA) of 1966, as amended, and its implementing regulations (36 Code of Federal Regulations [CFR] Part 800). FTA and NICTD have initiated consultation with the Indiana Department of Natural Resources, Division of Historic Preservation and Archaeology (DHPA), which serves as the State Historic Preservation Office (SHPO). This letter invites you and/or your organization to participate as a Consulting Party for the Section 106 compliance process, as provided in 36 CFR § 800.3(f)(1) of the regulation.

### Project Description and Federal Undertaking

NICTD's existing South Shore Line (SSL) provides a vital transportation link that connects Northwest Indiana to Chicago and Cook County, Illinois. NICTD, in cooperation with the FTA, is proposing to expand 25.1 miles of the 90 mile SSL commuter railroad from single track to double track, and make associated signal, power, and improvements at five passenger stations. This proposed Project would expand capacity, increase service, modernize infrastructure, reduce passenger travel times, and improve system reliability, mobility and safety.

The proposed Project starts near Virginia Street in Gary and ends at Michigan Boulevard in Michigan City. Construction is planned to occur primarily within existing railroad right-of-way (ROW), and a Location Map is enclosed. Some acquisition of properties would be necessary in Gary

near the Miller Station and within the downtown area of Michigan City. As noted above, approximately nine miles of the 25.1-mile Project Corridor are already double tracked, and no construction is planned for those areas. In the far eastern portion of the project corridor within Michigan City, the last two-mile segment is currently embedded, street-running single track along 10th and 11th Streets. It is anticipated that this two-mile segment of track would be removed and replaced with a new double track that would be constructed on ROW along 10th Street between Sheridan Road and the Amtrak tracks; and on dedicated ROW within 11th Street to Michigan Boulevard. This realignment would allow NICTD to close several existing un-signalized, at-grade crossings within the downtown area of Michigan City, allowing trains to run at higher speeds and provide safety benefits to the surrounding neighborhood. The remaining at-grade crossings would be improved with grade-crossing warning devices. This realignment follows the recommendations contained in a study conducted by Michigan City, NICTD, and FTA in 2013 that involved extensive communication with Michigan City elected officials and city staff, residents, and local businesses alike. The study which identified multiple property acquisitions and relocations along 10th Street and 11th Street may be found at this link: http://www.doubletracknwi.com/images/files/NICTDstudy.pdf.

#### Area of Potential Effects

At this time, NICTD is contacting entities such as you/yours to help identify any historic buildings, districts, sites, structures, objects, or archaeological sites of significance within close proximity to the Project area. A draft of the proposed Area of Potential Effects (APE) has been submitted to DHPA for its review and concurrence. In accordance with 36 CFR § 800.16(d) of Section 106 of the NHPA, an APE must be established and is defined as the "geographic area or areas within which an undertaking may directly or indirectly cause alterations in the character or use of historic properties, if any such properties exist." For this project, FTA has defined a direct effects APE that is limited to the Project construction footprint and parcels directly impacted by the project, and an indirect effects APE that focuses on areas adjacent to new, above-ground construction associated with the Project, including properties in the viewshed of the Project and those that may be affected by other indirect effects such as noise, vibration, or re-routing of traffic. By reaching out to parties who are interested in this Project, additional information can be provided concerning the history, development, and/or significance of the Project area. Additionally, properties within the APE that have not been previously evaluated for the National Register of Historic Places (NRHP) are being evaluated to determine if they meet the criteria for listing in the NRHP. The Project Team's assessment will be based on established NRHP eligibility criteria specified in 36 CFR § 60.4. Any information you can provide will help ensure that historic properties are identified. Website links for the preliminary APE for direct and indirect effects are provided at the end of this letter for the Draft Cultural Resources APE (due to file size, there are 3 separate files). Table 1 (pages 7-8 of this letter) lists the previously identified historic properties in the APE, which are labeled on the Cultural Resources APE map book.

In accordance with 36 CFR § 800.2(c), you are invited to participate in the Section 106 process as a Consulting Party. As part of the process, the Project Team will work through a three-step process with the Consulting Parties to:

- 1. Identify historic properties that could be potentially affected by the project,
- 2. Assess project effects on these resources, and

3. If there are adverse effects, develop ways to avoid, minimize or mitigate adverse effects on historic properties.

Participation in the consultation process is voluntary. A Consulting Party is typically an individual, agency, group, or organization with special knowledge of, concern for, or a mandated regulatory role relative to historic properties in the APE. This may include property owners, business owners, historic preservation groups, neighborhood associations, or others who are interested in historic resources and preservation. Additional information about the consultation process is available online at: <a href="http://www.achp.gov/docs/citizens-guide-2015.pdf">http://www.achp.gov/docs/citizens-guide-2015.pdf</a>.

If you are interested in participating as a Consulting Party for this Project under Section 106, please respond in writing within 30 days of receipt of this letter to Susan Weber at the email or mailing address provided on the attached form. FTA and NICTD will notify Consulting Parties and other interested stakeholders of future public meetings in the Section 106 and the National Environmental Policy Act of 1969 (NEPA) environmental review process.

#### **Preliminary Information**

NEPA mandates the consideration of environmental impacts before approval of any federally funded project. FTA and NICTD are currently preparing an Environmental Assessment (EA) in accordance with NEPA and other applicable regulations, including Section 106 of the NHPA. Additional information on the project can be found at this link: <a href="http://www.doubletrack-nwi.com/">http://www.doubletrack-nwi.com/</a>. The APE can also be found on this website. Due to the file size, it is contained in three separate files, as indicated below:

http://www.doubletrack-

nwi.com/images/files/CulturalResourcesProposedAreaofPotentialEffectsWest.pdf

http://www.doubletrack-

nwi.com/images/files/CulturalResourcesProposedAreaofPotentialEffectsCentral.pdf

http://www.doubletrack-

nwi.com/images/files/CulturalResourcesProposedAreaofPotentialEffectsEast.pdf

Based on initial research, the proposed Project passes through several historic districts and near several resources eligible for or listed in the NRHP. These include the Franklin Street Commercial Historic District, Haskell and Barker Historic District, the Elston Grove Historic District, the South Shore Line 11th Street Station, and the First Christian Church in LaPorte County; the Oscar and Irene Nelson House, and the Beverly Shores Railroad Station in Porter County, among others. In addition to these historic properties, it is possible that archaeological sites may be present along the corridor. The Project is expected to have adverse effects on several of these previously identified historic properties, including the Franklin Street Commercial Historic District, the Haskell and Barker Historic District, the Elston Grove Historic District, the South Shore Line 11th Street Station, and the First Christian Church. The Project is currently in the early engineering phase and identification efforts through archaeological and architectural survey and determination of the Project's effects will be completed over the next several months.

If you accept the invitation to be a Consulting Party for this Project, once the archaeological and architectural survey reports are drafted, they will be sent to you for your review and comment. A Consulting Parties meeting to discuss the identification efforts, determinations of eligibility, and assessment of project effects, along with a possible tour of the Michigan City portion of the corridor is planned for Spring/Summer 2017.

If you require additional information or have any questions about this process, please contact Susan Weber of FTA at (312) 353-3888 or susan.weber@dot.gov or NICTD's Project Manager Nicole Barker at (219) 926-5744 ext. 313 or nicole.barker@nictd.com. We look forward to any input you may have on this undertaking and your response on the enclosed Section 106 Consulting Parties Response Form.

Sincerely,

Digitally signed by JASON MICHAEL CIAVARELLA DN: c=US, o=U.S. Government, ou=DOT FRAChicagolL, ou=FTA FRAChicagolL, cn=JASON MICHAEL CIAVARELLA

Date: 2017.02.03 13:57:20 -06'00'

Jay Ciavarella

Director, Office of Planning and Program Development

**Enclosures:** 

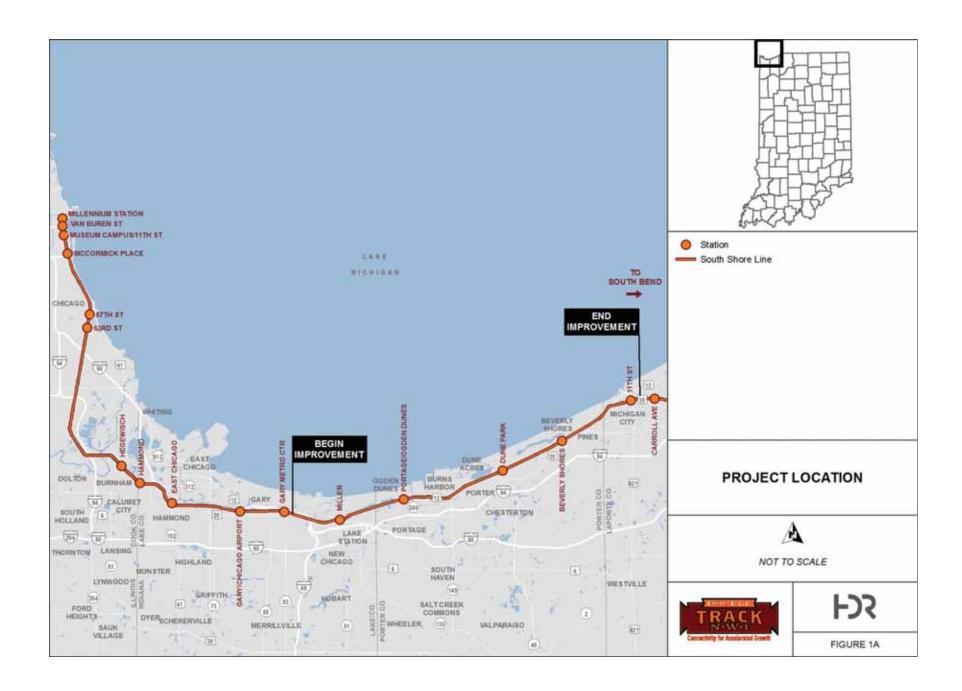
Location Map

Section 106 Consulting Parties Response Form

Table 1 – List of previously identified historic properties in the Area of Potential Effects

Susan Weber, FTA ecc:

> Nicole Barker, NICTD Janice Reid, HDR



# SECTION 106 CONSULTING PARTIES RESPONSE FORM NICTD Double Track NWI Project – Lake, Porter and LaPorte County, Indiana

Yes, I	, wish to be a consulting party under Sectior	n 106 of the National Historic Preservation Act fo
	in historic properties is described as follows:	
05		
Or;		
	, do <u>not</u> wish to be a consulting party under	Section 106 of the National Historic Preservation
Act for the Double Track NWI Project.		
Detai		
Date:	_	
Name of Organization:		_
Address:		
Addi ess.		_
Email Address:		_
Phone Number:		
		_
Please return within 30 days of receipt to:		
Susan Weber, AICP		
Community Planner		
US Department of Transportation Federal Transit Administration, Region V		

200 W. Adams Street, Chicago, IL 60606 Email: <u>susan.weber@dot.gov</u> Fax: (312) 886-0351

Table 1. Double Track NWI - Previously Identified Historic Properties in the Area of Potential Effects

IHSSI* ID	NRHP ID	APE Map Book Page	IHSSI Rating	Historic Name	County	Address	Date of construction
089-232-07090		9	Outstanding	Railroad Bridge	Lake	Intersection of C,SS, & SB and CSX railroads, north of US-12 and east of S. Howard St (41.599153, -87.260953)	c. 1910
089-232-07091		8, 9	Contributing	House	Lake	6101 6th Place, Gary-Miller	c. 1895
089-232-07095		8	Notable	Public School District Number 8	Lake	665 S. Lake Ave, Gary-Miller	1910
089-232-07096		8	Contributing	House	Lake	626 Greene St, Gary-Miller	c. 1910
089-232-07101		7	Contributing	Duplex	Lake	600-662 Elkhart St, Gary-Miller	c. 1900
089-232-07103		7, 8	Contributing	House	Lake	5428 Melton Rd, Gary-Miller	c. 1920
089-232-07104		7, 8	Contributing	Gus Strom House	Lake	5512 Melton Ave, Gary-Miller	1924
089-232-07114		6	Contributing	House	Lake	4032 E. 10th Ave, Gary	
089-232-07115		6	Contributing	House	Lake	4024 E. 10th Ave, Gary-Miller	c. 1940
089-232-19001		2	Contributing	House	Lake	1575 86th Ave, Gary	c. 1920
089-232-19003		1	Contributing	House	Lake	552 Tennessee St, Gary	c. 1915
089-232-19004		1	Contributing	House	Lake	523 Kentucky St, Gary	c. 1920
089-232-19026		1	Contributing	House	Lake	571 Madison St, Gary	c. 1910
089-232-19666		2, 3	Contributing	Gary Bolt and Screw Co.	Lake	1900 E. 7th Ave, Gary	c. 1920
089-232-19667		3	Notable	Walter Bates Steel Co.	Lake	2600 E. 5th Ave, Gary	c. 1920
089-232-19670		2	Contributing	House	Lake	602 Illinois St, Gary	c. 1940
089-232-19671		2	Contributing	House	Lake	608 Mississippi St, Gary	c. 1940
091-406-16001	NR-2339	56	NRHP Listed	Franklin Street Commercial HD	LaPorte	Bounded by Pine Street on the east, 4th Street on the north, 11th Street on the south, and the alley between Franklin and Washington Streets on the west. MC	1867-1963
091-406-17001	NR-2355	55, 56	NRHP Listed	Haskell and Barker HD	LaPorte	Washington and Wabash Streets between Fourth and Homer Streets	1860-1958
091-406-17032		55	Outstanding	Saint Mary's of the Immaculate Conception Catholic Church	LaPorte	406 W. 10th St, MC	1868
091-406-17033		55	Notable	Saint Mary's School	LaPorte	318 W. 10th St., MC	1886; 1932
091-406-18001	NR-2331	56,57	NRHP Listed	Elston Grove HD	LaPorte	Bounded by Michigan Boulevard, 11th Street, Pine Street, and 6th Street, MC	c. 1860-1965
091-406-21077		57	Contributing	House	LaPorte	601 10th St, MC	c. 1860

IHSSI* ID	NRHP ID	APE Map Book Page	IHSSI Rating	Historic Name	County	Address	Date of construction
091-406-21078		57	Contributing	House	LaPorte	410 York St, MC	c. 1880
091-406-21079		57	Contributing	House	LaPorte	520 11th St, MC	c. 1870
091-406-21080		56, 57	Notable	House	LaPorte	505 E. 11th St, MC	c. 1870
091-406-21081		56	Outstanding	First Christian Church	LaPorte	1102 Cedar St, MC	c. 1920
091-406-21082		56	Contributing	Apartment Building	LaPorte	326 E. 11th St, MC (SE corner building)	c. 1910
091-406-21083		56	Contributing	Apartment Building	LaPorte	1009 E. Cedar St, MC	c. 1910
091-406-21084		56	Contributing	House	LaPorte	319 E. 10th St, MC	c. 1880
091-406-21091		56	Notable	Commercial Building	LaPorte	Eleventh Street, SW corner at US 421	c. 1880
091-406-21092		56	Outstanding	11th St South Shore Station	LaPorte	114 E. 11th St, MC	c. 1920
091-406-21101		55	Notable	Rectory	LaPorte	NE corner of 11th St and Manhattan St, MC	c. 1915
091-406-21102		55	Contributing	House	LaPorte	1109 Manhattan St, MC	c. 1880
091-406-21103		55	Contributing	House	LaPorte	1101 Elson St, MC	c. 1880
091-406-21105		55	Contributing	House	LaPorte	1111 Ohio St, MC	c. 1880
091-406-21106		55	Contributing	House	LaPorte	1115 Ohio St, MC	c. 1880
091-406-21150		55	Contributing	Gas Station	LaPorte	1004 Kentucky St, MC	c. 1920
091-406-21151		55	Contributing	Gas Station	LaPorte	902 W. 11th St, MC	c. 1935
091-406-21152		55	Contributing	House	LaPorte	911 Kentucky St, MC	c. 1870, c. 1890
091-406-21153		55	Contributing	Gas Station	LaPorte	501 Chicago St, MC	c. 1915; c. 1955
091-406-21166		54	Notable	Industrial Building	LaPorte	1002 Green St, MC	c. 1900, c. 1920
	NR-2441	28	NRHP Eligible	Oscar and Irene Nelson House/Swedish Farmstead	Porter	217 West Dunes Hwy	c. 1880
127-175-05015		25	Contributing	Johnson Property (Farmhouse)	Porter	E. of 225 W. Dunes Hwy◆	c. 1890
127-406-02014	NR-0945	44	NRHP Listed	Beverly Shores South Shore RR Station	Porter	Broadway Ave & U.S. Route 12	1929

<sup>\*</sup>IHSSI = Indiana Historic Sites and Structures Inventory; MC − Michigan City; ◆Exact location of property will be confirmed in the field



# February 6, 2017 Invitation to THPOs to Join as Consulting Party Distribution List

Dr. Brice Obermeyer THPO Delaware Tribes of Indians, Oklahoma Emporia, KS 66801

Mr. Bill Quackenbush THPO Ho-Chunk Nation, Wisconsin Black River Fall, WI 54615

Mr. Eric Oosahwee-Voss THPO United Keetoowah Band of Cherokee Indians Tahlequah, OK 74465

Mr. Harold G. Frank Chairman Forest County Potawatomi Community Crandon, WI 54520

Mr. John A. Barrett Jr. Chairman Citizen Potawatomi Nation Shawnee, OK 74801

Mr. Kenneth Meshiguad Chairman Hannahville Indian Community Wilson, MI 49896

Ms. Kelli Mosteller THPO Citizen Potawatomi Nation Shawnee, OK 74801

Mr. Leonard Longhorn THPO Absentee Shawnee Tribe of Oklahoma Shawnee, OK 74801

Ms. Liana Onnen Chairperson Prairie Band of Potawatomi Nation Mayetta, KS 66509 Ms. Melissa Cook THPO Forest County Potawatomi Community PO Box 340 Crandon, WI 54520

Robin Dushane THPO Eastern Shawnee Tribe of Oklahoma 70500 E 128 Road Wyandotte, OK 74370



U.S. Department of Transportation Federal Transit Administration REGION V Illinois, Indiana, Michigan, Minnesota, Ohio, Wisconsin 200 West Adams Street Suite 320 Chicago, IL 60606-5253 312-353-2789 312-886-0351 (fax)

February 6, 2017

Dr. Brice Obermeyer
THPO
Delaware Tribes of Indians, Oklahoma
Delaware Tribe Historic Preservation Office
1200 Commercial Street Roosevelt Hall
Rm 212 Empire State University
Emporia, KS 66801

RE: Section 106 Consulting Party Invitation – Double Track Northwest Indiana Project, Lake, Porter and LaPorte County, Indiana

Dear: Dr. Obermeyer,

The Federal Transit Administration (FTA) in cooperation with the Northern Indiana Commuter Transportation District (NICTD) is proposing to expand 25.1 miles of the South Shore Line (SSL) commuter railroad from single track to double track, and make associated signal, power, and improvements at five passenger stations from Gary east to Michigan City, Indiana. This letter is to initiate consultation with your tribal government under the regulations for Section 106 of the National Historic Preservation Act (NHPA). Because we may provide funding for the proposed project, FTA would be the Federal agency responsible for conducting government-to-government consultations with Federally-recognized tribes under the Executive Order 13084, the National Historic Preservation Act, Council on Environmental Quality Implementing Regulations of the National Environmental Policy Act, and other Federal laws and treaties.

#### Project Description and Federal Undertaking

NICTD's existing South Shore Line (SSL) provides a vital transportation link that connects Northwest Indiana to Chicago and Cook County, Illinois. NICTD, in cooperation with the FTA, is proposing to expand 25.1 miles of the 90 mile SSL commuter railroad from single track to double track, and make associated signal, power, and improvements at five passenger stations. This proposed Project would expand capacity, increase service, modernize infrastructure, reduce passenger travel times, and improve system reliability, mobility and safety. FTA and NICTD are preparing an Environmental Assessment to evaluate the environmental impacts of the project. A map of the project area is enclosed and additional information is available at <a href="http://www.doubletrack-nwi.com">http://www.doubletrack-nwi.com</a>.

The proposed Project starts near Virginia Street in Gary and ends at Michigan Boulevard in Michigan City. Construction is planned to occur primarily within existing railroad right-of-way (ROW), and a Location Map is enclosed. Some acquisition of properties would be necessary in Gary near the Miller Station and within the downtown area of Michigan City. As noted above, approximately nine miles of the 25.1-mile Project Corridor are already double tracked, and no construction is planned for those areas. In the far eastern portion of the project corridor within Michigan City, the last two-mile segment is currently embedded, street-running single track along 10th and 11th Streets. It is anticipated that this two-mile segment of track would be removed and replaced with a new double track that would be constructed on ROW along 10th Street between Sheridan Road and the Amtrak tracks; and on dedicated ROW within 11th Street to Michigan Boulevard. This realignment would allow NICTD to close several existing un-signalized, at-grade crossings within the downtown area of Michigan City, allowing trains to run at higher speeds and provide safety benefits to the surrounding neighborhood. The remaining at-grade crossings would be improved with grade-crossing warning devices. This realignment follows the recommendations contained in a study conducted by Michigan City, NICTD, and FTA in 2013 that involved extensive communication with Michigan City elected officials and city staff, residents, and local businesses alike. The study which identified multiple property acquisitions and relocations along 10th Street and 11th Street may be found at this link: http://www.doubletracknwi.com/images/files/NICTDstudy.pdf.

FTA is inviting you to participate in consultation to help us identify places that may have traditional religious and cultural importance to your tribal organization as well as any treaties with provisions that may cover the area affected by the project. Please note that we are requesting information only on such places that you believe may be impacted by the proposed project so that we may try to avoid impacts. We would be pleased to discuss with you project details as well as any confidential concerns you may identify. In addition, we will be hosting a meeting in the project area with the Indiana State Historic Preservation Agency (SHPO) and other consulting parties under the Section 106 consultation process. Meeting notices and materials can be provided to you if you are interested in participating in this effort as well.

Your timely response will greatly help us incorporate your concerns into project development. For that purpose, we respectfully request that you complete the enclosed Project Consultation Options form and forward it to FTA within 45 days. FTA maintains full responsibility for the consultation process for any tribal government which chooses to participate, pursuant to 36 CFR part 800.

If you have questions or comments related to the proposed project, please contact Susan Weber at the address above, by telephone at (312) 353-3888 or by e-mail at <a href="mailto:susan.weber@dot.gov">susan.weber@dot.gov</a>.

Sincerely.

ay Ciavarella

Director, Office of Planning and Program Development

### Enclosures:

Location Map Section 106 Consulting Parties Response Form

ecc: Susan Weber, FTA

Nicole Barker, NICTD Janice Reid, HDR

Page 4 of 5

### SECTION 106 CONSULTING PARTIES RESPONSE FORM NICTD Double Track NWI Project - Lake, Porter and LaPorte County, Indiana

Please check the appropriate response. Use the back of this form or additional sheets if you wish to make comments:

Project	There are no known places of traditional religious or cultural importance present or within the vicinity of the proposed project and further consultation is not requested.	There are or may be places of traditional religious or cultural importance present or within the vicinity of the proposed project and further consultation is requested.	Our organization has no interest associated with this proposed project and further consultation is not required
NICTD Double Track NWI Project – Lake, Porter and LaPorte County, Indiana			

If you have chosen to continue consultation, please indicate the manner in which you wish to do so:

Mail (Address):	
Phone:	
Fax:	
e-mail:	
Other: (please describe)	
Tribal designated contact for this proposed project:	
NAME, TITLE (Please print)	Tribe:
Trans, Tree (Trease print)	
Signed:	Date:
Please respond within 45 days of the date of the letter.	

Please return via mail to:

Susan Weber, AICP Community Planner US DOT - Federal Transit Administration 200 West Adams Street; Suite 320 Chicago, IL 60606-5253

Via email: susan.weber@dot.gov; Via fax: 312-886-0351; Attention: Susan Weber



Division of Historic Preservation & Archaeology  $\cdot$  402 W. Washington Street, W274  $\cdot$  Indianapolis, IN 46204-2739 Phone 317-232-1646  $\cdot$  Fax 317-232-0693  $\cdot$  dhpa@dnr.IN.gov  $\cdot$  www.IN.gov/dnr/historic



March 3, 2017

Jay Ciavarella
Director, Office of Planning and Program Development
Federal Transit Administration, Region V
200 West Adams Street, Suite 320
Chicago, Illinois 60606-5253

Federal Agency: Federal Transit Administration ("FTA")

Re: Section 106 notification of a federal undertaking and invitation to become a consulting party in the review of the NICTD Double Track NWI, Northwest Indiana (Northern Indiana Commuter Transportation District ["NICTD"], South Shore Commuter Line, between Gary and Michigan City) (DHPA No. 19318)

Dear Mr. Ciavarella:

Pursuant to Section 106 of the National Historic Preservation Act of 1966, as amended (54 U.S.C. § 306108), and 36 C.F.R. Part 800, the staff of the Indiana State Historic Preservation Officer ("Indiana SHPO") has reviewed your February 3, 2017, letter, which we received on February 3, 2017, via an attachment to an e-mail message from Debra L. Ray of your office to Wade T. Tharp (Indiana DNR/DHPA), for the aforementioned project in Lake County, Porter County, and LaPorte County in Indiana.

Thank you for your February 3 letter initiating Section 106 consultation. As you know, we do intend to participate in the Section 106 consultation, as well as the anticipated review process under the National Environmental Policy Act of 1969, as amended (42 U.S.C. § 4321, et seq.).

In regard to archaeological resources, in your letter, you state, "If you accept the invitation to be a Consulting Party for this Project, once the archaeological and architectural survey reports are drafted, they will be sent to you for your review and comment" (page 4). Please be advised that archaeological site locations are confidential and not for public disclosure, and that documents such as archaeological reports containing site locations should not be made available to consulting parties aside from the Indiana SHPO staff, and archaeologists who are listed on the Indiana DHPA Qualified Professionals Roster. Additionally, please note that archaeological site locations should not be included in the text (or via maps) of documents such as management summaries, historic property reports, or notifications of finding.

The discussion of the area of potential effects ("APE") on page 2 of your letter indicates that the APE for the indirect effects of the NICTD Double Track NWI project was based on various, potential effects, including those resulting from "re-routing of traffic." Although we agreed to the current APE for indirect effects in our January 19, 2017, letter to you—including indirect effects from re-routing traffic—we think that it might be possible that effects from re-routing traffic as a result of closing 13 street crossings in Michigan City could extend somewhat beyond a half or whole city block from the proposed alignment. We are not asking here that the indirect effects APE for this project be broadened, because we realize that it is difficult to anticipate how far from the project area some kinds of indirect effects could occur. We do ask, however, that FTA and NICTD give reasonable consideration to concerns about indirect effects that other consulting parties might anticipate and comment on, even if those indirect effects would extend somewhat outside the agreed APE. Local parties tend to know their neighborhoods and local traffic patterns better than a federal agency or a SHPO, and those local parties might be in a better position to identify issues involving, as an example, access to specific historic properties.

In our meeting on February 17, 2017, with FTA, NICTD, and HDR, Inc., officials and staff, we explained that the use of State of Indiana funds in this project—independent of the use of FTA—funds, could cause the state review process under Indiana Code 14-21-1-18 and 312 Indiana Administrative Code (IAC") 20-4-1, et seq., to apply to this project, if the project would alter, demolish, or remove a state-owned historic site or historic structure or a historic site or historic structure that is listed in the National Register of Historic Places or in the Indiana Register of Historic Sites and Structures. If that review process is applicable, then NICTD would need to file with our office application for a certificate of approval, which can be found at http://www.in.gov/dnr/historic/2829.htm. Depending on the degree of the project's impact, it might be necessary for NICTD to obtain a certificate of approval from the Indiana Historic Preservation Review Board, which typically meets in January, April, July, and October. The deadline for applying for a certificate of approval application is 40 days prior to the next regularly scheduled Review Board meeting. We would encourage applying for a certificate of approval well in advance of the deadline, however, to allow enough time for our staff to analyze the application to determine whether it needs to go to the Review Board and to request supplemental information. Other information about our office and the review processes we administer is available on our website at http://www.in.gov/dnr/historic/#.

During the discussion of the state historic preservation law review process, a question arose as to whether effects (or impacts) on the setting of a historic site or historic structure fall within the scope of state law. That issue has not often arisen, and the statute itself (Indiana Code 14-21-1-18)—in contrast to the 36 C.F.R. Part 800 regulations implementing Section 106—does not speak explicitly of the setting, although the statutory definitions of "historic site" (Indiana Code 14-8-2-125) and "historic structure" (Indiana Code 14-8-2-126) state that those terms include "adjacent property that is necessary for the preservation or restoration of the" site or structure. Moreover, 312 IAC 20-4-4 defines "adverse impact," for the purposes of state historic preservation law, as "an action that results in changes to the exterior or interior appearance or the setting of a historic site or historic structure that are inconsistent with any of the following: . . . [there follows a list of Secretary of the Interior's standards and guidelines]." Accordingly, we believe that impacts to the setting of a historic site or historic structure should be considered in the course of a review of a state-funded project under Indiana Code 14-21-1-18.

If you have questions about archaeological matters, please contact Wade T. Tharp at (317) 232-1650 or wtharp1@dnr.in.gov. Questions about above-ground properties should be directed to John Carr at (317) 233-1949 or jcarr@dnr.in.gov.

In all future correspondence about NICTD Double Track NWI, Northwest Indiana, please refer to DHPA No. 19318.

Very truly yours,

Mitchell K. Zoll

Deputy State Historic Preservation Officer

MKZ;WTT:JLC:jlc

emc: Marisol Simón, Federal Transit Administration, Region V Mark Assam, Federal Transit Administration, Region V Susan Weber, AICP, Federal Transit Administration, Region V Larry Buckel, Indiana Department of Transportation, Transit Office Michael Noland, Northern Indiana Commuter Transportation District John Parsons, Northern Indiana Commuter Transportation District Nicole Barker, Northern Indiana Commuter Transportation District Janice Reid, PTP, HDR, Inc. Chad Blackwell, HDR, Inc. Brandon Gabler, Ph.D., RPA, HDR, Inc. Jeanne Barnes, HDR, Inc. Angela Kattmann, LPG, Metric Environmental Thomas Cervone, Ph.D., Lochmueller Group Matt Buffington, Indiana Department of Natural Resources, Division of Fish and Wildlife Christie Stanifer, Indiana Department of Natural Resources, Division of Fish and Wildlife Brian Boszor, Indiana Department of Natural Resources, Division of Fish and Wildlife Erin Basiger, Indiana Department of Natural Resources, Division of Fish and Wildlife Michael Molnar, Indiana Department of Natural Resources, Division of Nature Preserves Mitchell Zoll, Indiana Department of Natural Resources, Division of Historic Preservation and Archaeology Chad Slider, Indiana Department of Natural Resources, Division of Historic Preservation and Archaeology Wade T. Tharp, Indiana Department of Natural Resources, Division of Historic Preservation and Archaeology John Carr, Indiana Department of Natural Resources, Division of Historic Preservation and Archaeology



Telephone number: 219.926.5744

#### REVIEW REQUEST SUBMITTAL

State Form 55031 (7-12) Indiana [Separtment of Natural Resources Division of Historic Preservation and Archaeology, Indiana State Historic Preservation Office (SHPO)



Please complete this form and attach it to front of all submittals, along with any reports or supplemental materials you are providing to the Indiana DHPA for review. Date: 3/31/2017 Is this a new submission? ✓ Yes ☐ No Reference for previous submittals: DHPA # 19318 THIS REVIEW REQUEST SUBMITTED BY: Name: Susan Weber Company/Organization: FTA Address: 200 W Adams Street, Suite 320 Chicago, IL 60606 Telephone number: 312.353.3888 Email address: susan.weber@dot.gov PROJECT NAME & LOCATION [Please attach a map with location(s) marked] Project Name/Reference: NICTD Double Track NWI Project/ Des # 19318 Project Address/Location: 26-mile corridor City: from Michigan City to Gary Township(s): County/Counties: LaPorte, Porter, and Lake Counties STATE OR FEDERAL AGENCY INVOLVEMENT Agency: FTA Program: Capital Investment Program Type of funds, license, or permit to be obtained (if applicable): Funding Name(s) of Agency Contact: Susan Weber Address: 200 W Adams Street, Suite 320 CHicago, IL 60606. Telephone number: 312.353.3888 Email address: susan.weber@dot.gov APPLICANT (if different than Federal Agency) If available, please attach copy of authorization letter from federal agency Applicant: Northern Indiana Commuter Transportation District South Shore Line Name of Contact: Michael Noland Address: 33 East US Highway 12 Chesterton, IN 46304

Email address: michael.noland@nictd.com

# Consultant: HDR Name of Contact: Jeanne Barnes Address: 2600 Park Tower Drive, Suite 100 Vienna, VA 22180 Telephone number: 571.327.5876 Email address: jeanne.barnes@hdrinc.com Contact for DHPA questions regarding this review request: Susan Weber or Jeanne Barnes Comments: As previously discussed with DHPA, the historic property reports for the project are being separated into three segments to allow for more time for consulting party reviews. Enclosed is the Historic Property Report for Segment 1, LaPorte County. Subsequent submissions will include Historic Property Reports for Porter County (Segment 2) and Lake County (Segment 3). Archaeological survey results and full descriptions of proposed ground disturbance will be presented in a separate archaeology report to be submitted at a later date. The project description, maps of the project area and area of potential effect, are all provided within this report. Please note that incomplete submissions may result in delays. To ensure an expeditious review, please be sure that the following has been provided: ☑ Full contact information for person/entity submitting form, including phone number and email (if available) ☑ Map of project location with project area(s) clearly marked (provided in current or previous submission) Clear photographs of project area and surroundings. Project description Description of any proposed ground disturbance ✓ Name of Federal agency/agencies and program providing funds, license, or permit Letter of authorization from Federal agency/agencies (if applicable)

CONSULTANT FOR THE APPLICANT OR AGENCY (IF APPLICABLE)

Return this Form and Attachments to:

Indiana Department of Natural Resources
Division of Historic Preservation and Archaeology
402 W. Washington Street, Room W274
Indianapolis, Indiana 46204

http://www.in.gov/dnr/historic

#### **Barnes, Jeanne**

**Subject:** NICTD DT-NWI CP Call

**Location:** Call in #: 877.336.1829; Access Code: 9197135 #

**Start:** Wed 4/26/2017 3:00 PM **End:** Wed 4/26/2017 3:30 PM

**Show Time As:** Tentative

**Recurrence:** (none)

Meeting Status: Not yet responded

Organizer: Weber, Susan (FTA)

UPDATE: Agenda for tomorrow's call is attached.

The Draft Historic Properties for Segment 1 (LaPorte County) was made available to the Double Track Northwest Indiana Consulting Parties and can be found here: http://www.doubletrack-nwi.com/images/files/Sec106Eligbility20170330.pdf

The draft Historic Property Report for Segment 2, Porter County, of NICTD's DT-NWI proposed project can be found at the following link: http://www.doubletrack-nwi.com/images/files/106Eligibility-Porter-20170419.pdf

This is a call to discuss any initial thoughts prior to the CP meeting scheduled for May 11 in Michigan City/Gary.

Wednesday, April 26, 2017 2pm CST / 3pm EST Call in #: 877.336.1829 Access Code: 9197135 #

Thank you, Susan





# Agenda

Subject: Section 106 Consulting Parties Conference Call

Date: Wednesday, April 26, 2017, 2:00 PM CST

Location: Conference Call; Call in Number: 877.336.1829, Access Code: 9197135#

- 1. Welcome/introductory comments (Susan Weber, FTA) see attendee list on next page
  - a. Team introductions
  - b. Roll call of consulting parties
- 2. Brief project overview (Nicole Barker, NICTD)
- 3. Brief Section 106 process overview (Jeanne Barnes, HDR)
- 4. Preliminary archaeology results (Brandon Gabler, HDR)
- 5. Results of Segment 1 HPR, LaPorte County (Jeanne Barnes, HDR)
- 6. Results of Segment 2 HPR, Porter County (Jeanne Barnes, HDR)
- 7. Questions and answers
- 8. Upcoming items to expect:
  - Segment 3 HPR, Lake County
  - Summary of archaeological investigations
  - Assessment of Project Effects
  - Consulting Parties Meeting, May 11, 2017
    - 9am CST Bus Pick Up #1: Dune Park Station (33 E US Highway 12, Chesterton, IN)
    - 9:15am CST Bus Pick Up #2: Michigan City's City Hall (100 E Michigan Blvd, Michigan City, IN)
    - 11:30am CST (approximately) Lunch at Fiddlehead (422 Franklin St, Michigan City, IN)
    - We will then go to Michigan City's City Hall (TBD, NICTD will be requesting a room reservation) for a debrief after lunch and determine who, if anyone, wants to continue on to Porter County or Lake County resources
    - o 2:30pm CST Estimated end time
  - Consulting Parties conference call, June 8, 2017, 1:00 PM CST
  - Public Hearings for Environmental Assessment
    - Gary/Miller: July 25, 2017, 6:00 PM CST, Miller Beach Arts & Creative District, 540 S Lake Street, Gary
    - Michigan City: July 26, 2017, 6:00 PM CST, City Hall (basement), 100 E Michigan Boulevard, Michigan City
- 9. Reminder of due dates for comments on HPRs
- 10. Final questions



## **Expected Attendees:**

Consulting Parties	NICTD SSL	FTA	HDR
John Carr (IN SHPO)	John Parsons	Susan Weber	Mike Shostak
Wade Tharp (IN SHPO)	Nicole Barker	Mark Assam	Kim Slaughter
Tiffany Tolbert (IN Landmarks)			Janice Reid
Brad Miller (IN Landmarks)			Jeanne Barnes (Architectural Historian)
Stephen Sostaric (Northwestern Indiana Regional Planning Commission)			Brandon Gabler (Archaeologist)
Craig Phillips (Michigan City Planning & Redevelopment Commission)			
Richard Murphy (Michigan City)			
Carolyn Saxton (Legacy Foundation)			
Bob Harris (property owner)			
Brian O'Neil (Beverly Shores Town Council)			
Carol Ruzic (Beverly Shores Historical Society)			
Richard Meister (Historical Society of Ogden Dunes   Hourglass Museum)			
Wallace Hook (Michigan City Planning Commission)			



Division of Historic Preservation & Archaeology  $\cdot$  402 W. Washington Street, W274  $\cdot$  Indianapolis, IN 46204-2739 Phone 317-232-1646  $\cdot$  Fax 317-232-0693  $\cdot$  dhpa@dnr.IN.gov  $\cdot$  www.IN.gov/dnr/historic



May 1, 2017

Susan Weber, AICP Federal Transit Administration, Region V 200 West Adams Street, Suite 320 Chicago, Illinois 60606

Federal Agency: Federal Transit Administration ("FTA")

Re: "Draft Historic Property Report for the NICTD Double Track NWI Project, Michigan City to Gary, Indiana, Segment 1 of 3, LaPorte County" (Garnett and Barnes, 3/30/2017) (DHPA No. 19318)

Dear Ms. Weber:

Pursuant to Section 106 of the National Historic Preservation Act of 1966, as amended (54 U.S.C. § 306108), and 36 C.F.R. Part 800, the staff of the Indiana State Historic Preservation Officer ("Indiana SHPO") has reviewed your March 31, 2017, submission, which we received on April 3 for the aforementioned project in Lake County, Porter County, and LaPorte County, in Indiana.

In order to provide some feedback within 30 days of receiving this report, as you have requested, we are commenting provisionally now. However, it is possible that we will need to modify or augment these comments after the May 11, 2017, tour of the part of the area of potential effects covered in this report but no later than May 31. We anticipate commenting on Segment 2 of 3 and Segment 3 of 3 as well, but probably not until after the consulting parties meeting in Michigan City and tours of Segment 1 and of segments 2 and 3 on May 11.

Overall, we find this historic property report for Segment 1 ("HPR"; Garnett and Barnes, 3/302017) to be well-written and thoughtful. We do not, at this time, disagree with any of the conclusions regarding the eligibility or ineligibility for inclusion in, or for continued listing in, the National Register of Historic Places ("NRHP") of any of the properties identified in the report. As mentioned above, however, our opinions might change somewhat after the May 11 tour.

There are a few proposals in the HPR regarding NRHP eligibility or ineligibility that we are still pondering:

- The inclusion of approximately 27 contributing properties along the south side of East 11<sup>th</sup> Street in an expansion of the NRHP-listed Elston Grove Historic District.
- The ineligibility of St. Mary of the Immaculate Conception Church at 406 West 10<sup>th</sup> Street (Indiana Historic Sites and Structures Inventory ["IHSSI"] No. 091-406-17032) and the ineligibility of the St. Mary of the Immaculate Conception Complex as a historic district.
- The ineligibility of the industrial complex at 1002 Green Street (IHSSI No. 09-406-21166).
- The eligibility of the proposed DeWolfe's Addition Historic District south of West 11<sup>th</sup> Street and west of the NRHP-listed Haskell and Barker Historic District.

Susan Weber Mary 1, 2017 Page 2

It is our understanding, based on the review schedule that was discussed in the consulting party's conference call on April 26, 2017, that an archaeological report will be submitted to our office sometime before the end of May and that most of the other consulting parties will receive a summary of that report by the end of May. We look forward to receiving our copy of the report.

If you have questions about archaeological matters, please contact Wade T. Tharp at (317) 232-1650 or wtharp1@dnr.in.gov. Questions about above-ground properties should be directed to John Carr at (317) 233-1949 or jcarr@dnr.in.gov.

In all future correspondence about NICTD Double Track NWI, Northwest Indiana, please continue to refer to DHPA No. 19318.

Very truly yours,

Mitchell K. Zoll

Deputy State Historic Preservation Officer

MKZ:WTT:JLC:jlc

emc: Marisol Simón, Federal Transit Administration, Region V

Jay Ciavarella, Federal Transit Administration, Region V

Mark Assam, Federal Transit Administration, Region V

Susan Weber, AICP, Federal Transit Administration, Region V Larry Buckel, Indiana Department of Transportation, Transit Office

Michael Noland, Northern Indiana Commuter Transportation, Transic Office

John Parsons, Northern Indiana Commuter Transportation District

Nicole Barker, Northern Indiana Commuter Transportation District

Janice Reid, PTP, HDR, Inc.

Chad Blackwell, HDR, Inc.

Brandon Gabler, PhD, RPA, HDR, Inc.

Jeanne Barnes, HDR, Inc.

Angela Kattmann, LPG, Metric Environmental

Thomas Cervone, Ph.D., Lochmueller Group

Matt Buffington, Indiana Department of Natural Resources, Division of Fish and Wildlife

Christie Stanifer, Indiana Department of Natural Resources, Division of Fish and Wildlife

Stephanie Trapp, Indiana Department of Natural Resources, Division of Fish and Wildlife

Erin Basiger, Indiana Department of Natural Resources, Division of Fish and Wildlife

Michael Molnar, Indiana Department of Natural Resources, Division of Nature Preserves

Mitchell Zoll, Indiana Department of Natural Resources, Division of Historic Preservation and Archaeology

Chad Slider, Indiana Department of Natural Resources, Division of Historic Preservation and Archaeology

Wade T. Tharp, Indiana Department of Natural Resources, Division of Historic Preservation and Archaeology John Carr, Indiana Department of Natural Resources, Division of Historic Preservation and Archaeology

#### Barnes, Jeanne

Subject: NICTD DT-NWI Segment 1 HPR & CP Meeting Update

**Location:** Michigan City - Gary, IN

**Start:** Thu 5/11/2017 9:45 AM **End:** Thu 5/11/2017 3:45 PM

**Show Time As:** Out of Office

**Recurrence:** (none)

Meeting Status: Accepted

**Organizer:** Weber, Susan (FTA)

4/4/17 UPDATE \* Draft Historic Property Report for LaPorte County & CP Meeting \*

#### Good afternoon all,

Again, thank you for your interest in serving as a Consulting Party (CP) for NICTD's Double Track Northwest Indiana (DT-NWI) Project. The Project Team has been busy on continuing work on the NEPA document including the Section 106 analysis.

Due to the large size of the Project area (approximately 26.6 miles), the Project Team has divided the fieldwork and evaluations into three historic property reports, each covering roughly one-third of the Project APE from east to west. LaPorte, Porter and Lake Counties. This report, the first in a series of three, covers all built resources constructed in 1969 or earlier in LaPorte County. The two subsequent reports evaluating resources in Porter and Lake Counties will be submitted with relevant historic contexts, maps, and photographs at a later date.

The Draft Historic Property Report for LaPorte County can be found here: <a href="http://www.doubletrack-nwi.com/images/files/Sec106Eligbility20170330.pdf">http://www.doubletrack-nwi.com/images/files/Sec106Eligbility20170330.pdf</a>

Here is an update to the first Section 106 Consulting Party Meeting for DT-NWI.

#### Thursday May 11, 2017

9am CST Bus Pick Up: Dune Park (33 E US Highway 12, Chesterton, IN)

**9:15am CST** Bus Pick Up: Michigan City's City Hall (100 E Michigan Blvd, Michigan City, IN) This is for any individuals those in Michigan City or South Bend

Jeanne Barnes, architectural historian, will lead the discussion and plan our stops as the SHPO and CPs desire.

11:30am CST (approximately) Lunch at Fiddlehead (422 Franklin St, Michigan City, IN)

We will then go to Michigan City's City Hall (TBD, NICTD will be requesting a room reservation) for a debrief after lunch and determine who, if anyone, wants to continue on to Gary.

#### 2:30pm CST Estimated end time

Please RSVP by next Monday, 4/10/17, to ensure NICTD has the opportunity to reserve the right size bus for the number of attendees.

Thank you for your reviewing the draft report; we will have a conference call to discuss and separate calendar invite will be sent.

We look forward to your participation and input. Thank you in advance for providing an RSVP by next Monday.

Please do not hesitate to contact me or Nicole Barker of NICTD (nicole.barker@nictd.com) with any questions. Susan

Good morning all,

Thank you for responding to the Section 106 invitation letter to serve as a Consulting Party (CP) for the NICTD (Northern Indiana Commuter Transportation District) South Shore Line Double Track Northwest Indiana (DT-NWI) proposed project.

This a placeholder to mark your calendars for the first CP meeting on Thursday, May 11th. We anticipate a mobile meeting touring architecturally historic sites in Michigan City and potentially Gary Indiana.

More detailed information will be provided as the meet nears.

Should you have any questions, please do not hesitate to reach out to Nicole Barker at 219.926.5744 x 313 or nicole.barker@nictd.com or me.

Look forward to seeing you May 11<sup>th</sup>.

Thank you, Susan

Susan M. Weber, AICP US DOT I FTA I Region V 200 W. Adams Street, Suite 320 | Chicago, IL 60606













Please consider the environment before printing this email. Thank you.



#### **Agenda**

9am CST Bus Pick Up: Dune Park Station (33 E US Highway 12, Chesterton, IN)

9:15am CST Bus Pick Up: Michigan City's City Hall (100 E Michigan Blvd, Michigan City, IN)

- Welcome/Introductions: Susan Weber, FTA
- Overview of Project: Nicole Barker, NICTD
- Tour of Michigan City (see attached for tour stops): Jeanne Barnes, Architectural Historian, HDR

11:30am CST (approximate): Lunch at Fiddlehead (422 Franklin St, Michigan City, IN)

- Dutch treat for lunch expenses
- **12:45pm CST** (approximate): Michigan City's City Hall for open discussion on recommendations, alternatives, next steps, Q&A
- **1:30pm CST** (approximate): Determine who wants to continue to Porter and Lake Counties for remainder of tour

2:30pm CST: Estimated end time, return to Dune Park Station/City Hall

#### Please note:

Emergency contact info/number: Nicole Barker, 219.921.4263

Please dress casually and appropriate for the weather; we may be getting out of the bus and walking around at particular stops

Please be prompt at bus pick-up times

Copies of agenda/tour stops/maps/handouts will be provided for all participants when they arrive





<u>Notes</u>	



Tour Stop #	Photograph	IHSSI No./ NRHP No.	Property Name/Address	Construction Date	NRHP Status			
	LaPorte County							
1		091-406-21081	First Christian Church/1102 Cedar Street, MC	c. 1920	Not individually eligible/ Recommended Eligible as Contributing to recommended expansion of Elston Grove HD Direct APE			
2		N/A	Berhndt Flats/1111 Cedar Street, MC	c. 1926	Recommended Eligible Indirect APE			
3		091-406-21083	Apartment Building, 1009 Cedar Street, MC	c. 1910	Not individually eligible/ Already contributing resource to Elston Grove HD Indirect APE			
4		091-406-21091	Commercial Building, 1101 Franklin Street, MC	c. 1880	Recommended Eligible/ Already contributing resource to Franklin Street HD Indirect APE			
5		091-406-17032	St. Mary of the Immaculate Conception Church/406 W. 10th Street, MC	1868; 1932	Recommended Eligible/ Already contributing resource to Haskell & Barker HD/ St. Mary's HD – Not Eligible Indirect APE			

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Tour Stop #	Photograph	IHSSI No./ NRHP No.	Property Name/Address	Construction Date	NRHP Status
6		N/A	DeWolfe's Addition Historic District	c. 1889 to 1905	Recommended Eligible Indirect APE
7		091-406-21153	Bill's Body Shop/501 Chicago Street, MC	c. 1925	Recommended Eligible Indirect APE
8		091-406-2116	(Former) Portis Hat Factory/1002 Green Street, MC	c. 1885 – c. 1912	Recommended Not Eligible Direct APE
9		N/A	1116 W. 10th Street, MC	c. 1937	Recommended Eligible Direct APE
10	N/A	091-406-18001/ NR-2331	Elston Grove Historic District	c. 1860-1965	Listed (2013) Direct APE
11		091-406-18001	Elston Grove Historic District Expansion	c. 1875 to c. 1925	Recommended Eligible Direct APE

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Tour Stop #	Photograph	IHSSI No./ NRHP No.	Property Name/Address	Construction Date	NRHP Status	
12		091-406-21092	11th Street South Shore Station/114 E 11th Street, MC	1926	Recommended Eligible/ Already contributing resource to Elston Grove HD Direct APE	
			Porter County			
13		N/A	Al & Sally's Motel/3221 W. Dunes Highway, Michigan City	c. 1950	Recommended Eligible Indirect APE	
14	a Const	127-406-02014/ NR-0945	Beverly Shores Railroad Station	1929	Listed (1989) Indirect APE	
15		127-175-05015	Oscar and Irene Nelson Farmstead	c. 1875	Not Eligible Indirect APE	
	Lake County					
16		089-232-07095	Miller School/665 S. Lake Street, Gary	1910	Recommended Eligible Indirect APE	

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Tour Stop #	Photograph	IHSSI No./ NRHP No.	Property Name/Address	Construction Date	NRHP Status
17		089-232-07104	5512 E. Melton Road, Gary	c. 1924	Recommended Eligible Indirect APE
18		N/A	Glen Ryan Park Historic District	c. 1955	Recommended Eligible Indirect APE
19		N/A	Hiway Homes Historic District	c. 1948	Recommended Eligible Indirect APE

Page 6 May 11, 2017

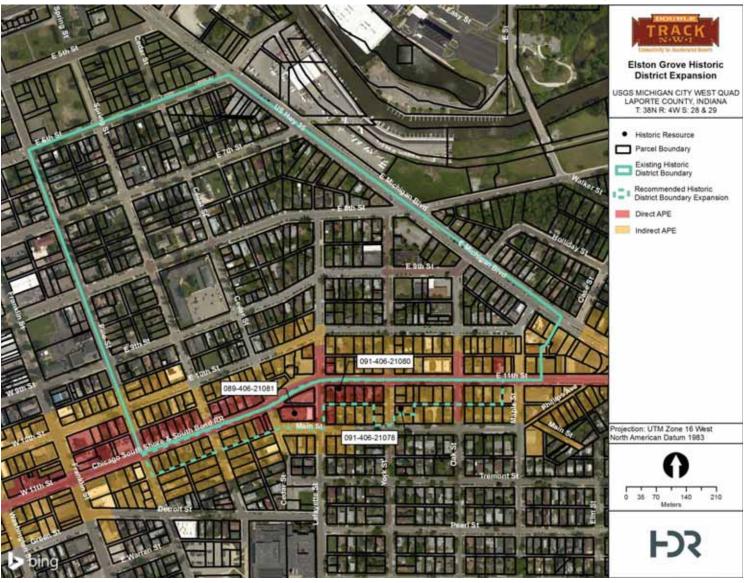


### DeWolfe's Addition Historic District, Recommended Boundaries, LaPorte County



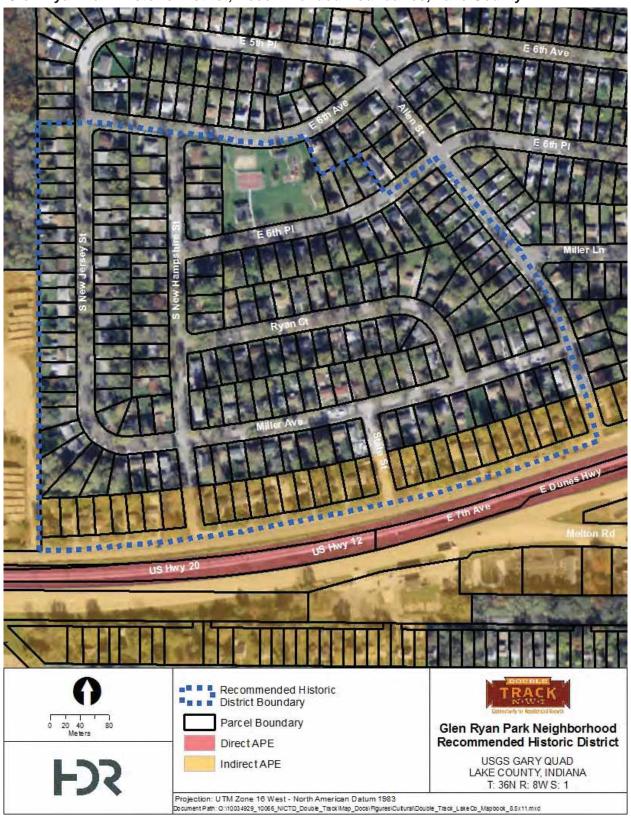


## Elston Grove Historic District and Recommended Boundary Expansion, LaPorte County



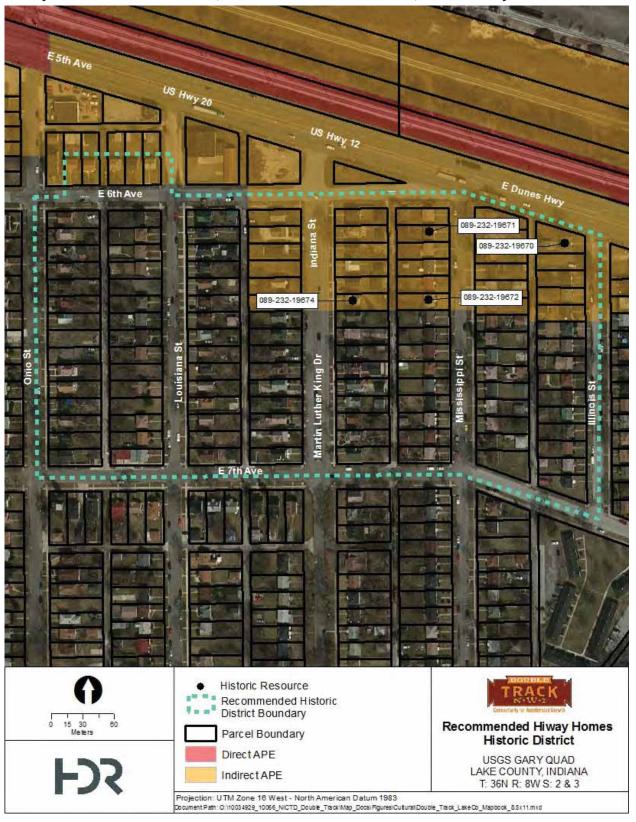


Glen Ryan Park Historic District, Recommended Boundaries, Lake County





# Hiway Homes Historic District, Recommended Boundaries, Lake County





# Michigan City APE Maps with Historic Properties (Sheet 1 of 3)





# Michigan City APE Maps with Historic Properties (Sheet 2 of 3)





# Michigan City APE Maps with Historic Properties (Sheet 3 of 3)



Division of Historic Preservation & Archaeology · 402 W. Washington Street, W274 · Indianapolis, IN 46204-2739 Phone 317-232-1646 · Fax 317-232-0693 · dhpa@dnr.IN.gov · www.IN.gov/dnr/historic



May 16, 2017

Susan Weber, AICP Federal Transit Administration, Region V 200 West Adams Street, Suite 320 Chicago, Illinois 60606

Federal Agency: Federal Transit Administration

Re: "Draft Historic Property Report for the NICTD Double Track NWI Project, Michigan City to Gary, Indiana: Segment 2 of 3, Porter County" (Garnett, Barnes, and Morgan, 4/19/2017) (DHPA No. 19318)

Dear Ms. Weber:

Pursuant to Section 106 of the National Historic Preservation Act of 1966, as amended (54 U.S.C. § 306108), and 36 C.F.R. Part 800, the staff of the Indiana State Historic Preservation Officer ("Indiana SHPO") has reviewed the aforementioned report, which we received on April 21, 2017, for the part of this project falling within Porter County, Indiana.

We are pleased with the quality of this draft historic property report for Segment 2 of 3 and are satisfied with its evaluations of the properties.

Although surveying properties only from the outside limits one's ability to evaluate the integrity and, to some extent, the significance of those properties, for the purposes of the Section 106 review of this federal undertaking, we agree that the only historic, above-ground properties within the area of potential effects that were identified in draft historic property report are the Beverly Shores Railroad Station, which is listed in the National Register of Historic Places ("NRHP"), and Al & Sally's Motel at 3221 West Dunes Highway, which is recommended as eligible for the NRHP.

It is our understanding, based on the review schedule that was discussed in the consulting parties conference call on April 26, 2017, that an archaeological report will be submitted to our office sometime before the end of May and that most of the other consulting parties will receive a summary of that report by the end of May. We look forward to receiving our copy of the report.

If you have questions about archaeological matters, please contact Wade T. Tharp at (317) 232-1650 or wtharp1@dnr.in.gov. Questions about above-ground properties should be directed to John Carr at (317) 233-1949 or jcarr@dnr.in.gov.

In all future correspondence about NICTD Double Track NWI, Northwest Indiana, please continue to refer to DHPA No. 19318.

Very truly yours,

Mitchell K. Zoll

Deputy State Historic Preservation Officer

W. Shih

MKZ:JLC:jlc

Susan Weber Mary 16, 2017 Page 2

> Marisol Simón, Federal Transit Administration, Region V Jay Ciavarella, Federal Transit Administration, Region V Mark Assam, Federal Transit Administration, Region V Susan Weber, AICP, Federal Transit Administration, Region V Larry Buckel, Indiana Department of Transportation, Transit Office Michael Noland, Northern Indiana Commuter Transportation District John Parsons, Northern Indiana Commuter Transportation District Nicole Barker, Northern Indiana Commuter Transportation District Janice Reid, PTP, HDR, Inc. Chad Blackwell, HDR, Inc. Brandon Gabler, PhD, RPA, HDR, Inc. Jeanne Barnes, HDR, Inc. Angela Kattmann, LPG, Metric Environmental Thomas Cervone, Ph.D., Lochmueller Group Matt Buffington, Indiana Department of Natural Resources, Division of Fish and Wildlife Christie Stanifer, Indiana Department of Natural Resources, Division of Fish and Wildlife Stephanie Trapp, Indiana Department of Natural Resources, Division of Fish and Wildlife Erin Basiger, Indiana Department of Natural Resources, Division of Fish and Wildlife Michael Molnar, Indiana Department of Natural Resources, Division of Nature Preserves Mitchell Zoll, Indiana Department of Natural Resources, Division of Historic Preservation and Archaeology Chad Slider, Indiana Department of Natural Resources, Division of Historic Preservation and Archaeology

Wade T. Tharp, Indiana Department of Natural Resources, Division of Historic Preservation and Archaeology John Carr, Indiana Department of Natural Resources, Division of Historic Preservation and Archaeology



# May 19, 2017 Notice of Federal Undertaking Invitation to Affected Property Owners to Join as Consulting Party Distribution List

John Tunstall 8102 Meer Rd Michigan City, IN 46360-9569

Joseph J & Caroline A Scherrbaum

Michigan City, IN 46360-3650

Inca Properties Llc 1017 Franklin St

1012 Spring St

Michigan City, IN 46360-3601

William P & Linda A Sims 627 Woodstone Path Valparaiso, IN 46385-8954

Glenn Firme & Associates Inc 1019 Franklin St

Michigan City, IN 46360-3601

106 East Eleventh Street Llc 827 1/2 Franklin St

Michigan City, IN 46360-3507

Church Bride Church Inc 1102 Cedar St

Michigan City, IN 46360-3713

Kathryne M Smith 1116 W. 10th St

Michigan City, IN 46360-3912

David A Santana 3004 Franklin St

Michigan City, IN 46360-6144

Gerald J Lubiniecki 202 E 11th St

Michigan City, IN 46360-3640

Edward G Sr & Ramona A Hill

206 E 11th St

Michigan City, IN 46360-3640

Geraldine R Isbell 210 E 11th St

Michigan City, IN 46360-3640

Richard K & Patricia M Hewson

Po Box 651

Beverly Shores, IN 46301-0651

Lila M Bibb & Amanda M Mccurrey Jtwros

314 Lafayette St

Michigan City, IN 46360-3626

Arthur R & Shirley A Bushong

1031 Woodlawn Ave

Michigan City, IN 46360-5873

Michigan Houses LLC 827 1/2 Franklin St Michigan City, IN 46360

Jesse Dilling 8033 W Dianne Ct

Michigan City, IN 46360-9241

Gus Tsaparikos % Kurt Friedrich Rlc

801 Washington St Michigan City, IN 46360

Sabemata Llc

7654 W Us Hwy 20 Ste 101 Michigan City, IN 46360

Lennox G Anderson 1601 E Michigan Blvd

Michigan City, IN 46360-4955

Jorge P Contreras Po Box 2531

Portage, IN 46368-6031

Angelo P Xidias 9455 Parkway Dr

Highland, IN 46322-2335

Sue C Vance 716 E 11th St

Michigan City, IN 46360-3620



U.S. Department of Transportation Federal Transit Administration

REGION V Illinois, Indiana, Michigan, Minnesota, Ohio, Wisconsin

200 West Adams Street Suite 320 Chicago, IL 60606-5253 312-353-2789 312-886-0351 (fax)

May 19, 2017

106 East Eleventh Street LLC 827 ½ Franklin Street Michigan City, IN 46360-3507

RE: Section 106 Notification of Federal Undertaking and Invitation to be a Consulting Party for the Double Track Northwest Indiana Project, Lake, Porter and LaPorte County, Indiana

Whom It May Concern

This letter is to notify you of the Federal Transit Administration's (FTA) determination that the Double Track Northwest Indiana (Double Track NWI; Project) in Lake, Porter and LaPorte County, Indiana proposed by the Northern Indiana Commuter Transportation District (NICTD) would be a federal undertaking that is anticipated to require federal financial assistance and permitting. As such, the Project is subject to review under Section 106 of the National Historic Preservation Act (NHPA) of 1966, as amended, and its implementing regulations (36 Code of Federal Regulations [CFR] Part 800). FTA and NICTD have initiated consultation with the Indiana Department of Natural Resources, Division of Historic Preservation and Archaeology (DHPA), which serves as the State Historic Preservation Office (SHPO). As a property owner of a historic property that may be adversely affected by the Project, this letter invites you to participate as a Consulting Party for the Section 106 compliance process, as provided in 36 CFR § 800.3(f)(1) of the regulations.

## Project Description and Federal Undertaking

NICTD's existing South Shore Line (SSL) provides a vital transportation link that connects Northwest Indiana to Chicago and Cook County, Illinois. NICTD, in cooperation with the FTA, is proposing to expand 26.6 miles of the SSL commuter railroad from single track to double track, and make associated signal, power, and improvements at five passenger stations. This proposed Project would expand capacity, increase service, modernize infrastructure, reduce passenger travel times, and improve system reliability, mobility and safety.

The proposed Project starts near Virginia Street in Gary and ends at Michigan Boulevard in Michigan City. Construction is planned to occur primarily within existing railroad right-of-way (ROW), and a Location Map is enclosed. Some acquisition of properties would be necessary in Gary near the Miller Station and within the downtown area of Michigan City. As noted above, approximately nine miles of the 26.6-mile Project Corridor are already double tracked, and no construction is planned for those areas.

In the far eastern portion of the project corridor within Michigan City, the last two-mile segment is currently embedded, street-running single track along 10th and 11th Streets. It is anticipated that this two-mile segment of track would be removed and replaced with a new double track that would be constructed on ROW along 10th Street between Sheridan Road and the Amtrak tracks; and on dedicated ROW within 11th Street to Michigan Boulevard. This realignment would allow NICTD to close several existing un-signalized, at-grade crossings within the downtown area of Michigan City, allowing trains to run at higher speeds and provide safety benefits to the surrounding neighborhood. The remaining at-grade crossings would be improved with grade-crossing warning devices. This realignment follows the recommendations contained in a study conducted by Michigan City, NICTD, and FTA in 2013 that involved extensive communication with Michigan City elected officials and city staff, residents, and local businesses alike. The study which identified multiple property acquisitions and relocations along 10th Street and 11th Street may be found at this link: <a href="http://www.doubletrack-nwi.com/images/files/NICTDstudy.pdf">http://www.doubletrack-nwi.com/images/files/NICTDstudy.pdf</a>

## Area of Potential Effects

In accordance with 36 CFR § 800.16(d) of Section 106 of the NHPA, an Area of Potential Effects (APE) must be established and is defined as the "geographic area or areas within which an undertaking may directly or indirectly cause alterations in the character or use of historic properties, if any such properties exist." For this project, FTA has defined a direct effects APE that is limited to the Project construction footprint and parcels directly impacted by the project, and an indirect effects APE that focuses on areas adjacent to new, above-ground construction associated with the Project, including properties in the viewshed of the Project and those that may be affected by other indirect effects such as noise, vibration, or re-routing of traffic. The SHPO has concurred with the APE for the Project.

Properties in the APE constructed in 1969 or earlier were surveyed and evaluated for listing in the National Register of Historic Places (NRHP). The Project Team's assessment was based on established NRHP eligibility criteria specified in 36 CFR § 60.4. Due to the large size of the Project area, fieldwork and evaluations were divided among three Historic Property Reports (HPRs), each covering one county from east to west. In consideration of the 2019 construction date for the Project, the reports included those resources in the APE constructed in 1969 or earlier. Following the survey and local research, three HPRs were prepared successively: Segment 1 (LaPorte County), Segment 2 (Porter County), and Segment 3 (Lake County).

In total, 613 architectural resources were surveyed and evaluated for NRHP eligibility in the APE. In LaPorte County, 324 architectural resources were surveyed and evaluated for NRHP eligibility, and 14 resources were recommended eligible for NRHP listing, six individually, and eight as contributing to an existing or recommended historic district. Additionally, one new historic district (DeWolfe's Addition Historic District in Michigan City) was recommended eligible, and one expansion to an existing NRHP-listed district (Elston Grove Historic District) was recommended. Three NRHP-listed historic districts (Franklin Street Commercial Historic District; Elston Grove Historic District; and Haskell and Barker Historic District) were not re-surveyed due to their recent evaluation and listing in 2013. In Porter County, 46 architectural resources were surveyed and evaluated for NRHP eligibility. One property, the Beverly Shores Railroad Station (NR-0945) is currently listed in the NRHP, one property is considered

eligible for listing in the NRHP, and one property was newly recommended eligible for individual listing in the NRHP. In Lake County, 243 architectural resources were surveyed and evaluated for NRHP eligibility. Six of these were recommended eligible, two individually, and four as contributing to potential historic districts. Additionally, two historic districts (Glen Ryan Park and Hiway Homes Historic Districts, both in Gary) were recommended eligible for listing in the NRHP.

Website links for the three draft Historic Property Reports and the APE for direct and indirect effects are located under "Cultural Resources" here: <a href="http://www.doubletrack-nwi.com/docs">http://www.doubletrack-nwi.com/docs</a>. Table 1 lists the identified historic properties in the APE, which are labeled on the updated APE maps at the project website. Your property has been identified as being located within the direct APE for the Project that is subject to adverse effects resulting from the Build Alternative. As such, in accordance with 36 CFR § 800.2(c), you are invited to participate in the Section 106 process as a Consulting Party. As part of the process, the Project Team will work through a three-step process with the Consulting Parties to:

- 1. Identify historic properties that could be potentially affected by the project,
- 2. Assess project effects on these resources, and
- 3. If there are adverse effects, develop ways to avoid, minimize or mitigate adverse effects on historic properties.

Participation in the consultation process is voluntary. A Consulting Party is typically an individual, agency, group, or organization with special knowledge of, concern for, or a mandated regulatory role relative to historic properties in the APE. This may include property owners, business owners, historic preservation groups, neighborhood associations, or others who are interested in historic resources and preservation. Additional information about the consultation process is available online at: http://www.achp.gov/docs/citizens-guide-2015.pdf.

If you are interested in participating as a Consulting Party for this Project under Section 106, please respond in writing within 30 days of receipt of this letter to Susan Weber at the email or mailing address provided on the attached form. FTA and NICTD will notify Consulting Parties and other interested stakeholders of future public meetings in the Section 106 and the National Environmental Policy Act of 1969 (NEPA) environmental review process.

## Preliminary Information

NEPA mandates the consideration of environmental impacts before approval of any federally funded project. FTA and NICTD are currently preparing an Environmental Assessment (EA) in accordance with NEPA and other applicable regulations, including Section 106 of the NHPA. Additional information on the project can be found at this link: <a href="http://www.doubletrack-nwi.com/">http://www.doubletrack-nwi.com/</a>.

As specified in the draft Historic Property Reports noted above, the initial cultural resources investigations identified 30 historic properties in the APE (see Table 1). Preliminary archaeological investigations identified four sites, none of which were recommended eligible for listing in the NRHP.

The Project is currently in the early engineering phase and identification efforts of historic properties and determination of the Project's effects will be completed over the next several months. If you accept the invitation to be a Consulting Party for this Project, please review the Historic Property Reports and provide us with your comments within 30 days of receipt of this letter. Other upcoming items that would require your review and comment and/or participation include the review of the Historic Property Reports (due within 30 days), a conference call to discuss eligibility recommendations specified in the Historic Property Reports (June 8, 2017), review of the Assessment of Project Effects (mid-June), potential meeting to discuss adverse effects and proposed mitigation of adverse effects (mid-summer), and review of a Memorandum of Agreement to mitigate adverse effects (late summer).

If you require additional information or have any questions about this process, please contact Susan Weber of FTA at (312) 353-3888 or <a href="mailto:susan.weber@dot.gov">susan.weber@dot.gov</a> or NICTD's Project Manager Nicole Barker at (219) 926-5744 ext. 313 or <a href="mailto:nicole.barker@nictd.com">nicole.barker@nictd.com</a>. We look forward to any input you may have on this undertaking and your response on the enclosed Section 106 Consulting Parties Response Form.

Sincerely,

Digitally signed by JASON MICHAEL CIAVARELLA

DN: c=US, o=U.S. Government, ou=DOT

FRAChicagolL, ou=FTA FRAChicagolL, cn=JASON

MICHAEL CIAVARELLA

Jay Ciavarella

Director, Office of Planning and Program Development

Enclosures:

Location Map

Jay M. Cravorella

Section 106 Consulting Parties Response Form

Table 1 – List of identified historic properties in the Area of Potential Effects

ecc: Susan Weber, FTA

Nicole Barker, NICTD Janice Reid, HDR



# SECTION 106 CONSULTING PARTIES RESPONSE FORM NICTD Double Track NWI Project – Lake, Porter and LaPorte County, Indiana

Email: susan.weber@dot.gov Fax: (312) 886-0351

Yes, I consulting party under Section 106 of the N	, as a property owner of a potentially National Historic Preservation Act for the Do	y affected historic property, wish to be a uble Track NWI Project.
Or;		
No, I Preservation Act for the Double Track NW	, do <u>not</u> wish to be a consulting party I Project.	under Section 106 of the National Historic
Date:		
Address:		_
Email Address:		_
Phone Number:		-
Please return within 30 days of receipt to:		
Susan Weber, AICP Community Planner US Department of Transportation Federal Transit Administration, Region V 200 W. Adams Street, Chicago, IL 60606		

Table 1. Double Track NWI - Identified Historic Properties in the Area of Potential Effects

Photograph	County	IHSSI No. / NRHP No.	Property Name	Address	Construction Date	NRHP Status
N/A	LaPorte	091-406-18001/ NR-2332	Elston Grove Historic District	N/A	c. 1860-1965	Listed
N/A	LaPorte	091-406-17001/ NR-2355	Haskell and Barker Historic District	N/A	1860-1958	Listed
N/A	LaPorte	091-406-16001/ NR-2339	Franklin Street Commercial Historic District	N/A	1867-1963	Listed
	LaPorte	091-406-18001	Elston Grove Historic District Expansion	N/A	c. 1875 to c. 1925	Recommended Eligible
	LaPorte	N/A	DeWolfe's Addition Historic District	N/A	c. 1889 to 1905	Recommended Eligible
	LaPorte	091-406-17032	St. Mary of the Immaculate Conception Church	406 W. 10th Street, Michigan City	1868; 1932	Recommended Eligible/ Contributing resource to Haskell and Barker Historic District
	LaPorte	091-406-21102	House	1109 Manhattan Street, Michigan City	c. 1880	Recommended Eligible as Contributing to recommended DeWolfe's Addition Historic District
	LaPorte	091-406-21103	House	1101 Elston Street, Michigan City	c. 1880	Recommended Eligible as Contributing to recommended DeWolfe's Addition Historic District

Photograph	County	IHSSI No. / NRHP No.	<b>Property Name</b>	Address	Construction Date	NRHP Status
	LaPorte	091-406-21105	House	1116 Ohio Street, Michigan City	c. 1880	Recommended Eligible as Contributing to recommended DeWolfe's Addition Historic District
	LaPorte	091-406-21106	House	1115 Ohio Street, Michigan City	c. 1880	Recommended Eligible as Contributing to recommended DeWolfe's Addition Historic District
	LaPorte	091-406-21153	Bill's Body Shop/Gas Station	501 Chicago Street, Michigan City	c. 1925	Recommended Individually Eligible
	LaPorte	091-406-21078	House	410 York Street, Michigan City	c. 1890	Recommended Eligible as Contributing to recommended expansion of Elston Grove Historic District
	LaPorte	091-406-21080	House	505 E. 11th Street, Michigan City	c. 1870	Recommended Eligible as Contributing to recommended expansion of Elston Grove Historic District
	LaPorte	091-406-21081	First Christian Church	1102 Cedar Street, Michigan City	c. 1920	Recommended Eligible as Contributing to recommended expansion of Elston Grove Historic District

Photograph	County	IHSSI No. / NRHP No.	<b>Property Name</b>	Address	Construction Date	NRHP Status
	LaPorte	091-406-21091	Commercial Building	1101 Franklin Street, Michigan City	c. 1880	Recommended Individually Eligible/ Contributing resource to Franklin Street Commercial Historic District
	LaPorte	091-406-21083	Apartment Building	1009 Cedar Street, Michigan City	c. 1910	Recommended Eligible as Contributing to Elston Grove Historic District
	LaPorte	091-406-21092	South Shore Station	114 E. 11th Street, Michigan City	1926	Recommended Eligible/ Contributing resource to Elston Grove Historic District
	LaPorte	N/A	House	1116 W. 10th Street, Michigan City	c. 1937	Recommended Individually Eligible
	LaPorte	N/A	Berhndt Flats	1111 Cedar Street, Michigan City	c. 1926	Recommended Individually Eligible
dand.	Porter	127-406-02014/ NR-0945	Beverly Shores Railroad Station	Northeast corner of Broadway and U.S. 12, Beverly Shores	1929	Listed

Photograph	County	IHSSI No. / NRHP No.	<b>Property Name</b>	Address	Construction Date	NRHP Status
	Porter	127-175-05015/ NR-2441	Oscar and Irene Nelson Farmstead	217 W. Dunes Highway, Burns Harbor	c. 1880	Considered eligible by SHPO
	Porter	N/A	Al & Sally's Motel	3221 W. Dunes Highway, Michigan City	c. 1950	Recommended Eligible
	Lake	N/A	Glen Ryan Park Historic District	N/A	c. 1955	Recommended Eligible
han and	Lake	N/A	Hiway Homes Historic District	N/A	c. 1948	Recommended Eligible
	Lake	089-232-07095	Miller School	665 S. Lake Street, Gary	1910	Recommended Individually Eligible
	Lake	089-232-07104	House	5512 E. Melton Road, Gary	c. 1924	Recommended Individually Eligible

Photograph	County	IHSSI No. / NRHP No.	<b>Property Name</b>	Address	Construction Date	NRHP Status
	Lake	089-232-19670	House	602 Illinois Street, Gary	c.1948	Recommended Eligible as a Contributing Resource to recommended Hiway Homes Historic District
	Lake	089-232-19671	House	608 Mississippi Street, Gary	c. 1947	Recommended Eligible as a Contributing Resource to recommended Hiway Homes Historic District
	Lake	089-232-19672	House	628 Mississippi Street, Gary	c. 1947	Recommended Eligible as a Contributing Resource to recommended Hiway Homes Historic District
	Lake	089-232-19674	House	637 Indiana Street/ Martin Luther King Drive, Gary	c. 1947	Recommended Eligible as a Contributing Resource to recommended Hiway Homes Historic District
IHSSI = Indiana Historic Si	tes and Struc	ctures Inventory				

From: Collins, Judith [mailto:judith\_collins@nps.gov]

**Sent:** Wednesday, May 17, 2017 1:31 PM **To:** Nicole Barker < <u>nicole.barker@nictd.com</u> >

**Cc:** Chris Pergiel < <a href="mailto:chris\_pergiel@nps.gov">chris\_pergiel@nps.gov</a>>; <a href="mailto:Ehn@nps.gov">Eric\_Ehn@nps.gov</a>; <a href="mailto:daniel\_plath@nps.gov">daniel\_plath@nps.gov</a>; <a href="mailto:Sturdevant">Sturdevant</a>, <a href="mailto:Jay">Jay</a></a>

<jay sturdevant@nps.gov>

Subject: Re: Double Track NWI - NPS invited to be Consulting Party/Section 106 and Nelson farmstead

issue in our reports

Nicole,

Thank you for including me on the consultation list. I'll fill out the form and get it back to you tomorrow.

Judy

On Wed, May 17, 2017 at 11:14 AM, Nicole Barker < <u>nicole.barker@nictd.com</u>> wrote:

Hi Judy,

Many thanks to you and the whole NPS team for taking the time to meet with us yesterday regarding the Double Track NWI project.

After the meeting, thanks to you raising this important issue, I checked on the letters initially inviting NPS to be added as Consulting Parties to the project. They are attached. You will see that they were mailed to Paul Labovitz and Jay Sturdevant in February 2017, but we did not receive a reply from either one nor a completed form. I am really glad you brought this up, Judy, because clearly we need at least one NPS person to be a Consulting Party if possible. We will then include you on any correspondence regarding Section 106.

The form you need to fill out is on page 6 of the pdf – just fill it out and email it back to me and I will get it to FTA (or you can send it directly to Susan Weber of FTA whose name is on the form – either way is fine). Jay, I'm copying you too (greetings from the dunes!) in case you want to submit one as well.

Judy, I know you were calling the SHPO after our meeting yesterday regarding the Nelson farmstead. We did indeed receive an email yesterday after our meeting from Paul Diebold at the SHPO indicating they consider the Oscar and Irene Nelson property eligible while the Multiple Property Document is being reviewed. We discussed this further with the SHPO, and as such, the Oscar and Irene Nelson farmstead will be considered eligible as we move forward with the revised draft of the Historic Property Report for Porter County and in the Draft Environmental Assessment.

As you are aware from our meeting yesterday, the Double Track project has been moving forward under NEPA and Section 106. We are still in the identification of historic properties phase under Section 106. Draft Historic Property Reports for LaPorte, Porter, and Lake counties were provided to the consulting parties for review over the last six weeks or so. You can find drafts of all three reports here: <a href="http://www.doubletrack-nwi.com/docs">http://www.doubletrack-nwi.com/docs</a> under Cultural Resources. You are welcome to comment on any or all of the eligibility reports, but please keep in mind that the Porter County report will be revised to reflect our discussion with SHPO yesterday regarding the Oscar and Irene Nelson property. If possible, we would kindly request that you provide any comments on the reports by May 31, 2017.

Please let me know if you have any questions or comments and we look forward to having you as a consulting party for the Double Track NWI project.

Thanks again and we look forward to working with you on this effort!

Best, Nicole

## **Nicole Barker**

Director of Capital Investment and Implementation

South Shore Line

nicole.barker@nictd.com

O: 219.926.5744 x 313

M: 219.921-4263

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May 23, 2017

Susan Weber, AICP Federal Transit Administration, Region V 200 West Adams Street, Suite 320 Chicago, Illinois 60606

Federal Agency: Federal Transit Administration

Re: "Draft Historic Property Report for the NICTD Double Track NWI Project, Michigan City to Gary, Indiana: Segment 3 of 3, Lake County" (Garnett, Barnes, Morgan, and Gratreak, 4/24/2017) (DHPA No. 19318)

#### Dear Ms. Weber:

Pursuant to Section 106 of the National Historic Preservation Act of 1966, as amended (54 U.S.C. § 306108), and 36 C.F.R. Part 800, the staff of the Indiana State Historic Preservation Officer ("Indiana SHPO") has reviewed the aforementioned report, which we received on April 25, 2017, for the part of this project falling within Lake County, Indiana, and for that part of the South Shore Line between Michigan City and Gary. The May 11, 2017, tour of this segment of the project area helped my staff to draw conclusions about above-ground properties within area of potential effects ("APE") of the segment.

Overall, based on current information, and for the purposes of the Section 106 review of this federal undertaking, we agree with the conclusions of Segment 3 of 3 of the draft historic property report (Garnett, Barnes, Morgan, and Gratreak, 4/24/2017) regarding the eligibility or ineligibility of the identified, above-ground properties within the APE. We have some additional comments about a few of the properties that were identified and evaluated, however.

Miller School appears to have a fair amount of exterior integrity, despite the incompatible window replacements. If someone were interested in applying to have it nominated for listing in the National Register of Historic Places ("NRHP"), however, it would be necessary to evaluate it in light of a Multiple Property Document Form ("MPDF") titled Indiana's Public Common and High Schools (NR-1477).

The yellow brick, Tudor Revival Style house at 5512 East Melton Road is certainly distinctive. Its interior integrity would need to be documented and considered before it could be nominated for listing in the NRHP. We realize that the scope of this project does not call for evaluating the interior integrity, however.

With regard to the Glen Ryan Park Historic District and the Hiway Homes Historic District, we should mention that our Survey and Registration staff has been working on a MPDF for Ranch Style and Mid-Century Modern homes in Indiana. It would be important to discuss either district with our Survey and Registration staff before one were to prepare a NRHP application.

The South Shore Line, as the HPR documents, holds considerable historical significance. However, as the HPR also notes, it has lost a good deal of its integrity of design, materials, and workmanship in recent decades. The corridor largely remains, except for the five-mile realignment in East Chicago and several miles of the line that once entered downtown South Bend, which are outside the project area. We are not sure that the change in the nature of the ridership from tourist and recreational to commuter has seriously diminished its integrity of feeling and association. Even so, based on what we currently know about the infrastructure and related buildings of the South Shore Line, we agree that it does not appear to be eligible for the NRHP as a historic district.

Susan Weber, AJCP Mary 23, 2017 Page 2

It is our understanding, based on the review schedule that was discussed in the consulting parties conference call on April 26, 2017, that an archaeological report will be submitted to our office sometime before the end of May and that most of the other consulting parties will receive a summary of that report by the end of May. We look forward to receiving our copy of the report.

If you have questions about archaeological matters, please contact Wade T. Tharp at (317) 232-1650 or wtharp1@dnr.in.gov. Questions about above-ground properties should be directed to John Carr at (317) 233-1949 or jcarr@dnr.in.gov.

In all future correspondence about NICTD Double Track NWI, Northwest Indiana, please continue to refer to DHPA No. 19318.

Very truly yours,

Mitchell K. Zoll

Deputy State Historic Preservation Officer

MKZ:JLC;jlc

emc:

Marisol Simón, Federal Transit Administration, Region V Jay Ciavarella, Federal Transit Administration, Region V Mark Assam, Federal Transit Administration, Region V Susan Weber, AICP, Federal Transit Administration, Region V Larry Buckel, Indiana Department of Transportation, Transit Office Michael Noland, Northern Indiana Commuter Transportation District John Parsons, Northern Indiana Commuter Transportation District Nicole Barker, Northern Indiana Commuter Transportation District Janice Reid, PTP, HDR, Inc. Chad Blackwell, HDR, Inc. Brandon Gabler, PhD, RPA, HDR, Inc. Jeanne Barnes, HDR, Inc. Vince Epps, Metric Environmental Susan Castle, Metric Environmental Charlotte Bramble, Metric Environmental

Thomas Cervone, Ph.D., Lochmueller Group Matt Buffington, Indiana Department of Natural Resources, Division of Fish and Wildlife Christie Stanifer, Indiana Department of Natural Resources, Division of Fish and Wildlife Stephanie Trapp, Indiana Department of Natural Resources, Division of Fish and Wildlife Erin Basiger, Indiana Department of Natural Resources, Division of Fish and Wildlife Michael Molnar, Indiana Department of Natural Resources, Division of Nature Preserves Mitchell Zoll, Indiana Department of Natural Resources, Division of Historic Preservation and Archaeology Chad Slider, Indiana Department of Natural Resources, Division of Historic Preservation and Archaeology Wade T. Tharp, Indiana Department of Natural Resources, Division of Historic Preservation and Archaeology John Carr, Indiana Department of Natural Resources, Division of Historic Preservation and Archaeology



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May 31, 2017

Susan Weber, AICP Federal Transit Administration, Region V 200 West Adams Street, Suite 320 Chicago, Illinois 60606

Federal Agency: Federal Transit Administration ("FTA")

Re: Further comments on the draft historic property report for Segment 1 of 3 (Garnett and Barnes, 3/30/2017) and on the draft historic property report for Segment 2 of 3 (Garnett, Barnes, and Morgan, 4/19/2017), following the consulting parties tour of the NICTD Double Track NWI project area on May 11, 2017 (DHPA No. 19318)

#### Dear Ms. Weber:

Pursuant to Section 106 of the National Historic Preservation Act of 1966, as amended (54 U.S.C. § 306108), and 36 C.F.R. Part 800, the staff of the Indiana State Historic Preservation Officer ("Indiana SHPO") has revisited some of the proposed determinations of eligibility and ineligibility in the draft historic property reports, in light of what my staff learned and observed during the May 11, 2017, tour of the project area.

In Section 106 reviews of federal undertakings, one rarely can obtain as much information about a given property as one usually could in the course of preparing an application for the listing of the property in the National Register of Historic Places ("NRHP"). Consequently, it is sometimes necessary for the Federal Agency Official and the State Historic Preservation Officer to agree that a particular property is or is not eligible, even if questions remain. On the other hand, because a property would not be deemed to be affected or adversely affected if the property is not listed in or eligible for inclusion in the NRHP, and because mitigation for an adverse effect sometimes includes a commitment to produce and submit an application for nomination of a property to the NRHP, we think it is important to attempt to be a confident as possible about the eligibility or ineligibility of properties within the area of potential effects that either could be adversely affected or could become the subject of a mitigation measure. Accordingly, we have revisited some of the proposed eligibility and ineligibility determinations in two of the three segments of the draft historic property report ("HPR") and our previous comments on them, using the HPR and other materials FTA has provided, as well as the LaPorte County Interim Report (revised 2002) and an online satellite and street view photography website. All but the last of the properties discussed below were evaluated in the draft HPR for Segment 1 of 3 (Garnett and Barnes, 3/30/2017). The last one was evaluated in the draft HPR for Segment 2 of 3 (Garnett, Barnes, and Morgan, 4/19/2017). At this time, we see no reason to change our comments (in our letter dated 5/23/2017) on historic properties evaluated in the draft HPR for Segment 3 of 3 (Garnett, Barnes, Morgan, and Gratreak, 4/24/2017).

## Expansion of Elston Grove Historic District south of 11th Street

We now do not believe that such an expansion is warranted. The NRHP listing of this district is only about four years old, and the Keeper of the NRHP and the Indiana SHPO staff usually do not look favorably upon an effort to modify a district boundary so soon after the district has been listed following a rigorous evaluation of the district. Furthermore, the author of the Elston Grove Historic District nomination, Kurt West Garner, has explained that the insertion of the South Shore onto 11<sup>th</sup> Street divided this area into distinct neighborhoods to a greater degree than appeared to him to be the case with other districts through which the South Shore passes. It is not obvious to us that the houses on the south side of 11<sup>th</sup> should be considered part of Elston Grove. Further, the south

Susan Weber, AICP May 31, 2017 Page 2

side of 11<sup>th</sup> seems to us to be the north edge of a less significant neighborhood than that which is found to the north of 11<sup>th</sup>. Accordingly, we disagree with the proposed expansion of the Elston Grove Historic District south of 11<sup>th</sup>.

#### First Christian Church

Although we do not believe this church building at 1102 Cedar Street (Indiana Historic Sites and Structures Inventory ["IHSSI"] No. 091-406-21081) should be considered a contributing property in and expanded Elston Grove Historic District, we think that it probably is individually eligible for the NRHP under Criterion C for it architecture, despite the fire damage. Sited prominently on a bend in 11th Street, the First Christian Church is more impressive when viewed as a whole, rather than as the sum of its façades. We also think the church building is distinctive in that this Spanish Mission Revival style house of worship was built by a Protestant congregation, rather than a Roman Catholic parish.

### St. Mary of the Immaculate Conception Church and related buildings

Although, as the HPR notes, a number of alterations have been made to St. Mary's Church at 406 West 10<sup>th</sup> Street (IHSSI No. 091-406-17032), we are not disagreeing with the HPR's recommendation that it be considered individually eligible for the NRHP. Earlier, however, we had been somewhat uncertain about the recommendation that there is not an eligible historic district consisting only of the church building, its rectory, the convent, St. Mary's School, and Marquette High School, despite the alterations that most of those buildings have incurred. It appears to us, however, that they all have been identified as contributing buildings within the NRHP-listed Haskell and Barker Historic District. Consequently, they have the same status as historic properties as if there were an eligible St. Mary's historic district.

### DeWolfe's Addition Historic District

We think that there is a plausible case for the NRHP-eligibility of this district under Criterion A, along the lines of the discussion of significance in the HPR. We are not as confident, however, that the district would be eligible under Criterion C. It appears that almost all of the buildings have been altered. Furthermore, although it has a different platting history, similar housing also exists for at least a couple of blocks south of Wall Street.

#### Bill's Body Shop

Although this building at 501 Chicago Street (IHSSI No. 091-406-21153) is very early example of a shed-type gas station, its integrity has been altered in at least a couple of major respects. As the HPR notes, there is a large, mid-twentieth century addition on the rear, which is larger than the original gas station building. Also, it appears that all of the casement windows on the sides may have been removed and replaced with walls of some kind. We do not believe Bill's Body Shop retains enough integrity to be considered NRHP-eligible under either Criterion A or Criterion C. Another former gas station identified in the HPR appears to us more likely to be eligible.

## Former gas station at 1004 Kentucky Street

Although the original part of this former gas station (IHSSI No. 091-406-21150) might not have been built as early as the original part of Bill's Body Shop, we think that this station has better overall integrity. The original part of this shed-type station probably dates from the 1920s, and the two-bay addition could date from as early as the 1930s. Except for the replacement of one of the two service doors on the addition, that addition, like the original part of the station, appears to retain reasonably good integrity. We think it would be eligible for the NRHP under Criterion C as an example of the shed-type gas station.

### Oscar and Irene Nelson Farmstead

We have changed our position regarding one property that was identified but was proposed not to be considered NRHP-eligible in the draft HPR for Segment 2 of 3 (Garnett, Barnes, and Morgau, 4/19/2017), the Oscar and Irene Nelson Farmstead (IHSSI No. 127-175-05015) at 217 West Dunes Highway in Porter County. In our May 16, 2017, letter to you, we had agreed with that HPR, for the purposes of the Section 106 review of this federal undertaking, that the only historic, above-ground properties within the area of potential effects are the Beverly Shores Railroad Station and Al & Sally's Motel at 3221 West Dunes Highway. Since then, however, we have realized that doing so misstated our previously-developed opinion of the eligibility of the Oscar and Irene Nelson Farmstead. Although a Multi-Property Documentation Form ("MPDF") for Swedish Properties in the area and related individual property nomination forms are still in draft form and are working their way through the nomination process, we believe at this time that the

Susan Weber, AlCP May 31, 2017 Page 3

Oscar and Irene Nelson Farmstead would be eligible for the NRHP under the terms of that MPDF. Consequently, we recommend that the final HPR indicate that the farmstead is NRHP-eligible.

If you have questions about archaeological matters, please contact Wade T. Tharp at (317) 232-1650 or wtharp1@dnr.in.gov. Questions about above-ground properties should be directed to John Carr at (317) 233-1949 or jcarr@dnr.in.gov.

In all future correspondence about NICTD Double Track NWI, please continue to refer to DHPA No. 19318.

Very truly yours,

Mitchell K. Zoll

Deputy State Historic Preservation Officer

MKZ:JLC:jlc

emc: Marisol Simón, Federal Transit Administration, Region V
Jay Ciavarella, Federal Transit Administration, Region V
Mark Assam, Federal Transit Administration, Region V
Susan Weber, AICP, Federal Transit Administration, Region V
Larry Buckel, Indiana Department of Transportation, Transit Office
Michael Noland, Northern Indiana Commuter Transportation District
John Parsons, Northern Indiana Commuter Transportation District
Nicole Barker, Northern Indiana Commuter Transportation District
Janice Reid, PTP, HDR, Inc.
Chad Blackwell, HDR, Inc.
Brandon Gabler, PhD, RPA, HDR, Inc.
Jeanne Barnes, HDR, Inc.
Vince Fore, Metric Environmental

Brandon Gabler, PhD, RPA, HDR, Inc.
Jeanne Barnes, HDR, Inc.
Vince Epps, Metric Environmental
Susan Castle, Metric Environmental
Charlotte Bramble, Metric Environmental
Thomas Cervone, Ph.D., Lochmueller Group
Matt Buffington, Indiana Department of Natural Resources, Division of Fish and Wildlife

Christie Stanifer, Indiana Department of Natural Resources, Division of Fish and Wildlife Stephanie Trapp, Indiana Department of Natural Resources, Division of Fish and Wildlife Erin Basiger, Indiana Department of Natural Resources, Division of Fish and Wildlife Michael Molnar, Indiana Department of Natural Resources, Division of Nature Preserves Mitchell Zoll, Indiana Department of Natural Resources, Division of Historic Preservation and Archaeology Chad Slider, Indiana Department of Natural Resources, Division of Historic Preservation and Archaeology Wade T. Tharp, Indiana Department of Natural Resources, Division of Historic Preservation and Archaeology John Carr, Indiana Department of Natural Resources, Division of Historic Preservation and Archaeology

May 31, 2017

Robert S. Harris 170 Red Sand Road Grand Junction, CO 81507 970-683-0858; via e-mail: <u>rharris18@law.du.edu</u>

Jay Ciavarella
Director of Office Planning and Program Development
U.S. Department of Transportation
Federal Transit Administration
200 West Adams Street, Suite 320
Chicago, IL 60606-5253

Re: Double-Track Project

Dear Mr. Ciavarella,

Attached to this letter are my comments on the NHPA Section 106 identification and preliminary eligibility determinations prepared by HDR for FTA consideration in connection with the Double Track Northwest Indiana Project (Project) of the Northern Indiana Commuter Transportation District (NICTD). Under 36 C.F.R. 800.2(5), I am an interested party with a legal relationship to an affected property. The Project is anticipated to affect my property at 515 Sheridan Avenue, Michigan City, Indiana, located at the southwest corner of the intersection of the NICTD right-of-way with Sheridan Avenue.

I have more than a fleeting interest in the Project. I produced a documentary film history of the railroad for PBS in 1979, Passengers Use Light at Night. I coauthored Moonlight in Duneland: The Illustrated Story of the Chicago South Shore and South Bend Railroad in 1998 (Indiana University Press). I own a portion of the vintage fleet of the South Shore Line passenger railcars including the only surviving wood interurban car, built in 1908 for the opening of the railroad. The wood car is in restoration and is nearly completed. I have an M.S. degree in Recreation, Park and Tourism Administration from Indiana University, Bloomington; currently I am a J.D. candidate, 2018, at the University of Denver. The attached comments express my concerns with the preliminary identification efforts and eligibility recommendations of HDR. My long-standing interests in the history of the South Shore Line are further described in my comments.

In addition to the attached comments, I incorporate the copy of the previously provided documentary film *Passengers Use Light at Night*, and the copies of photographs delivered to the FTA and other consulting parties on May 11, 2017 at the project site tour.

Many Thanks,

Robert S. Harris

**Enclosures:** 

Comments

Appendix A, (40 photos, previously provided)

Appendix B, spreadsheet of Insull railroads

Appendix C, (documentary film, previously provided)

# COMMENTS OF CONSULTING PARTY ROBERT S. HARRIS REGARDING THE SECTION 106 ELIGIBILITY REPORTS FOR THE NICTO DOUBLE TRACK NORTHWEST INDIANA PROJECT

# Dated as of May 31, 2017

The Double Track Northwest Indiana Project (Project), proposed by the Northern Indiana Commuter Transportation District (NICTD), will impact historic properties of the Chicago, South Shore and South Bend Railroad (South Shore Line) that meet the criteria for listing on the National Register of Historic Places. These comments are organized as follows:

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## A. Introduction

As the agencies know, under 54 U.S.C.A. §§ 300101 et seq., and 36 C.F.R. § 800 et seq. (collectively, Section 106), federal agencies must take into account the effects of their decisions (undertakings) on historic properties, attempt to resolve adverse effects, and afford the Advisory Council on Historic Preservation and opportunity to comment on the undertaking, effects determination and adverse effect resolution.

While the background of the NHPA is well known, sometimes the overriding policy is forgotten in the effort to tick the boxes on the Section 106 checklist. The agencies should remember that private properties and parties also fulfill an important role under the NHPA. For example, under 54 U.S.C.A. § 300101, it is the policy of the Federal Government, in cooperation with other nations and in partnership with States, local governments, private organizations and individuals, to, among other things:

contribute to the preservation of non-federally owned historic property and give maximum encouragement to organizations and individuals undertaking preservation by private means;. . .

encourage the public and private preservation and utilization of all usable elements of the Nation's historic built environment; . . . . [citation]

54 U.S.C.A. § 300101.

It was in service of this national policy that the Section 106 process was established. Under the NHPA and the Section 106 process, individuals and organizations with a demonstrated interest in the undertaking may participate as consulting parties due to the nature of their legal or economic relation to the undertaking or affected properties, or their concern with the undertaking's effects on historic properties. I was granted consulting party status for the Project's Section 106 consultation because of my demonstrated interest in the undertaking, my status as an affected landowner, and my long time interest in the historic South Shore Line and associated properties and contributing elements. More about my connection to the South Shore Line is included *infra* in Section B.

Because of faulty and outdated assumptions by the investigators performing the inventories and evaluation of eligibility (see Section D *infra*), significant properties, and perhaps a district, have not been adequately considered to date. Based on the information and analysis in these comments, I urge NICTD and FTA to determine that the entire historic South Shore Line (SSL), or at a minimum significant portions of it, are eligible for inclusion in the National Register of

<sup>1 36</sup> C.F.R. § 800.2(5) (2000).

Historic Places (NRHP). The SSL is eligible under criteria A, B and C, and potentially D. While specific comments regarding adverse effect are reserved for the appropriate time provided for the same, given the significant effects of the Project, it will have adverse effects not only on the properties identified by HDR, but on the SSL as a whole. Since the Project's adverse effects cannot be effectively avoided or minimized, the FTA and NICTD must consider significant and creative mitigation to conserve the history of the SSL. My initial recommendations for mitigation are contained in Section I.

## B. Statement of Interest of Consulting Party Robert S. Harris

I have been involved as a leader in preservation efforts for the SSL for over four decades. I likely know the history of the SSL better than anyone involved today, and am disheartened by the cursory treatment of the SSL in the HDR reports. While a decent summary, the significance of the SSL is given short shrift, and disregards documentary evidence and extant physical artifacts directly related to the SSL. Because such physical artifacts may be key to the future mitigation discussion, some privately-held assets are discussed below. In addition, it should be noted that NICTD has, consistently opposed any efforts at preserving the history and historic fabric of the SSL since NICTD's formation in 1977. Some of the obstacles created by NICTD are described in this section B of my comments. With the Double-Track project, NICTD has a chance to finally support the history of the SSL through significant mitigation efforts.

Creating a Film: In August, 1977, Michael Chmielewski, Jack Sweeney, and I proposed to WTTW, Chicago's PBS station, a film history of the South Shore Line with an emphasis on how the railroad shaped the Northwest Indiana community. Sweeney was an executive at Universal Recording in Chicago. Without Jack's help in making the studio available for our work, his strong sense of journalistic style for making documentaries, and his access to folks at WTTW, our work would have been impossible. WTTW accepted our proposal in September of 1977.

During September, I approached SSL, about obtaining the railroad's cooperation in access to their facilities, historical records, and employees for interviews. SSL declined to cooperate, and in fact shortly thereafter decided to implement a purge of old records. SSL had maintained a trash dump at the east edge of the Michigan City Shops property near Trail Creek. Through a friendship with a SSL motorman, I learned that as SSL was disposing of records in this informal trash dump, and that history-minded employees were retrieving them. Through this effort, I came into possession of photos and employee notes regarding this process of dumping and retrieval. I still have the photos and the notes.

Aside from unsuccessful efforts to engage SSL in cooperation, I worked through other relationships to obtain historical information on the SSL. For

example, I was able to borrow a set of 25 of the famous South Shore Line advertising posters from my friend Chuck Tauscher. Much later, the posters were the subject of a book I co-authored, *Moonlight in Duneland* (Indiana University Press, 1997). Later in 2004, these twenty-five South Shore Line posters, thirty-five North Shore Line posters, and one Sunset Lines poster were purchased and are now at the Calumet Regional Archives at Indiana University Northwest in their permanent collection of Insull company ephemera. The posters are a significant resource (See J.J. Sedalmaier's website at http://www.printmag.com/design-inspiration/a-true-visionary-gives-chicago-a-landmark-branding-campaign-circa-1920-30/).

I was also fortunate to be able to interview Samuel Insull, Jr. I was working at Merrill Lynch, Pierce, Fenner & Smith on the Chicago Board Options Exchange (CBOE) while working nights and weekends on the film. Sam Jr. had an office just a couple of streets north of the CBOE on LaSalle. Chmielewski and I knocked on Insull's office door early in 1978, and found him to be approachable and charming. For months, Chmielewski and I went to Insull's office just about every other Thursday afternoon for interviews. The South Shore Line was the first project that Insull Sr. had given to Junior, and Junior was real proud of that. In 1979 the film, Passengers Use Light at Night, was completed and headed to air-time on WTTW Chicago, WYIN Gary, and WNIT South Bend. A DVD copy of the film has been submitted to Susan Weber of the FTA as part of these comments. (Should other consulting parties desire a DVD of this copyrighted work, I will make these available.)

During the course of making the film, I was introduced to several folks active in the efforts to save the South Shore Line passenger service. A few deserve a mention. Fran Piest, Grace Doderlein, Pat Moody, and Robert Winkler ran a nonprofit called SOSS – Save Our South Shore, headquartered at 1101 Franklin Street, Michigan City. John Laue worked with Lois Weisberg at Business and Professional People in the Public Interest, a think-tank of sorts in Chicago that I understood had deep ties to the Daley family. Laue and Weisberg ran an effort called South Shore Recreation to promote the use of the South Shore Line for recreational trips to the Indiana Dunes Country, the Michigan Wine Country, and just about any other attraction of note within easy reach of the South Shore Line.

Acquiring SSL Cars: Through my relationships with then current, now former, SSL workers, I learned of a "special" South Shore Line car, a parlor-observation-buffet, #351, that had wandered off to the Gaspe Peninsula of Quebec. I thought that perhaps car #351 could be made Amtrak-compatible and would make a great private car for use behind the California Zephyr on rides through Colorado. I made inquiries as to whether car #351 might be hiding in a barn somewhere, and indeed it was. Literally, in a barn. The Canada & Gulf Terminal Railroad had it stored in a wood carbarn after having removed it from passenger service in 1977. Car #351 was for sale.

Colleagues went to look at the car and what they found was compelling. Car #351 had been modified for use as a coach-baggage-caboose, but had been well-maintained. Besides, car #351 was the only one of its kind left. I put in an offer of \$1000, and was awarded car #351. This was January of 1980. Within a couple of weeks this good news turned sour as Canadian National Railways refused to move the car on account of the condition of the wheels, so I cancelled my purchase of car #351.

Meanwhile, Laue became an aide to Congressman Adam Benjamin, the representative from the 1st Congressional District of Indiana. Laue seemed fascinated with my difficulties with car #351. In October of 1981, Laue introduced me to assistant superintendent of the Indiana Dunes National Lakeshore (INDU), Steve Whitesell. Whitesell and superintendent James Whitehouse had plans to preserve the history of the South Shore Line. These plans included a South Shore Line interpretive center near the La Porte – Porter County Line Road (designed in 1980) and operation of the vintage railcars between local communities and INDU sites including Michigan City to Mt. Baldy and Gary to West Beach. Historically, both Mt. Baldy and West Beach had rail lines into them for sand mining. NPS had already bought additional right-of-way for the line from West Beach to the intersection of Indiana State Road 51, U.S. Highway 20, and the interchange with I-90/94. What NPS lacked was an authorization and appropriation to buy the vintage cars as they came out of service.

In late 1981, the South Shore Line had eight cars out of service and stripped of usable parts at the Michigan City Shops. Of the out-of-service cars, four were "stretched" cars that had been removed from service for structural analysis done by LTK. The other four were "short" cars, little or never modified from when they were built in 1926 and 1929. NPS wanted the short cars preserved and offered to assist me with acquisition and a lease of the equipment once NPS had funds available for restoration.

Once again, I contacted the South Shore Line. An official with the SSL explained that he had made an agreement with NICTD, at NICTD's direction, that none of the vintage railcars would be preserved; all were to be scrapped. Four years prior, this official, SSL president Albert W. Dudley testified to the ICC that the vintage cars were historic and that he would see to it that the SSL would make donations of the equipment to appropriate railroad museums. Dudley said that he was very sorry, but given NICTD's attitude there was nothing he could do.

I took this conversation to Laue, who told me that Barbara Waxman, another Benjamin aide, would handle it from there. Waxman sent a terse letter to Dudley explaining that yes, he was to sell any of the cars desired by NPS to me. Soon thereafter, I received a letter from Dudley explaining how the donation of the eight cars would work. I called Dudley back to explain that I could only use the four short cars. He said that under those circumstances, he would expect a cash offer, any

reasonable amount that I could come up with. I offered to pay \$500 for all four cars and Dudley quickly accepted. I received confirmation by mail early in November, 1981, and began removal of all four cars by highway truck soon thereafter.

After the cars were removed, NPS asked me to write up the nomination of the South Shore Line to the National Register of Historic Places. I contacted my friend Eric T. Bronsky, who worked as a model maker for the City for Chicago engineering department. Eric had a strong background in the cultural history of the City, in part because of the historical interests of his boss, city architect Jerry Butler (Butler had pushed for the restoration of Navy Pier with Colonel Jack Riley, the City's director of special events; Weisberg would eventually get Riley's job with the City). Bronsky thought that he could write the narrative with help from me.

**Opposition by NICTD to SSL Nomination:** Both the South Shore Line and NICTD viewed a National Register nomination as completely disruptive of their plans to turn the South Shore Line into a modern railroad. At the Indiana hearing, Dudley told the folks on the Indiana Professional State Consulting Committee panel hearing our case that he felt insulted by having to go through this process with me because he had "damn near donated four old cars to [Harris]."

Back to Canada: During 1982, I began to rethink my decision to cancel the purchase of car #351. But in the two years since I had canceled my purchase, car #351 had been sold to a scrap dealer in Matane, Quebec. The scrap dealer informed me that he had scrapped the trucks, but sold the body to a friend who had lost his home to a fire. Louis Ouellet had no fire insurance and he needed cheap housing quick. This time, I went to Quebec to meet with Ouellet. What was left of car #351 was compelling — Ouellet had restored the walnut interior of car #351 to what it looked like when it was built in 1927. Ouellet wanted a high price for car #351, but I agreed to make payments for him on a brand new mobile home.

It took another decade to pay off the mobile home and get the carbody of #351 back to Indiana, but car #351 sits inside "B" building at my yard in Michigan City. I bought a set of identical trucks from a railroad in Wisconsin. I started on the restoration of #351 in 2001. We got just far enough with car #351 to figure out the better restoration project was car #73.

The history of car #73 is recounted elsewhere in Section G. Here, I would like to describe how car #73 got away from Stephen Rhue, a Chicago cop who had bought it for a summer cottage. William C. Janssen was the retired head of the South Shore Line electrical engineering department who had been around so long he remembered when car #73 was moved to the lot at Ruth and Karwick in Michigan City to be used as cheap Depression-era housing in 1941. Janssen even had pictures of the move, and he wanted me to know where the car was. In 1985, I found Rhue through ad valorem tax records.

Rhue was willing to sell the car and he was certain that car #73 was worth \$250,000. Rhue knew that NPS had reproduction streetcars built for NPS at Lowell, Massachusetts, that cost that much. I informed Rhue that the cars at Lowell were complete and operable brand-new streetcars and that it would cost at least \$250,000 to restore the body of #73, and at that it will still not run. In a later telephone call I offered Rhue \$4,000 for the property which was refused. In 1994, John Chalikian, a jeweler and sometime real estate investor in Michigan City picked up car #73 and the lot it was sitting on for less than \$2,000 in back taxes. I paid Chalikian \$3,700 for car #73 and he kept the lot.

Master's Project: I returned to school in 1993 and was awarded a Master's degree in Recreation, Park & Tourism Studies from Indiana University, Bloomington in 1994. I focused my Master's Project on studying the alternatives for a vintage trolley project using the vintage South Shore Line cars in Northwest Indiana, and the merit and worth of such a project.

During the course of the work I interviewed community leaders from NICTD, NPS, the Indiana Department of Natural Resources, convention and visitors' bureaus, mayors, town councilmen and women, and county commissioners from Lake, Porter, La Porte, and St. Joseph counties. In one particularly notable meeting, Joe Crnkovich and John Parsons from NICTD told me that if I wanted this to happen, let it be no closer than 50 miles from any spot on the South Shore Line.

Despite this, Michigan City Mayor Bob Behler showed great interest in the project. During 1996, Behler and I discussed applying for an ISTEA grant to begin the first phase of the project originally proposed in the Indiana Coastal Zone Management Study of 1980. The City Council approved the application that year, and the grant for \$789,000 was approved by the Indiana Department of Transportation. Behler's successor, Sheila Bergerson-Brillson, did not share mayor Behler's interest in the project. Although she met with me and supporters from NPS, the city council, and Chamber of Commerce president Bradley Allamong on numerous occasions. Bergerson-Brillson concluded that the project was a waste of money (none of which came from the City – Norfolk Southern and the Northern Indiana Public Service Company supplied the local match, and it was already paid). Instead, Bergerson-Brillson returned the ISTEA grant money to the federal government.

Early in 2001, I met with Dale Engquist, the superintendent of INDU. Engquist had taken over from Whitehouse at his retirement in 1983. Engquist agreed to support my efforts for South Shore Line preservation. Engquist reached out to Rory Robinson of the NPS Rivers, Trails, and Conservation Assistance Program. Robinson and I embarked on a broad stakeholder engagement process. John Hankey, the curator of the Baltimore and Ohio Railroad Museum, and Walter Gray, the superintendent of the California State Railroad Museum were the first to speak at our scoping meeting held in the Spring of 2001. One person from NICTD,

board member William Carmichael representing Porter County, attended out of some sixty attendees curious to see what we were offering.

The consensus among the attendees was that the South Shore Line was worthy of being a "90-Mile Museum." The first community that wanted an actual museum site as part of the project was the City of Gary. The City was burdened then (and now) with an abandoned hotel at the intersection of two F.A.P. highways, U.S. 12/20 and two interstate highways, I-65 and I-94. This site was useful as a railroad museum as it is adjacent to the SSL at Goff and had unrivaled highway access.

The City of Gary told us that they had \$75,000 available for architecture and museum design and that they wanted to spend it with famed architect and author Robert Venturi (*Learning from Las Vegas*, MIT Press, 1972) of Cincinnati. Meetings in Cincinnati and Gary went well, and with the help of artist (and then South Shore Line motorman) Mitch Markovitz, a plan for the museum began to take shape. Regardless of the City of Gary's commitment, Venturi sent me personally a bill for his work. I still do not know what happened to the City's commitment to pay Venturi.

Hankey and I also met with Mike Wagenbach, superintendent of the former Pullman factory in Chicago, then a State of Illinois Historic Site (named a National Monument by President Obama in 2015). The South Shore Line cars from 1926 and 1927 were built at Pullman, and The Chicago, Lake Shore and South Bend Railway terminal had been across from Cottage Grove Avenue from the factory complex. Wagenbach told us that the State of Illinois had no money, but he had a strong desire to see at least one car displayed there.

Engquist, the Porter County Convention & Visitor Bureau (now Indiana Dunes Tourism), and the Indiana Dunes State Park were exploring the idea of a joint visitor center and tourism office on Indiana State Road 49 near the interchange with I-94. As part of the proposal, Engquist pushed for a display building for one of the NPS restored cars. Although the rest of the visitor complex is now complete, the idea to display one of the South Shore Line cars never materialized. When this small effort stalled, the State of Indiana proposed displaying one of the NPS restored cars at the Indiana Dunes State Park nature center. Nothing came of this either.

A few other minor proposals came and went, and to try to spur things on, I hired Speros Batistatos for a stint as executive director of our nonprofit—the South Shore Line Heritage Foundation. Batistatos had great relationships in Northwest Indiana, including with Dean White of Whiteco Industries. White believed that a museum in Michigan City was a great idea, and he pushed for the former Nickel Plate Road roundhouse in Michigan City, this located across the street from the Blue Chip Casino. To build support for the project, I arranged a trip to the vintage

trolley operation in Ybor City, Tampa, Florida, for any community leaders who wished to go. About twenty folks from La Porte County went to Tampa with me. When Batistatos left the non-profit, these efforts failed to materialize.

In 2005, the INDU staff were becoming tired of seeking storage for South Shore Line cars. Between NPS and I, we had eight cars at the Indiana Rail Road (IRR) yard in Indianapolis, and IRR owner Tom Hoback was tired of having them there. I got a call one morning from INDU historical architect Judy Collins in which she stated that she and facilities manager Bob Daum had decided that all of the NPS South Shore Line cars had to be deaccessioned. I drove over to their office to investigate further. Collins echoed NICTD when she told me that she would see to it that the only way she would ever permit this project to proceed was if it was no closer than 50 miles from INDU. Collins then suggested South Bend, Indiana (35 miles away). I figured at that point the effort to involve NPS in what had been their project was at an end.

At the time, NPS had no process for deaccessioning the railcars, but soon established one. One of the NPS South Shore Line cars, #201, was stored at the Whitewater Valley Railroad (WVR) in Connersville, Indiana. Car #201 had never been maintained. In the hot, humid summers of southern Indiana, car #201 had turned into a greenhouse of sorts; it was hard to believe what was growing in it. Collins wanted to use car #201 as a test case by deaccessioning it to WVR. Once it was out of the hands of NPS, WVR could figure out what to do with it.

My immediate problem was small: NPS owed me parts. Anytime anything went wrong with the NPS cars such as a broken coupler from rough handling in a car move, somehow I was expected to come to the rescue. Sometimes Daum would gripe that there was no money such as during the NPS budget austerity, and then I "loan" couplers and other items to NPS. At other times, Norfolk Southern, Conrail, CSX, or the Grand Trunk Western or whoever had damaged the cars would pay the claim, and I would get paid. I told Collins that before car #201 was deaccessioned, I wanted the return of two couplers. Collins agreed. I contacted WVR and told them of the arrangement. They were fine with it, and asked me if I could scrap the car for them as they had no interest in it. I agreed. It was the lucky thirteenth South Shore Line car to be scrapped by me.

Collins got the deaccessioning done and then she asked me if she could help scrap car #201. Collins had no experience with a cutting torch, but I said certainly. After all, I carry insurance for this sort of thing. In September 2010 I received several e-mails from Collins in fairly quick succession. An e-mail received from Collins on the 12th of October had a demand that I return car #201 to NPS. I reminded Collins that she deaccessioned the car to WVR and not to me, and that she actually wielded a cutting torch in the destruction of the car.

Michigan City Prospects: During May of 2008, I was contacted by Richard Murphy, then a councilman in Michigan City. He had heard me speak of the project and he seemed fascinated that just 60 miles the other side of Chicago, Kenosha Area Transit (KAT) in Wisconsin had completed a vintage trolley transit circulator project as a successful means of redeveloping an industrial brownfield that had once been home to Nash, Rambler, American Motors, and finally abandoned by Chrysler.

I had always assumed that one of the two proposals that NICTD had made to move the South Shore Line off 10th and 11th streets in Michigan City would go forward at some point. The one to the north would use South Shore Line, Amtrak, and former Norfolk Southern rights-of-way to bypass the street running. The right-of-way to the south had been purchased by Insull in 1927 and at least a portion of I believed was still owned by NICTD. When I took Murphy to Kenosha to meet with Len Brandrup, the head of KAT, I proposed to Murphy a similar transit circulator project with a connection to the new NICTD station wherever it might be located. Further, both Brandrup and I explained to Murphy how retaining a portion of the street running on 10th and 11th streets could be made charming and spur redevelopment as it had in Kenosha.

#### C. Short History of the South Shore Line

The Double Track Northwest Indiana Project will impact historic properties of the Chicago, South Shore and South Bend Railroad (South Shore Line) that meet the criteria for listing on the National Register of Historic Places. To put the South Shore Line story in context, its history follows:

# BOTH FIRST & LAST: A BRIEF HISTORY OF THE SOUTH SHORE LINE

The South Shore Line is an electric interurban railroad. The interurbans were a common element of North American transportation first conceived as extensions of street railways in the 1890s as a means of using the then new electric railway technology to provide transportation for rural residents to urban areas.<sup>2</sup>

Most street railways in the 1870s used animal power for locomotion. An equine influenza epidemic, The Great Epizootic of 1872, incentivized 27 American cities to convert to a system of fixed location steam engines pulling a cable through a slot in their streets to tow "cable" streetcars at a fixed speed.<sup>3</sup> But at its peak, there were only 305 miles of urban cable car track so equipped.<sup>4</sup> After Thomas Edison's invention of the light bulb in 1879, his experiments in central station

<sup>&</sup>lt;sup>2</sup> George W. Hilton & John F. Due, The Electric Interurban Railways in America 8, (1st ed. 1960).

<sup>&</sup>lt;sup>3</sup> *Id.* at 4-5.

<sup>&</sup>lt;sup>4</sup> George W. Hilton, The Cable Car in America 158 (1st ed. 1971).

electric power generation at Pearl Street in Manhattan offered the potential to provide adequate power to electrify street railways.<sup>5</sup>

After the perfection of the central station in 1882, experiments in the control of electric motors for street railway use were possible. Charles J. Van Depoele and Leo Daft were soon exhibiting experimental railways in several North American cities; the Van Depoele operation at South Bend, Indiana, in 1885 was reported to be the first commercial electric trolley line operated in a city street.<sup>6</sup> Advances in control and motor mounting technologies made by Frank J. Sprague at Richmond, Virginia, in 1888 perfected the systems of street railways.<sup>7</sup>

At the time of Sprague's success at Richmond, there was an unmet demand for transportation by increasingly wealthy and literate farmers most notably in the Midwestern states of Ohio, Michigan, and Indiana.<sup>8</sup> Transportation options in rural areas were few at the turn of the century, the most common being the personal transportation of the horse and buggy with its limitations on speed and distance. Steam railroads ran trains infrequently, usually daily, and stopped only in towns. Steam boats stopped anywhere needed, but were slow and available only on navigable streams.<sup>9</sup> To meet the demand for frequent rural transportation, street railways built extensions into farm country; Leo Daft's 1887 street railway installation at St. Catherines, Ontario, was the first.<sup>10</sup> Pioneering lines built in 1893, one in Ohio and the other in Oregon, were the first to obtain technological success.<sup>11</sup>

Interurbans were distinguished from the steam railroads by these elements:

- 1) electric power,
- 2) an emphasis on passenger service,
- 3) equipment that was faster and heavier than city streetcars, and
- 4) operation on private rights-of-way or at the side of highways in rural areas, but on public streets in cities.<sup>12</sup>

The interurbans were a significant step in the development of transportation in the United States and Canada because of the convenience that they brought to rural travelers by offering frequent service. Henry A. Everett was among the first

<sup>&</sup>lt;sup>5</sup> Robert L. Bradley, Jr., Edison to Enron: Energy Markets and Political Strategies 46 (2011)

<sup>&</sup>lt;sup>6</sup> Electric Railway Work in America Prior to 1888, 24 St. Ry. J. 559, 560 (1904).

<sup>&</sup>lt;sup>7</sup> Frank J. Sprague, Some Personal Experiences, 24 St. Ry. J. 566, 570 (1904).

<sup>8</sup> Hilton & Due at 7-8.

<sup>&</sup>lt;sup>9</sup> Id. at 8.

<sup>10</sup> Id. at 9.

<sup>11</sup> Id. at 9.

<sup>12</sup> Id. at 9.

interurban promoters in the United States, having built the Akron, Bedford & Cleveland in 1895. Everett understood how convenience influenced speed:

There is, of course, a very material difference in the running time between the steam roads and the electrics, but we find that a number of our patrons prefer the trolley because of the frequency of the cars, which enables them in many cases to reach their destination more quickly than if they waited for the steam train.<sup>13</sup>

In an auto-centric culture it is hard to imagine how this was an improvement over the transportation system that existed in the 1890s. Before the coming of the interurbans, a trip for a rural resident to a nearby city was often a two-day ordeal limited by the tyranny of the once-a-day service offered by the steam railroads. The interurbans generally offered hourly service. A farm couple headed to shopping on the interurban could ride to an urban downtown shopping area, shop for a couple of hours, and return home before dinner. Traveling salesmen could visit four or five towns in a day rather than the two that were possible previously. On-line package delivery on the interurbans was much faster than anything offered before: one could order quickly needed items over the telephone from say, Sears, Roebuck & Co., and have them delivered the same day. In the 21st Century you can call FedEx and the best you can do is have it delivered the *next* day. The high-speed interurbans were so fast that milk was often safely shipped unrefrigerated.

Most of the interurbans were built in two great booms, the first ending in 1904 because of the effects of the Rich Man's Panic of 1903, the other ending in 1908 impacted to an even greater extent by the Banker's Panic of 1907. Ohio had the greatest interurban mileage, and Indiana had the most complete network. Other large interurban networks developed in Michigan, Illinois, Wisconsin, Iowa, Texas, Utah, California, Oregon, Washington, Ontario, and British Columbia. By the time the last interurban was constructed in 1927, there were interurbans in forty-one U.S. states and five Canadian provinces. At its peak, there were 16,100 miles of interurban railroads in the United States alone.

The earliest predecessor of the South Shore Line was the Chicago & Indiana Air Line Railway (Air Line). At its formation on November 30, 1901, the Air Line was controlled by Frank and James Seagrave, brothers from Toledo, Ohio, who had envisioned an electrically operated freight and passenger railroad from Toledo to Chicago, Illinois. The Seagrave brothers had completed their Toledo and Western

<sup>&</sup>lt;sup>13</sup> Henry A. Everett, The Development of the Electric Interurban Railway, 24 St. Ry. J. 548 (1904).

<sup>&</sup>lt;sup>14</sup> Hilton & Due at 91.

<sup>&</sup>lt;sup>15</sup> *Id.* at 126-127.

 $<sup>^{16}</sup>$  Id. at 25, 33.

<sup>17</sup> Id. at 41.

<sup>&</sup>lt;sup>18</sup> *Id.* tabulated from data at 255-423.

<sup>&</sup>lt;sup>19</sup> *Id*. at 33.

Railroad mainline across the former Black Swamp from Toledo to Pioneer, Ohio, in an area that otherwise had no direct rail service to Toledo. A branch was constructed from Sylvania, Ohio, to Adrian, Michigan.<sup>20</sup> The Seagraves' anticipated that they would build west to Goshen, Indiana, where they would obtain trackage rights from the Indiana Electric Railroad Company (later the Chicago, South Bend and Northern Indiana; successor company to that first commercial electric trolley line) to South Bend where it would connect with the Air Line for Chicago.<sup>21</sup>

Financing to complete the railroad was announced on January 17, 1903.<sup>22</sup>
Property acquisition and engineering from South Bend west to the St. Joseph –
LaPorte county line was completed within the year.<sup>23</sup> The Seagraves' also obtained franchises for operation in the streets of South Bend, New Carlisle, and Michigan City. The Seagraves' began street railway operations at East Chicago during September, 1903.<sup>24</sup> Grading for the railroad was begun in St. Joseph County during 1903, but the Rich Man's Panic put an end to the work and apparently the Seagraves' interest in the company.<sup>25</sup>

The historical significance of the Seagraves' effort in developing what would become the South Shore Line was that in 1903 there was no business model for a short line regional high-speed electrified railroad handling freight and passengers. Economic historians George Hilton and John Due noted in their history of the interurbans that the Seagraves' effort was probably the first. But for the Panic of 1903, the Seagraves' would have likely completed what is recognized today as a regional high-speed electrified railroad from Toledo to Chicago. The business model of regional electrified high-speed rail for passengers is still relevant as it is seen in the current public sector project in California (California High-Speed Rail), as well as in the private sector project in Texas (Texas Central Railway).

The directors of the Air Line voted for a corporate name change on July 30, 1904: The Chicago, Lake Shore and South Bend Railway Company (South Shore Lines).<sup>27</sup> In 1907, with the easing of monetary pressures, property acquisition, engineering, and construction began again under the direction of a new promoter, James B. Hanna.<sup>28</sup> Although the scope of the project was then limited to a rail line

<sup>&</sup>lt;sup>20</sup> George S. Davis, The Interurban Electric Railways of Ohio, 18 St. Ry. J. 107, 113 (1901).

<sup>&</sup>lt;sup>21</sup> From Toledo to Chicago, 21 St. Ry. J. 132 (1903)

 $<sup>^{22}</sup>$  Id.

<sup>&</sup>lt;sup>23</sup> The Chicago, Lake Shore and South Bend Railway Company Right-of-Way Maps, 1911 (showing parcels with transaction dates).

<sup>&</sup>lt;sup>24</sup> William D. Middleton, South Shore: The Last Interurban 10 (1st ed. 1970).

 $<sup>^{25}</sup>$  Profile - Chicago, Lake Shore & South Bend Railway – South Bend to Hammond (showing dates of engineering and grading, but the overall date of this antique document is not legible).

<sup>&</sup>lt;sup>26</sup> Hilton & Due, supra note 1, at 264

<sup>&</sup>lt;sup>27</sup> Jay Samuel Hartt, Central Electric Railfan's Association Address (1962).

<sup>&</sup>lt;sup>28</sup> Contracts and Contracts, 2 Elec. Traction Weekly 44, 47 (1906); An Important Road Contemplated for Indiana, 28 St. Ry. J. 151 (1906).

from Chicago to South Bend, the business model posited by the Seagraves' remained.

The first phase of construction from South Bend to Michigan City was completed and in scheduled service on July 1, 1908. The remainder of the line from Michigan City to Hammond was in service on September 6, 1908,<sup>29</sup> only twenty-one days before the first Ford Model T automobile left the Piquette Avenue Plant in Detroit.<sup>30</sup> Not only was the South Shore Lines embroiled in a transportation war with the automobile, but it was also unwittingly embroiled in the War of the Currents waged by Thomas Edison and George Westinghouse. Edison famously clung to his original direct current system, while Westinghouse embraced the alternating current system developed by Nikola Tesla.<sup>31</sup> The South Shore Lines unwisely chose the Westinghouse system.

Some twenty other interurbans adopted the Westinghouse system, most between 1904 and 1908. The alternating current system was not perfected however, and nearly all the lines operating with it were quickly converted to direct current, some in as little as three years. The South Shore Lines never found itself in a financial position to convert to direct current despite the high expense of maintaining the alternating current system.<sup>32</sup>

The South Shore Lines found itself in financial difficulty from the start, as passenger revenues were insufficient to cover the railway's bonded indebtedness. This was exacerbated by claims resulting from two head-on wrecks in 1909 that resulted in a legislative mandate to install a costly block signal system.<sup>33, 34, 35</sup> Despite these setbacks, service had been extended to Pullman on Chicago's South Side on April 4, 1909.<sup>36</sup> An agreement with the Illinois Central Railroad dated May 25, 1912, called for non-motorized trail coaches to be attached to trains originating in Gary to be hauled by steam locomotives for the run to Randolph Street near Chicago's Loop.<sup>37</sup>

Attempting to overcome inadequate earnings, the South Shore Lines made every effort to develop freight service in 1916,38 and an excursion business to bring Chicagoans to the Indiana Dunes, the amusement park at Michigan City, and the Casino at Hudson Lake. The most significant of the rail excursions to the

<sup>&</sup>lt;sup>29</sup> Norman Carlson, Chicago South Shore & South Bend Railroad: How the Medal Was Won, 10 (1985)

<sup>&</sup>lt;sup>30</sup> Ford Model T, https://en.wikipedia.org/wiki/Ford\_Model\_T (last visited Mar. 26, 2017).

<sup>31</sup> Margaret Cheney & Robert Uth, Tesla: Master of Lightning 23-33 (1999).

<sup>&</sup>lt;sup>32</sup> Hilton & Due at 62

<sup>33</sup> Traffic and Transportation, 33 Elec. Ry. J. 853, 854 (1909).

<sup>&</sup>lt;sup>34</sup> Traffic and Transportation, 33 Elec. Ry. J. 1178, 1179 (1909).

<sup>35</sup> Middleton at 14.

<sup>36</sup> The Chicago, Lake Shore & South Bend Railway, 33 Elec. Ry. J. 674 (1909)

<sup>&</sup>lt;sup>37</sup> Interline Steam and Electric Service Between Chicago and Gary, 39 Elec. Ry. J. 925 (1912).

<sup>&</sup>lt;sup>38</sup> High Lights of History of the South Shore Line Transportation Department 14 (1926).

development of Northwest Indiana were the regular outings of the Prairie Club of Chicago on the South Shore Lines that began in 1909.<sup>39</sup> The access to the Dunes that the South Shore Lines provided to the Prairie Club led the members to erect cabins in the Dunes. With assistance from Stephen Tyng Mather, the first director of the National Park Service, The Prairie Club soon waged a lobbying campaign for the creation of a Sand Dunes National Park that for a time was unsuccessful, but did culminate in the opening of the Indiana Dunes State Park in 1925. Congressional authorization of a National Park Service unit in the Dunes in 1966 resulted in the Indiana Dunes National Lakeshore.<sup>40</sup>

In 1925, the Cleveland Trust Company still held the original construction bonds of the South Shore Lines in the amount of \$9,500,000.41 Earlier, in 1924, Samuel Insull, a utilities developer who had electric and gas utility investments throughout much of the United States sought a means of developing a new customer base with a balanced electrical load in the Indiana Dunes country.42 After investigating both the South Shore Lines and the Chicago, South Bend and Northern Indiana, Insull had the South Shore Lines appraised. Based upon the depreciated appraised value of \$6,463,076,43 and with a commitment to invest \$2,500,000 in the property, Insull purchased the original construction debt from Cleveland Trust in exchange for 6% noncumulative debentures. Insull controlled a 60% majority stock interest in the new company. The closing of the transaction took place on June 29, 1925, six days after Insull formed the Chicago, South Shore and South Bend Railroad Company (South Shore Line).44

Insull placed the South Shore Line under the ownership of his Midland Utilities Company. Rehabilitation of the South Shore Line included replacing the alternating current power supply with direct current, replacing all of the passenger and freight rolling stock, upgrading stations in South Bend, Gary, and Hammond, and constructing new stations at Michigan City, Beverly Shores, and Lake Shore. The new stations were architected by Arthur U. Gerber in Beaux-Arts and Spanish Mission styles used for other interurbans in the Insull corporate family, the Chicago, Aurora & Elgin Railroad (Sunset Lines) and the Chicago North Shore & Milwaukee Railroad (North Shore Line).45

A new shop building was constructed at Michigan City.<sup>46</sup> Block signal systems were rewired and set up as three-color light signals, replacing the

<sup>&</sup>lt;sup>39</sup> Cathy Jean Maloney, The Prairie Club of Chicago 14 (2001).

<sup>40</sup> Id. at 63.

<sup>&</sup>lt;sup>41</sup> James Walker, Cost of Reproduction and Cost of Reproduction Less Accrued Depreciation as of May 1, 1925 Based on Prices Prevailing at Time of Appraisal of the Property of The Chicago, Lake Shore and South Bend Railway Company in Indiana 2 (1925).

<sup>&</sup>lt;sup>42</sup> Samuel Insull, The Memoirs of Samuel Insull: An Autobiography 180-81 (1992).

<sup>&</sup>lt;sup>43</sup> Id. at Cover Letter.

<sup>44</sup> Carlson at 9, 63.

<sup>45</sup> South Shore Line Rehabilitated, 70 Elec. Ry. J. 218, 218-20 (1927).

<sup>&</sup>lt;sup>46</sup> New South Shore Line Shops, The Pantagraph, Dec., 1930, at 2.

semaphore arms installed with the original equipment in 1913.<sup>47</sup> The replacement of the overhead catenary trolley wire system that was installed in 1908 was begun in a process that still continues today.<sup>48</sup> Most significant to passenger convenience, an agreement with the Illinois Central Railroad allowed all South Shore Line trains to operate electrically through to Randolph Street and Michigan Boulevard near Chicago's Loop.

Insull's companies promoted community development through joint bureaus headquartered in Chicago: the Outing and Recreation Bureau and the Own Your Home Bureau. Through these bureaus, tourism and home ownership in the Dunes country and all along the South Shore Line were vigorously promoted using a series of award-winning posters and brochures.<sup>49</sup>

Working with real estate developers Frederick and Robert Bartlett, the land sections along the railroad between the Indiana Dunes State Park and Michigan City were subdivided for residential development.<sup>50</sup> <sup>51</sup> Concurrently, the South Shore Line planned a spur line to a new rail terminal in the Indiana Dunes State Park adjacent to the Pavilion at the beach.<sup>52</sup> The spur line project was not completed and later the land for it was donated to the State of Indiana for a new state park entrance road that is now designated Indiana State Road 49.

The fortunes of the South Shore Line dramatically improved under the Insull management; the trade press of the time hailed the resulting success as ground-breaking.<sup>53</sup> The success of the South Shore Line came at a time when the interurban industry overall was failing from the effects of competition from that Ford Model T automobile and the coming of the paved highway through the Federal Aid Highway Act of 1921.

In 1925, the year that Insull bought the South Shore Lines, a tremendous surge in interurban abandonments had begun. The states with the largest interurban mileage at the end of the interurban construction booms were Ohio, Michigan, and Indiana. The network in Michigan was gone by 1929 and the network in western Ohio was abandoned in 1932. Most of the remaining Ohio interurban mileage vanished in 1939, and the interurbans in central Indiana ran their last miles in 1941, putting an end to the Midwest interurban network.<sup>54</sup>

<sup>&</sup>lt;sup>47</sup> Electric Railways of Indiana: Bulletin 104, I-19 (1960).

<sup>&</sup>lt;sup>48</sup> L.W. Birch, *High Current Capacity with Exceptional Flexibility Feature of Catenary*, 68 Elec. Ry. J., 965, 965-67 (1926).

<sup>&</sup>lt;sup>49</sup> Bob Harris, Moonlight in Duneland: The Illustrated Story of the Chicago South Shore and South Bend Railroad 21-26 (Ronald D. Cohen & Stephen G. McShane eds., 1st ed. 1998).

<sup>&</sup>lt;sup>50</sup> Cynthia L. Ogorek, Along the Chicago South Shore & South Bend Rail Line, 67 (2012).

<sup>&</sup>lt;sup>51</sup> Homesites Abound Along South Shore, South Shore Lines, Mar., 1928, at 3.

<sup>52</sup> Carlson at 125.

<sup>&</sup>lt;sup>53</sup> Rehabilitation Brings Results on the South Shore Line, 70 Elec. Ry. J. 852, 852-56 (1927).

<sup>&</sup>lt;sup>54</sup> Hilton & Due at 214-26.

There were areas where the interurban remained relevant for rural and suburban to urban transportation into the early 1950s, notably around Chicago; Milwaukee; St. Louis; Des Moines and Cedar Rapids in Iowa; Salt Lake City; Los Angeles; Portland, Oregon; Winnipeg, Manitoba; and Vancouver, British Columbia (no corresponding interurban networks had developed around eastern cities except Baltimore and Washington; the last of these interurbans were given up in 1950). Most of the remaining interurbans failed in the last years of the 1950s; all were gone except the South Shore Line on the morning of January 21, 1963.

The success of the South Shore Line is notable and of historic significance. By way of fair comparison, the South Shore Line's success can reasonably be viewed in the light of the history of its sister interurbans radiating from Chicago, the Sunset Lines and the North Shore Line. The Sunset Lines went into receivership on July 21, 1932; the North Shore Line on September 30, 1932; and the South Shore Line on September 28, 1933. The South Shore Line was reorganized in 1938 after only five years in receivership. The Sunset Lines and the North Shore Line each spent fourteen years in receivership; both were reorganized in 1946.

Factors critical to the success of the South Shore Line were—

- 1) the South Shore Line had less bonded debt than the either the Sunset Lines or the North Shore Line;
- 2) the South Shore Line management remained in the hands of former Insull company managers who were optimistic about the company's future as a railroad;
- 3) the South Shore Line had a greater percentage of revenues from profitable freight service; and
- 4) the South Shore Line enjoyed far better labor relations than either the Sunset Lines or the North Shore Line and was never struck.

These critical success factors are discussed in the tables below:

#### A. Bonded Debt in 1932:

 South Shore Line –
 \$1,341,000

 Sunset Lines –
 \$8,231,050

 North Shore Line –
 \$20,802,965

Bonded Debt as a % of Assets in 1932:

<sup>&</sup>lt;sup>55</sup> (All financial data and strike dates are from the annual reports of the Chicago Aurora and Elgin Railroad Company, Chicago North Shore and Milwaukee Railroad Company, and the Chicago South Shore and South Bend Railroad for the years indicated).

South Shore Line –	8.28%
Sunset Lines –	39.35%
North Shore Line –	43.91%

#### B. Management of the Companies in 1950:

South Shore Line – Former Midland Utilities Company executives

Sunset Lines – A Topeka, Kansas, automobile dealer

North Shore Line – Bus operator Greyhound Corporation executives

C. Freight Revenue as a Percentage of Total Revenue in 1950:

South Shore Line –	50.0%
Sunset Lines –	8.1%
North Shore Line –	21.6%

D. Labor Strife – Strikes by the Numbers:

South Shore Line - None

#### Sunset Lines -

1. 1946: 5 days

2. 1951: 41 days; a loss of 258,361 annual passengers, 3.4% of riders in 1952 from 1950 (which suggests that this strike had no significant long term effect on Sunset Lines ridership; the South Shore Line lost 110,315 annual passengers or 2.5% in the same period).

#### North Shore Line -

- 1. 1938: 42 days
- 2. 1942: 18 days; partial service interruption by Chicago Rapid
  Transit Company employees that kept the North Shore
  Line from operating into Chicago. Trains were terminated
  at Wilmette (Shore Line Route) and at the Chicago city
  limits (Skokie Valley Route).
- 3. 1948: 91 days; a loss of 4,400,665 annual passengers, 33.4% of riders in 1949 from 1947 (it has been suggested that the winding down of military operations at the Great Lakes Naval Training Center played a role in the decline of the North Shore Line ridership during this period; but in reality, the level of service personnel at the Great Lakes

facility during the early years of the Cold War remained steady at the levels maintained during World War II<sup>56</sup>).

During the 1940s, the South Shore Line continued to make improvements to the property. Faced with war time increases in ridership, the South Shore Line used available resources to lengthen 36 of its 68 rail cars to increase capacity. During the 1950s, 18 of the lengthened cars received air-conditioning and picture windows in a successful effort to bring some of the South Shore Line passenger equipment up to contemporary aesthetic and comfort standards. In 1949, three electric locomotives were purchased by the South Shore Line at a discounted price from the General Electric Company. Originally built for the Soviet government, the locomotives had been declared strategic by the Truman administration and embargoed. A fleet of ten electric locomotives used by the New York Central railroad at its terminal in New York City was purchased in 1955 and seven were rebuilt by South Shore Line. The former New York Central locomotives allowed for the retirement of the locomotives bought new during the 1920s.<sup>57</sup>

Two events in 1967 shaped the next decade of the history of the South Shore Line: 1) on January 3rd, the interurban was purchased by Cyrus Eaton's Chesapeake and Ohio Railway,<sup>58</sup> and 2) in February, the legislature of the State of Indiana created the Lake-Porter Regional Transportation and Planning Commission.<sup>59</sup> To the dismay of the new South Shore Line management, the transportation and planning commission could do no more than planning, and had no authority to purchase badly needed new passenger cars.<sup>60</sup> After 1967, the South Shore Line passenger service facilities were maintained only at the level that was needed to keep the riders safe. But that action had the unintended consequence of keeping the historic fabric and operations of the railroad largely intact in the condition (but not the cleanliness) of a typical interurban of the 1920s.<sup>61</sup>

By 1976, the South Shore Line was faced with aging passenger equipment and an increasing deficit from losses incurred from running passenger trains. Operating subsidies were made available from the Regional Transportation Authority of Northeastern Illinois in 1973, but none were forthcoming from Indiana. With no assistance from the State of Indiana, the South Shore Line petitioned the Interstate Commerce Commission (ICC) for discontinuance of all passenger services to be effective December 8, 1976. The ICC ruled that the passenger services were to

<sup>&</sup>lt;sup>56</sup> Recruit Training Command – History, http://www.bootcamp.navy.mil/history.html (last visited Mar. 26, 2017).

 $<sup>^{57}</sup>$  Reginald E. Jamieson, One Hundred Years of Enduring Tradition: South Shore Line 26 Norman Carlson ed. (2008).

<sup>58 1966</sup> South Shore Line Ann. Rep.

<sup>&</sup>lt;sup>59</sup> 1967 South Shore Line Ann. Rep.

<sup>60</sup> Id.

<sup>&</sup>lt;sup>61</sup> Kevin P. Keefe & William Benning Stewart, *South Shore Stand-off*, Passenger Train J., May, 1977, at 11 (at hearing, a South Bend Chamber of Commerce official claimed that every South Shore Line passenger needed "SWD" after a ride aboard the cars – Soap, Water & Deodorant).

continue until February 8, 1978, to allow time for good faith bargaining with the State of Indiana for operating subsidies and capital expense assistance. While negotiations continued during 1977, the State of Indiana did reimburse the South Shore Line for a portion of the operating losses from 1975.62

During 1977, the ICC released its draft environmental impact statement (EIS) as required under § 102(c) of the National Environmental Policy Act. Among the items reviewed were impacts on known historic sites, and none would be affected by abandonment. However, in the EIS it was acknowledged that the South Shore Line is North America's last interurban and that the vintage passenger cars represent a bygone era in railroad history. It was stated in the EIS that movable objects were not normally eligible for inclusion in the National Register of Historic Places, and the service itself did not qualify for inclusion within the meaning of the National Historic Preservation Act of 1966. Nonetheless, the South Shore Line managers acknowledged that the vintage railcars were of historic interest and showed a willingness to donate them to appropriate museums. 63

In response to the discontinuance petition, in 1977 the State of Indiana legislatively created the Northern Indiana Commuter Transportation District with a mission, *inter alia*, to improve the passenger amenities of the South Shore Line. <sup>64</sup> Concerned about the potential loss of the historic fabric of the South Shore Line, in 1980 the National Park Service (NPS) offered to assist the Indiana State Historic Preservation Officer in seeking a determination of eligibility for listing this last electric interurban on the National Register of Historic Places (NRHP). <sup>65</sup>

Even before the attempt to list the South Shore Line on the NRHP, there was a proposed reuse of the vintage South Shore Line railcars. In support of preserving the experience of riding an interurban in Northwest Indiana, the Indiana Coastal Zone Management Study of 1980 proposed to operate the vintage railcars in a shuttle linking Michigan City business developments and Mt. Baldy in the Indiana Dunes National Lakeshore. Although this proposal was revived and funded in 1997 through the Intermodal Surface Transportation Efficiency Act of 1991, the operation never materialized.

The second attempt to preserve the vintage South Shore Line railcars directly involved NPS. In the Indiana Dunes National Lakeshore Transportation Study of 1983, a statement of the historical significance of the South Shore Line was followed

<sup>62 1977</sup> South Shore Line Ann. Rep.

<sup>63</sup> ICC F.D. 28322, § 4.10 Historic.

<sup>&</sup>lt;sup>64</sup> Indiana Department of Transportation: Northern Indiana Commuter Transportation District, http://www.state.in.us/indot/2822.htm (last visited Mar. 26, 2017).

<sup>65</sup> General Management Plan Indiana Dunes National Lakeshore Indiana 23 (1980).

<sup>&</sup>lt;sup>66</sup> Dr. A. David Greenberg, Indiana Coastal Zone Management Program Demonstration: Michigan City Development Plan 84 (1980).

<sup>67</sup> General Management Plan Amendment: East Unit Indiana Dunes 20 (1997).

by a wish-list of vintage interurban cars that NPS wanted to preserve.<sup>68</sup> These statements were followed by an express desire to have the preserved cars operated "as the experience of actually riding in them, rather than viewing them, would be a positive one."<sup>69</sup> To that end, NPS acquired nineteen of the South Shore Line vintage cars, restored three of them, and in 2010, without fanfare or explanation, deaccessioned all of the vintage South Shore Line assets held in trust by NPS to rail museums from Maine to Wisconsin. None of the former NPS railcars remain in Northwest Indiana.

#### D. Eligibility of the South Shore Line

Working railroads have been designated as eligible for the National Register. Only one of the three HDR reports for this Project address the eligibility of the South Shore Line as a whole. None of them consider that portions of the South Shore Line could be discontinuous eligible sections of the larger South Shore Line. The failure to adequately identify or address the eligibility of the South Shore Line (or portions thereof) renders these reports inadequate to comply with the requirements of Section 106. These comments therefore are, in part, additional data concerning possible historic properties not yet identified. 36 CFR 800.4(a)(2)-(3). Because this information has not yet been considered, the identification and evaluation efforts required under 36 CFR 800.4(b) and (c) are incomplete. In addition, all of the HDR Reports acknowledge that they did not survey or assess numerous properties within the APEs. Section 106 requires review of all potentially eligible properties, regardless of ownership status.

The HDR Lake County Report notes that the South Shore Line is of only local significance under Criteria A and B, and then concludes that it lacks the integrity to convey the historic contexts under these criteria, and therefore is not eligible. This conclusion lacks sufficient explanation as to how this conclusion was reached, ignores major parts of the history of the South Shore Line, and fails to correctly apply the National Register criteria and applicable guidance on integrity. The HDR Lake County Report also fails to compare the SSL to comparable railroad properties as required under the National Register Bulletin on How to Apply the National Register Criteria for Evaluation (1995, hereafter "NRB on Eligibility"). The HDR report also fails to consider that the South Shore Line may also be eligible under Criteria C and D. These deficiencies are outlined in more depth below.

# 1. Eligibility Under Criterion A.

The South Shore Line has made significant contributions to the broad patterns of our history in three areas:

<sup>68</sup> Transportation Study: Indiana Dunes National Lakeshore 28-29 (1983).

 $<sup>^{69}</sup>$  *Id*.

- 1) The South Shore Line is significant and relevant for its part in the first attempt at a regional high-speed electrified railroad, setting a pattern for that business model. The business model for high-speed electrified passenger railroads is still relevant as there are two current projects in development, one in the public sector in California, and the other in the private sector in Texas.
- 2) The South Shore Line is significant as the last electric interurban. The electric interurban railroads were a significant event in the history of transportation development in the United States and the first technological step toward electrified high-speed rail. The South Shore Line is the only electric interurban railroad that remains where a passenger can still board an electric train on a street in a small town and experience a ride to an urban shopping district in the way that folks did over a century ago.
- 3) The access that the South Shore Line afforded to the Prairie Club of Chicago helped foster the preservation efforts of the Indiana Dunes as public spaces in both the state and national park systems. This effort was led by the Prairie Club and the first director of the then new National Park Service, Stephen Tyng Mather, and set a pattern for land preservation activism still prevalent in the United States.

The HDR Lake County Report acknowledges the significance of the South Shore Line under Criterion A "at the local level in the areas of transportation, recreation, and industry." HDR Lake County Report at 79. HDR should explain the justification for concluding that the SSL is only of local significance. NRB on Eligibility (at p. 9) explains that local significance is defined by the importance of the property, not necessarily its physical location. Because the SSL relates to the development of transportation at least regionally, if not nationally, and the shift toward interurban passenger transportation, the SSL is likely of state-wide significance in both Illinois and Indiana. As HDR acknowledges, the SSL was the first, and longest-lasting, electric transportation in Northwest Indiana, which reflected a national trend of electric transportation linking cities with emerging suburbs. HDR Lake County Report at 79-80. Because of its linkage to national and regional trends, the SSL should be considered to have statewide significance in Indiana and Illinois. At a minimum, the FTA and HDR should consider this linkage and explain its reasoning. Instead, the HDR Lake County Report merely states unsupported conclusions that are incongruent with its earlier (and incomplete) discussion of the SSL's significance. Section 106 requires more.

In addition to re-visiting this conclusion, the FTA and HDR should consider whether the SSL had more than one period of significance. There are numerous historic properties and districts that have evolved over time, and yet have not lost their overall significance as to one, or all, such periods. The SSL, like these other

properties and districts, can be considered layered properties. For example, the Tosawihi Quarries Archaeological District in Nevada<sup>70</sup> is essentially a quarry and mine, that was exploited over various time periods since prehistory. Prehistoric peoples used the quarry as a chert toolstone quarry that was so distinctive that tools made from Tosawihi chert are easily recognizable and have been found from Central America to the American northwest. The chert has significant mercury content and so was the subject of mercury mining in the 1930s to support the war effort. Starting in the 1960s, gold was discovered in deposits below the chert formation and has been mined off and on (through both open-pit and underground methods) since that time to the present day. This area is significant through at least three time periods for a similar use for (and portions of it contain traditional cultural properties related thereto). In essence, the Tosawihi area is a continuous mining district with layered periods of significance and activity by different groups of people. Yet no one has questioned the eligibility of the area because one type of mining activity superseded a previous one.

The SSL's contribution to regional and multi-state economic and social development similarly spans several time periods and business uses, all unified by its activity in transporting persons and goods via electric interurban rail. HDR has missed this essential character of the SSL.

For example, HDR is mistaken when it says that the initial business purpose was recreation-based. HDR Lake County Report at 80.71 Passenger service between South Bend and Chicago began in 1909, at which time there was no emphasis on recreation travel. As noted previously, the purpose of the interurbans was to provide frequent passenger service for rural travelers into the City. See infra at Section C. These interurbans significantly cut the transportation time for rural residents to get into the city. Id. When passenger service proved uneconomic, the SSL went into bankruptcy and was bought by Samuel Insull in 1925. In addition to continuing rural passenger service, one of Insull's innovations was to market the SSL to provide transportation for city dwellers to access rural recreation areas and amenities. Id.; HDR Lake County Report at 80. But even during Insull's ownership, the SSL also emphasized passenger service from rural areas into the city - including the adjusted schedule for the Chicago Theatre Limited which took passengers from outside the city into Chicago to attend theater shows. HDR Lake County Report at 83. Insull also established dedicated service for workers commuting to Ford City to work in the Ford plant.

The HDR Lake County Report also does not consider whether or not development of the proposed Glen Ryan Park Historic District is related to the

<sup>&</sup>lt;sup>70</sup> See e.g., Robert G. Elston, Preface: A Guide to the Tosawihi Quarries Reports, June 2006.
<sup>71</sup> The HDR Lake County Report also curiously mentions several times that historic properties associated with the South Shore Line are not owned by the South Shore Line. Single Ownership of an historic property is not a condition for eligibility, nor is it of consequence for eligibility determinations.

existing adjacent SSL, which likely provided convenient transportation for residents both locally and regionally. The 1957 advertisement in Figure 90 of the HDR Lake County Report (p. 85) clearly shows the location of the adjacent "South Shore R.R." HDR should consider whether one of the original and ongoing purposes of the SSL is to transport passengers into to the city, rather than solely the other way around.

In light of these considerations, the formation of NICTD in 1977 to utilize the SSL as primarily a commuter line is more correctly interpreted as returning the SSL to its original and ongoing purpose.

As to integrity, linear historic properties often have portions that no longer exhibit integrity. Such modifications or intrusions on setting may not affect the eligibility of the property as a whole, or at least not affect the eligibility of discontinuous portions of the property. For example, the Historic Properties of the Santa Fe Trail recognizes multiple, discontinuous properties associated with the Santa Fe Trail Multiple property types associated with the Santa Fe Trail have been listed and added to such listings over the years. That portions of Interstate I-25, other roads, subdivisions, industrial areas and other modern intrusions over time have been constructed on or near the original Santa Fe Trail does not detract from the significance of the trail itself, nor from the properties associated with it. The same is true for the Pony Express Trail.

Like these historic trails, the SSL is significant overall for its major role in supporting the development of northeastern Illinois and northern Indiana, as well as its place in the overall events of the Great Depression and the development of electric interurban trains nationally. HDR mentions several buildings connected with the SSL that it considers eligible. The FTA should instruct HDR to revisit the SSL with regard to whether all, or some sections of the SSL maintain integrity and are therefore eligible.

Several National Register-listed railroads similarly have had intrusions or were even abandoned. For example, the Federal Highway Administration has procedures for evaluating the eligibility and treatment (mitigation) of abandoned sections of the Chicago, Milwaukee, St. Paul & Pacific Railroad. In addition, of the more than 73,000 properties on the national Register, over 1,800 are railroad related, including 15 railroads. Numerous historic districts are railroad-centered, including the Sheridan Railroad Historic District in Wyoming, Railroad Corridor Districts in Minnesota, the Stewartstown Railroad in Pennsylvania, and the entire New Haven to Springfield Rail Corridor in Connecticut and Massachusetts (New Haven Line). Of special note, the New Haven Line encompasses significant modern intrusions and developments, and yet its integrity has not been questioned. The

<sup>&</sup>lt;sup>72</sup> See Programmatic Agreement Among the Federal Highway Administration, The Montana Department of Transportation, the Advisory council on Historic Preservation and the Montana State Historic Preservation Office Regarding Abandoned Historic Railroad Grades Affected by Montana Department of Transportation Undertakings in Montana, 2011.

FTA and HDR should compare the SSL to the New Haven Line – in terms of integrity – and re-issue its reports for further comment by consulting parties.

### 2. Eligibility Under Criterion B

As one of Insull's most significant business ventures, and his innovations in the redesign and change in marketing and service of the SSL and relationship to the development of interurbans, the HDR Lake County Report correctly acknowledges the significance of the SSL under Criterion B for its association with Insull. The HDR Lake County Report, however, fails to describe the distinct relationship in depth, and fails to acknowledge the relationship of the SSL with other significant figures in history. Insull took a struggling passenger interurban and turned it into a successful venture while incorporating new marketing strategies targeted toward leisure passengers, in addition to its regular passenger service. Insull's development of the SSL also made possible the development of the towns and suburbs along the route, each a continuing example of the influence of the SSL on the communities it served along with the region.

# The South Shore Line is Associated with the Life of a Significant Person in Our Past: Samuel Insull

An eligible building or structure that has integrity of location, setting, and feeling should be associated with the life of a significant person in our past. Here, Samuel Insull was a utilities and transportation developer who had properties in the electric, natural gas, and railroad fields throughout North America. Samuel Insull is a significant person in our past (and in our present) as the person who created the business models that made electricity inexpensive and Thomas Edison's electric inventions universal.<sup>73</sup> Every person in America who switches on a light, plugs in an electric device, or surfs the internet, has benefitted from Insull's skill in organizing the systems of electric power generation and consumption.<sup>74</sup>

British-born Samuel Insull began work in America in 1881 as the personal secretary to Thomas Edison, but was soon managing Edison's manufacturing and electric distribution networks. From Insull's work with Edison on the experiments at the Pearl Street central station, Insull developed the business model for electric central station power production and demand metering that became the industry standard. Insull pioneered the electrification of rural communities through experiments he conducted in Lake County, Illinois. Insull's rural electrification model was universally adopted, thus changing the lives of rural families all across

<sup>73</sup> Bradley, at 19.

<sup>&</sup>lt;sup>74</sup> John F. Wasik, The Merchant of Power: Sam Insull, Thomas Edison, and the Creation of the Modern Metropolis 4 (2006).

<sup>75</sup> Bradley at 19.

<sup>&</sup>lt;sup>76</sup> *Id.* at 76.

America forever.<sup>77</sup> In 1917, Insull's electric companies controlled 15% of the national electricity market and served customers in 32 states.<sup>78</sup> At its peak in 1929, the Insull business empire was worth \$2.5 billion (\$37 billion in 2017 when adjusted for inflation).<sup>79</sup>

Electricity is a unique product: it is produced, sold, delivered, and consumed in an instant. So As there is no storage, systems must deliver the maximum load at all times. Insull devised the economic solutions to this conundrum which he described as "massing production. Solutions to this conundrum which he described as "massing production. One of the critical success factors was Insull's rate-making system which was unique and is enduring: rates vary by the time of day and the size of the customer. Insull's rate structure and far-reaching grid system allowed the system load to be balanced throughout the day and over the course of a year. As a result, Insull's base residential electric utility rates in Chicago dropped from 20¢ per kilowatt in 1892, to 10¢ in 1897, and to 2.5¢ in 1909. Insull's rate structure made electricity cheap for the masses. Without Insull, the work of Edison and Tesla would have been available only to the rich.

Part of Insull's solution to balancing electric loads and reducing rates was to convince electric transportation companies to convert from self-generation to Insull's central station power. 87 By 1908, 47% of the demand load at Insull's Commonwealth Edison was for electric urban and suburban transit, up from 6% in 1902.88 Streetcar, rapid transit, and interurban operations provided demand for electricity in the early a.m. and evening p.m. rush hours. 89 The transportation demand bracketed commercial and industrial mid-day demand, as well as residential evening demand. So-called "owl service" kept transit service running nearly all night providing a demand load when there was nearly no other. 90

To insure that the transportation companies had adequate working capital, Insull bought what had become his largest customers: the Chicago 'L's and all of

<sup>&</sup>lt;sup>77</sup> Forrest McDonald, Insull 137-142 (1st ed. 1962).

<sup>&</sup>lt;sup>78</sup> Bradley at 127.

<sup>79</sup> Id. at 84.

<sup>80</sup> Id. at 75.

<sup>86</sup> Id. at 10.

<sup>&</sup>lt;sup>82</sup> Gretchen Bakke, Ph.D., The Grid: The Fraying Wires Between Americans and Our Energy Future 63 (2016).

<sup>&</sup>lt;sup>83</sup> William D. Middleton, North Shore: America's Fastest Interurban 10 (1964) (crediting Insull with the term "mass production" before Henry Ford became associated with it in Ford's reference to automobile production).

<sup>84</sup> Bradley at 107.

<sup>85</sup> Bakke at 67.

<sup>86</sup> Id. at 82-83

<sup>&</sup>lt;sup>87</sup> Harold L. Platt, The Electric City: Energy and the Growth of the Chicago Area – 1880 to 1930 112 (1991).

<sup>88</sup> Samuel Insull, Public Utilities in Modern Life 127 (1924).

<sup>89</sup> Id. at 128.

<sup>&</sup>lt;sup>90</sup> Bradley at 66.

the interurbans radiating out of the city including the South Shore Lines.<sup>91</sup> Insull continued this pattern of purchasing and improving transportation properties in his other service territories. Insull came to own fifty-six companies providing rapid transit, street railway, and interurban service in fifteen states and the province of Manitoba. Two steam railroads formed by Insull delivered coal to his power plants in Illinois. A list of all of Insull's railroad properties and their current state of operation is included as a spreadsheet in the appendix.<sup>92</sup>

The significance of electric transportation generally, and the South Shore Line in particular, to Insull's business model was that a material amount of the electricity generated by Insull's companies was consumed by Insull's transportation properties, some 47%. Without the South Shore Line and its sister transportation companies, Insull's economic system of generating electric power would have been unworkable.

Insull's downfall was spectacular and at the time was considered by many to have deepened the effects of the stock market crash of 1929. Franklin Delano Roosevelt specifically called out Insull in his famous address to the Commonwealth Club in San Francisco, California, on September 23, 1932.93 The failure of Insull's utility holding companies led to the enactment of the Public Utility Holding Company Act of 1935,94 as well as the acts forming the Tennessee Valley Authority, the Rural Electrification Administration and the Securities and Exchange Commission.95,96 Significant portions of the Glass-Steagall Banking Act, the Corporation Bankruptcy Act, and the Wagner-Connery Labor Act were enacted in direct response to Insull's business sins, real or imagined.97

Despite the high profile of Insull in political circles during the turbulence of the Great Depression, outside the small circle of business historians, he remained largely forgotten. Historian Forrest McDonald wrote his biography, simply titled *Insull*, in 1962. Business journalist John Wasik wrote a second biography of Insull,

<sup>91</sup> Id. at 110.

 $<sup>^{92}</sup>$  Arthur R. Taylor, Losses to the Public in the Insull Collapse: 1932-1946, 36 Harv. Bus. Hist. Rev. 188, 201-204 (1962) (listing all of the Insull utility and railroad holdings).

<sup>&</sup>lt;sup>93</sup> Franklin Delano Roosevelt, Commonwealth Club Address, in San Francisco, Calif., (1932) http://www.americanrhetoric.com/speeches/fdrcommonwealth.htm ("Whenever in the pursuit of this objective the lone wolf, the unethical competitor, the reckless promoter, the Ishmael or *Insull* whose hand is against every man's, declines to join in achieving an end recognized as being for the public welfare, and threatens to drag the industry back to a state of anarchy, the government may properly be asked to apply restraint" (Roosevelt was paraphrasing Genesis 16:12; emphasis added), last visited March 30, 2017).

<sup>&</sup>lt;sup>94</sup> Marion Livingston Ramsay, Pyramids of Power 258 (1937) (quoting Sen. Sam Rayburn that the Public Utility Holding Company Act "was drafted for the purpose of precluding in the future such growths as the *Insull* empire" (emphasis added)).

<sup>95</sup> Bradley at 16, 512.

<sup>96</sup> McDonald at 335.

<sup>97</sup> Id.

The Merchant of Power, published in 2006. PBS has a webpage dedicated to Insull in the Who Made America? series.<sup>98</sup>

Insull appears in American popular culture. Insull is believed to be the inspiration for part of the story of *Citizen Kane*. 99 Both authors of *Citizen Kane*, Orson Welles and Herman J. Mankiewicz, admitted as much. 100 And Insull's ability to buy acting positions for his rather amateurish wife appears in reality in Insull's life and the *Citizen Kane* story in striking similarity. Insull's pop culture "stock" may soon be on the rise. Insull is to be played by actor Tom Holland in the upcoming motion picture release *The Current War* about the War of the Currents cited earlier (Benedict Cumberbatch, *The Imitation Game*, *Hawking*, 12 Years A Slave, plays Edison). 101

Edison once called Insull "one of the greatest business men in the United States." <sup>102</sup> A contemporary of Insull, newsman Marion Livingston Ramsey, favorably compared the impact of the business methods Insull applied to electrical energy to the impact of the business methods that John D. Rockefeller applied to crude oil. <sup>103</sup> Historians in recent years seem better attuned to the significance of Insull and his work in developing the electric grid and the energy markets as we know them today. Energy scholar and author Robert L. Bradley, Jr. summed it up:

In electricity, inventor Thomas Edison and businessman Samuel Insull fathered a new industry that they would still recognize today. Their complementary genius was unique: Edison was foremost in his field, and Insull's deft development and implementation of the central station/massing model rivaled John D. Rockefeller's rationalization of the petroleum industry. Electricity came in one brand and oil products many, but both men seized upon scale economies and other managerial innovations to reduce costs and expand markets to benefit the masses. 104

Insull's story may be lesser known than that of Thomas Edison, but Samuel Insull is a significant person in our past because he made the inventor's success story possible in a business sense that Edison the inventor was not capable of doing on his own. In Northwest Indiana, the South Shore Line was significant to Insull because the interurban was critical to his business model.

<sup>98</sup> http://www.pbs.org/wgbh/theymadeamerica/whomade/insull\_lo.html, (last visited Mar. 24, 2017). 99 John F. Wasik at 3.

<sup>&</sup>lt;sup>100</sup> Samuel Insull, https://en.wikipedia.org/wiki/Samuel\_Insull, (last visited Mar. 21, 2017).

<sup>101</sup> The Current War, http://www.imdb.com/title/tt2140507/, (last visited Mar. 31, 2017).

<sup>102</sup> Bradley at 128.

<sup>103</sup> Ramsay at 51.

<sup>&</sup>lt;sup>104</sup> Bradley at 481.

# The South Shore Line is Associated with the Life of a Significant Person in Our Past: Cyrus Stephen Eaton

Just as Samuel Insull played a critical role in the development of the business model for our Nation's electric utility industry, Cyrus Stephen Eaton played a leading, but controversial, role in global post-World War II politics. As a business titan in the 1920s, the Canadian-born Eaton was in part to blame for the derailment of Insull's business empire. In the years following the Second World War, Eaton worked with Albert Einstein and others involved in the Manhattan Project to open a dialogue between the nuclear superpowers through his Pugwash Conferences on Science and World Affairs at Eaton's Thinkers Lodge in his boyhood hometown of Pugwash, Nova Scotia. And in 1967, through his majority stock ownership and board chairmanship of the Chesapeake and Ohio Railway (C&O), Eaton bought the South Shore Line.

During 1928, Eaton began purchasing shares in the Insull companies through his investment trust, Continental Shares. Fearing a corporate raider, Insull panicked, and for good reason: Eaton had recently taken complete control of the Goodyear Tire & Rubber Co. <sup>105</sup> To insure that he would maintain control of his companies, Insull created another layer of stock ownership – a holding company – Insull Utility Investments, and layered that with another, Corporation Securities Company. <sup>106</sup> As Eaton kept buying Insull company shares, Insull privately negotiated with Eaton to buy back major portions of Insull company stock, paying Eaton a premium. This worked well in 1929, but by 1930, as share prices began to fade, Insull was paying well above what would be the future value of his companies. The two men called a truce on June 3, 1930. Insull bought back his company's shares at \$350 each; the deal cost Insull \$56 million, 10% above what was already a falling market price. <sup>107</sup> Eaton never gained control, but in the end Insull lost his. <sup>108</sup>

Eaton profited some \$19 million in his trading in the Insull companies but lost most of his fortune during the Great Depression. <sup>109</sup> Eaton remained an active investor in steel, coal, and railroad companies and he gained a board seat on the C&O in 1943, becoming board chairman in 1954. <sup>110</sup> But of great significance in world history, on August 6, 1947, Albert Einstein addressed a letter to Eaton under the letterhead of the Emergency Committee of Atomic Scientists, Incorporated. From the letter, it appears that Einstein was asking help from Eaton in approaching the Soviets in a bid to gain understanding, rather than

<sup>&</sup>lt;sup>105</sup> Strange Passage, Time Magazine, February 24, 1930, at 48, 50.

<sup>106</sup> National Affairs, Crime: Old Man Comes Home, Time Magazine, May 14, 1934, at 12.

<sup>&</sup>lt;sup>107</sup> Marcus Gleisser, The World of Cyrus Eaton 43 (2005).

<sup>108</sup> Time Magazine, supra note 106.

<sup>109</sup> Gleisser.

<sup>&</sup>lt;sup>110</sup> The Encyclopedia of Cleveland History: Eaton, Cyrus Stephen, http://ech.case.edu/cgi/article.pl?id=ECS1, (last visited May 4, 2017).

appeasement.<sup>111</sup> This effort to build understanding between the Communist Bloc nations and the United States became Eaton's life work.

Following the release of the Russell-Einstein Manifesto on July 9, 1955,<sup>112</sup> Eaton offered to host and finance the conferences called for by the eleven signing scientists. The scientists proposed the conferences to "appraise the perils that have arisen as a result of the development of weapons of mass destruction." Initially, Eaton was turned down. But when two other attempts to hold the conferences failed, Eaton's offer was accepted.

Since 1957, the Pugwash Conferences on Science and World Affairs have been held at Cyrus Easton's summer retreat, Thinkers Lodge. 113 The first conference was attended by scientists and leaders from around the globe including the Soviet Union. This lead Eaton to have controversial friendships with Soviet leaders Nikita Khrushchev and Anastas I. Mikoyan. 114 Eaton was a hardened capitalist, but he believed the Cold War to be a folly of mankind. Eaton worked to alleviate world tensions through back channels called "Track 2 Dialogues." 115, 116

All through the period that Eaton worked with Einstein and others on the stage of world affairs, Eaton was consolidating his power in the railroad industry, and consolidating railroads. Eaton's combination of the C&O with the Baltimore and Ohio Railroad (B&O) in 1963 set up a pattern of railroad mergers that were believed would have a devastating effect on the South Shore Line. Most of the South Shore Line's freight traffic in 1963 was so-called bridge traffic that did not originate or terminate on the line. Under the merger scheme that was unfolding, the bridge traffic that was picked up from say, the B&O at Miller, Indiana, and delivered to the C&O near Michigan City was certain to be lost. Pending mergers of other connecting railroads were expected to have similar impacts.

<sup>&</sup>lt;sup>111</sup> The Thinkers Lodge Histories: Albert Einstein wrote Cyrus Eaton a letter in 1947 asking for his support.

http://www.thinkerslodgehistories.com/uploads/2/2/1/9/22191330/einstein\_letter\_1947\_to\_cyrus\_eato n\_page\_one.pdf; http://www.thinkerslodgehistories.com/uploads/2/2/1/9/22191330/einstein\_letter\_to\_cse\_page\_2\_1947.pdf, (last visited May 4, 2017).

<sup>112</sup> The Pugwash Conferences on Science and World Affairs, Statement: the Russell-Einstein Manifesto, https://pugwash.org/1955/07/09/statement-manifesto/ (last visited May 4, 2017) (The Manifesto was authored by eleven concerned scientists who called for a resolution by the governments of the world to seek peaceful solutions to disputed matters rather than to take up nuclear war.).

<sup>&</sup>lt;sup>113</sup> The Pugwash Conferences on Science and World Affairs: Activities Since 1957, https://pugwash.org/activities-since-1957/ (last visited May 4, 2017).

Alden Whitman, Cyrus Eaton, Industrialist, 95, Dies, New York Times, May 11, 1979, at A1.
 Thinkers Lodge: Minds over Matters, Cyrus Eaton, http://thinkerslodge.org/history/cyrus-eaton/(last visited May 8, 2017) (Thinker's Lodge is a National Historic Site of Canada).

<sup>&</sup>lt;sup>116</sup> The Pugwash Conferences on Science and World Affairs: History, https://pugwash.org/history/ (last visited May 8, 2017).

Throughout the 1950s, the catalyst for the C&O purchase of the South Shore Line was likely the effort begun in 1939 to establish what would become the Port of Indiana near Burns Ditch on the Lake Michigan shore. Beginning in 1944 and into the 1960s, Eaton received regular letters from railroad industry analysts and businessmen regarding a purchase of the South Shore Line. 117, 118 In 1959, as the Port complex became more likely, Eaton responded to a Chicago businessman that if Bethlehem Steel were to build at the Port of Indiana that lake transportation would likely be favored. 119 But after the Port of Indiana was established in 1965, Eaton began corresponding with South Shore Line president, William P. Coliton. 120 In 1966, Eaton moved to acquire the shares of the former Insull interurban for the C&O.

Eaton's purchase of the South Shore Line likely saved it. The C&O management under Eaton patiently (and sometimes impatiently) pursued goodfaith efforts to negotiate with the states of Indiana and Illinois for over a decade to find a funding solution for the passenger operating deficits. These efforts almost certainly preserved the passenger service. Without the passenger service and the bridge freight traffic, perhaps only a remnant of the South Shore Line would have survived: that which serves the Port of Indiana and the NIPSCO Michigan City Generating Station. 121

Cyrus Eaton developed long standing relationships with heads of state from around the world through his Pugwash Conferences on Science and World Affairs. Through those conferences, Eaton tried to bring often quarrelsome parties together to negotiate for and promote peace. In Northwest Indiana, the officers of Eaton's railroad companies negotiated with state officials in an often difficult political climate to save what had been Insull's South Shore Line.

# The Chicago & Indiana Air Line Railway Was Associated with the Lives of Significant Persons in Our Past

There were several significant persons involved in the pioneering projects of the Seagrave brothers including the Chicago & Indiana Air Line Railway:

<sup>&</sup>lt;sup>117</sup> Letter from F.C. Redding, Jr. to Cyrus S. Eaton (Mar. 30, 1944), in Cyrus Eaton Papers 1901 – 1978; Western Reserve Historical Society, Cleveland, Ohio.

<sup>&</sup>lt;sup>118</sup> Otis & Co.: Chicago South Shore and South Bend Railroad Common Stock (Among Eaton's business papers were analyst's reviews of the South Shore Line dated Apr. 25, 1947; Aug. 19, 1947; Apr. 6, 1948; May 10, 1948).

<sup>119</sup> Letter from Cyrus Eaton to Hugh E. Petersen (Jan. 12, 1959).

<sup>&</sup>lt;sup>120</sup> Letter from Cyrus Eaton to William P. Coliton (Mar. 7, 1966).

<sup>&</sup>lt;sup>121</sup> Interviews with Timothy R. Jorgensen, Vice-President, Venango River Corp., in Michigan City, Ind. (1986) (Jorgensen indicated that he and the other officers of the company certainly believed that if they were to lose the passenger service that there would be little justification for the rest of the South Shore Line. The Venango River Corp. officers jokingly referred to what would be left as the Miller & Michigan City Railroad).

Isaac Newton Topliff, was a Cleveland area industrialist who invented the tubular steel bow socket which he used in the manufacture of carriage tops. <sup>122</sup> A dispute with his brother John resulted in a famously long-running patent suit that was ultimately decided in the United States Supreme Court in 1892. <sup>123</sup>

Carlos M. Stone was a prominent Cleveland area politician, prosecutor, and judge. <sup>124</sup> Norman O. Stone operated the largest retail shoe store chain in Ohio, but Norman Stone also had interests in banking, rising to vice-president of the Cleveland National Bank and to a directorship of the Citizens Savings and Trust Company. Stone was also a director of the Bell Telephone Company. <sup>125</sup>

Luther Allen began his career as a clerk on the Chicago & Milwaukee Railway (later a division of the Chicago & Northwestern Railway), and later served as the first auditor of the Northern Pacific Railway. At the age of 38, Allen became the secretary and treasurer of the Society for Savings, a large Cleveland bank. Two years later in 1886, Allen had become the secretary and treasurer of The Globe Iron Works, a Cleveland ship building concern. Allen was also a founder of the Cleveland Trust Company which held the construction bonds of the South Shore Lines. At the time of his death on September 23, 1905, Allen was the president of the Toledo & Western Railway. In 2017, Allen's mansion is one of the few that remain standing on Cleveland's Euclid Avenue Millionaires Row.

## The South Shore Lines Was Associated with the Lives of More Significant Persons in Our Past

The men on the board of directors of the South Shore Lines were significant persons in our past who had lasting impacts on the development of what has become the South Shore Line and the interurban industry generally throughout the United States. Two of the South Shore Lines board members did developmental work in education and philanthropy whose impact continues to be felt in the United States today.

Warren Bicknell was interested in interurban railroads early in their history, and he did much to shape the electric railway industry. Bicknell began his interurban career as auditor of the Cincinnati & Miami Valley Traction Company. When that interurban merged with the Dayton Traction Company, Bicknell was named secretary and auditor of the merged properties: the Southern Ohio Traction Company. Bicknell left Ohio in 1901 to become general manager of the Sunset Lines where he worked for two years. In 1903, Bicknell was named president of the Lake Shore Electric. In 1906, Bicknell formed the Cleveland Construction Company, one of the largest interurban construction corporations. As a contractor, Bicknell built interurbans in Ohio,

<sup>&</sup>lt;sup>122</sup> The Encyclopedia of Cleveland History: The I.N. Topliff Mfg. Co. http://ech.case.edu/cgi/article.pl?id=INTMC (last visited April 29, 2017).

<sup>&</sup>lt;sup>123</sup> Topliff v. Topliff, 12 S.Ct. 825 (1892).

<sup>&</sup>lt;sup>124</sup> Ohio Law Bulletin, Hon. Carlos M. Stone, in Memoriam (Sept. 28, 1908).

<sup>&</sup>lt;sup>125</sup> A History of Cleveland Ohio: Biographical 852-53 (vol. 2 1910).

<sup>126</sup> Id. at 556-60.

<sup>&</sup>lt;sup>127</sup> Cleveland Area History: Beautiful Homes of Cleveland – Part 1 (July 22, 2011), http://www.clevelandareahistory.com/2011/07/ (last visited April 30, 2017).

New York, Virginia, Indiana, Illinois, and Wisconsin. After forming his construction company, Bicknell was still actively involved in managing interurbans including roads in Ohio, Texas, and Cuba. After Bicknell built the South Shore Lines, he remained on its board of directors. 128

During Edward W. Moore's career, he came to control the largest street railway, interurban, and independent telephone network in the United States through his syndicate with Henry A. Everett. At the start of Moore's business career, he began as an office boy and rose to become one of the largest holders of bank stocks in Cleveland. The Everett-Moore interests controlled the street railways in Detroit, Michigan; Montreal, Quebec; London and Toronto in Ontario; and Winnipeg, Manitoba. The Everett-Moore syndicate also controlled the interurban network in eastern Michigan, northern Ohio as well as in the Scioto Valley, northern West Virginia, eastern Maryland, and southern Ontario. The Sunset Lines started out as an Everett-Moore property. At its peak, the Everett-Moore syndicate controlled over 15% of the North American interurban mileage. Everett-Moore also operated 9000 miles of long-distance telephone lines, the largest independent telephone network in the United States in the first decade of the 20th Century.

H. Clark Ford was a descendant of Andrew Ford who arrived at Weymouth, Massachusetts, in 1650. After practicing law in Cleveland, in 1886, Ford founded the East End Savings Bank, a predecessor of the Cleveland Trust Company. Ford became interested in interurban railroads and was a board member of the Eastern Ohio Traction Company, the Wheeling Traction Company, and the South Shore Lines. Ford also had an interest in higher education, serving on the board of trustees of Oberlin College. Ford also served on the finance committee of the American Missionary Association, the one-time abolitionist organization dedicated in the Post-Reconstruction era to the education of African-Americans, Native Americans, and the Appalachian poor. <sup>131</sup>

Frederick H. Goff's ancestors arrived in North America in 1670. As a teenager, Goff worked as a cowboy near Wilson, Kansas. Goff was a University of Michigan law graduate who when invited to handle the legal affairs of John D. Rockefeller, turned Rockefeller down. Goff became the president of the Cleveland Trust Company in June, 1908. Perhaps influenced by his contact with the Rockefellers, Goff had a distaste for the dead hand control of estates. In response, Goff developed the concept of the community foundation; his formation of the Cleveland Foundation was the world's first. The interchange between the South Shore Line and the Elgin, Joliet & Eastern Railroad in Gary, Indiana, is named for him.

As discussed above, the HDR Lake County Report fails to adequately evaluate the SSL's integrity using applicable NPS guidance. Fails to compare the SSL and its association with Insull against similar properties in the integrity analysis, and fails to consider whether portions of the SSL may contain different

<sup>128</sup> This Cleveland of Ours at 445-48.

<sup>129</sup> A History of Cleveland Ohio at 203-06.

<sup>&</sup>lt;sup>130</sup> Hilton & Due at 11.

<sup>&</sup>lt;sup>131</sup> A History of Cleveland Ohio at 1020-25.

<sup>132</sup> This Cleveland of Ours: Biographical 41-53 (vol. 3 1933).

<sup>&</sup>lt;sup>133</sup> The Cleveland Foundation: Our History, https://www.clevelandfoundation.org/about/history/ (last visited May 20, 2017).

levels of integrity that would make at least sections of the SSL eligible for the National Register.

The FTA and HDR should revisit the determination of eligibility in a revised report, and circulate again for consulting party comments.

#### 3. Eligibility Under Criterion D

HDR does not explain why the SSL was not considered for eligibility under Criterion D. Because of the layers of history of the SSL and multiple periods of significance, NICTD is likely to encounter material remains relevant to the history of the SSL during construction of the Double Track Project. For example, I own a piece of property along the Double Track alignment. While the historic industrial building formerly on the property has long since burned, because there was a spur line into the property, there are likely subsurface material remains on the property related to the SSL. These, and other artifacts, have the potential to provide historical information that would further demonstrate the history of the SSL. To this end, the SSL should be considered eligible under Criterion D, and a discovery plan should be established and implemented during construction as a condition of any approval of the Double Track project.

#### 4. Additional Considerations

The NPS allows for SHPOs to establish property types for common resources based on style or form, geography, time brackets or combinations of meaningful and logical distinctions. See Barbara Wyatt, Evaluating Common Resources, March 11-12, 2009. Several state historic preservation programs have implemented guidelines for the treatment of railroads as historic properties. For example, the Oregon and Pennsylvania SHPO offices have each established guidelines for the evaluation of railroads under the National Register criteria in their respective states. "A railroad – which as a single system can be comprised of interrelated buildings, structures, and linear components – transports goods and/or people from one point to another.: PA Researchers Guidelines at 2. The PA SHPO established a property type relating to transportation and railroads that combined railroad buildings and structures functioning together, and grouped them into one property type: Railroad Corridor Historic District. See PA Researchers Guide at 4. These guidelines are particularly appropriate to evaluating the SSL as an eligible historic property:

To qualify as a PA Railroad Corridor Historic District a property:

- 1. Has a justifiable beginning and ending (terminus) point
- 2. Is evaluated as a historic district

- a. Railroads will be treated as historic districts whether or not it is a simple system or more complex. Even a simple system may have historically and/or directly associated resources.
- b. Evaluating a railroad as a historic district provides the means to identify and designate resources that do not have contiguous boundaries but contribute to the resource.
- c. A railroad can be a contributing line to another railroad corridor historic district.<sup>134</sup>

#### 3. Have historically provided significant rail service

- a. For the purposes of evaluating historic significance, a railroad's status as a mainline (trunk line) is not necessarily a determinant. A branch (spur, feeder, auxiliary), or short line could be historically significant.
- b. It will be up to the preparer to establish the historical significance and provide documentation that the railroad provided substantial access to communities or areas (for example mining communities or industrial facilities). Generally however if the railroad under consideration was simply a short cutoff, extension or connection to a minor factory or loading area, it would not have individual significance.

### 4. Have a defensible Period of Significance (POS)

a. While these Guidelines do not demarcate any specific POS, the researcher will need to provide a defensible POS. Depending on the area of significance, the POS could begin with the date of construction or establishment of noteworthy operations, and end when the railroad no longer played a significant role. Continued use of a railroad does not justify continuing the POS.

#### PA Researchers Guide at 4-5.

The passage of time, changing perceptions of significance, or incomplete prior evaluations may require the agency official to reevaluate properties previously determined eligible or ineligible.<sup>135</sup>

<sup>&</sup>lt;sup>134</sup> PA cites to this case in point: "the *Beech Creek Railroad* is significant as the sole carrier of the sole source of coal for the *New York Central Railroad (NYC)*. The railroad was built by the *NYC* to reach the bituminous coalfields of central Pennsylvania and the Vanderbilts organized the Clearfield Bituminous Coal Company, which owned most of the land along the railroad right-of-way. As a wholly owned subsidiary and only source of fuel for the *NYC*, the *Beech Creek Railroad* is a contributing line to the National Register eligible *New York Central Railroad*."

In addition, the NPS has established criteria for listing railroads, which differs in some ways from those applied to non-railroad properties. The following elements are to be excluded from evaluation of a railroad corridor historic district:

- 1) The graded line, ballast, tracks, minor built culverts, and small scale elements such as switches, unless these elements have significance for their design or engineering or for a critical and/or pivotal role in the significance of the railroad.
- 2) Highway bridges, unless built by the railroad, will be excluded from evaluation.
- 3) Resources that may have existed on railroad property, but were not owned or directly used by the railroad are not included as components of a railroad corridor historic district including resources such as grain elevators, stockyards, and warehouses.
- 4) Rolling stock is not to be considered under a railroad corridor historic district.
- 5) Tracks are not evaluated. Therefore, their being upgraded, replaced, or removed does not constitute a loss of material.
- 6) The railroad bed (layers of soil to create a flat surface for the tracks) and ballast (material between the railroad bed and the tracks) are not evaluated, therefore their presence or lack of presence does not constitute a loss of material. 136

# E. Historic Structures of the South Shore Line Impacted by the Double Track Project

In addition to the SSL itself, there are two structures of the SSL at Michigan City that meet the criteria for listing on the NRHP and have integrity.

1) The Michigan City Rail and Motor Coach Union Station (built by the South Shore Line and its Shore Lines Motor Coach bus subsidiary; 1927 Beaux-Arts architecture; Arthur U. Gerber, architect). This station is the last storefront-style interurban station standing in a location adjacent to an operating electric interurban railroad in the United States. 137

<sup>&</sup>lt;sup>135</sup> 36 C.F.R. § 800.4(c)(1) (2000).

<sup>&</sup>lt;sup>136</sup> Penn. State Historic Pres. Officer, Researchers Guide for Documenting and Evaluating Railroads, https://www.dot7.state.pa.us/CRGIS\_Attachments/Survey/Researchers\_Guide\_RR.pdf, at 6, 17-18, Dec. 2015 (last visited May 15, 2017).

<sup>&</sup>lt;sup>137</sup> Robert S. Harris & Eric T. Bronsky, National Register of Historic Places Nomination Form: Chicago, South Shore and South Bend Railroad Historic District, Item #8 at 15 (1982).

2) The South Shore Line street running track structure (built by the South Shore Lines, 1908; modified between Cedar and Lafayette streets in 1928; modified between Washington and Pine in 1958; see photos in the appendix). Street running is one of the elements of interurban railroading in the definition given by Hilton & Due. Michigan City, Indiana, is the last place in North America where electric interurban street running still occurs. The alignment of the street running track structure from Michigan Boulevard on the east to Sheridan Avenue on the west and its setting among period structures gives a feeling that has changed little over the last 109 years.

The South Shore Line station and track structures were part of the experience of boarding and riding electric interurban railways common in cities and towns throughout much of the United States from 1893 through 1963, but unavailable anywhere else in North America today.

### F. <u>Active Railroad Properties Are Listed on the National Register of</u> Historic Places

There are precedents for listing active railroad properties from both the public and private sectors on the NRHP. In the South Shore Line discontinuance petition draft EIS, it was noted that movable objects were not normally eligible for inclusion in the NRHP, and the service itself did not qualify for inclusion within the meaning of the National Historic Preservation Act of 1966. This appears to be a misstatement of the law resulting in an incomplete prior evaluation. At least seven active railroad properties had been listed since 1966 and prior to the South Shore Line EIS. Four were among the first listings ever made to the NRHP, and five included movable rail cars. This list is not intended to be all inclusive but illustrative:

San Francisco Cable Cars, California; listed October 15, 1966. Owned then and now by the San Francisco Municipal Railway. Significant as an event as the first and last cable car operation in the United States (1873 to the present).<sup>140</sup>

Durango-Silverton Narrow Gauge Line, Colorado; listed October 15, 1966. Then owned by the Denver & Rio Grande Western Railroad; now owned by the Durango & Silverton Narrow Gauge Railroad.

<sup>138</sup> Hilton & Due, supra.

<sup>139</sup> ICC, supra.

<sup>&</sup>lt;sup>140</sup> NPGallery Digital Asset Management System, https://npgallery.nps.gov/AssetDetail/NRIS/66000233, (last visited Mar. 31, 2017).

Significant as an event and as an engineering landmark as a narrow-gauge steam railroad operation. 141

East Broad Top Railroad, Rockhill, Pennsylvania; listed October 15, 1966.

Owned then and now by the East Broad Top Railroad Company (but to be transferred to a nonprofit entity). Significant as an event as a narrow-gauge steam railroad operation.<sup>142</sup>

Horseshoe Curve, Blair County, Pennsylvania; listed November 13, 1966. Owned then by Penn Central Transportation; now by Norfolk Southern. Significant as an event and as an engineering landmark.<sup>143</sup>

Southern Pacific Railroad Lucin Cutoff Trestle, Utah; listed April 14, 1972 (out of service by 1975). Then owned by the Southern Pacific Railroad. Significant as an engineering landmark.<sup>144</sup>

Denver & Rio Grande Railroad San Juan Extension, Chama, New Mexico; listed February 16, 1973. Owned then and now by the States of Colorado and New Mexico. Significant as an event and an engineering landmark as a narrow-gauge steam railroad. 145

St. Charles Streetcar Line, New Orleans, Louisiana; listed May 23, 1973. Then owned by New Orleans Public Service Incorporated; now by the New Orleans Regional Transit Authority. Significant as an event as the longest running street railway operation in the United States (1835 to the present). 146

These listed properties preserve railcars, railroad grades, tracks in their original locations (but also including realignments), and associated structures including those necessary to supply traction power. The NRHP listed operating railroad properties are major tourist attractions and icons of their communities as indicated in their nomination forms. By way of example:

<sup>&</sup>lt;sup>141</sup> NPGallery Digital Asset Management System,

https://npgallery.nps.gov/AssetDetail/NRIS/66000247, (last visited Mar. 31, 2017).

<sup>142</sup> NPGallery Digital Asset Management System,

https://npgallery.nps.gov/AssetDetail/NRIS/66000666, (last visited Mar. 31, 2017).

<sup>&</sup>lt;sup>143</sup> NPGallery Digital Asset Management System,

https://npgallery.nps.gov/AssetDetail/NRIS/66000647, (last visited Mar. 31, 2017).

<sup>144</sup> NPGallery Digital Asset Management System,

https://npgallery.nps.gov/AssetDetail/NRIS/72001257, (last visited Mar. 31, 2017).

<sup>&</sup>lt;sup>145</sup> NPGallery Digital Asset Management System,

https://npgallery.nps.gov/AssetDetail/NRIS/73000462, (last visited Mar. 31, 2017).

<sup>&</sup>lt;sup>146</sup> NPGallery Digital Asset Management System,

https://npgallery.nps.gov/AssetDetail/NRIS/73000873, (last visited Mar. 31, 2017).

The San Francisco Cable Cars, San Francisco, California, are described in the NRHP nomination form as a prime tourist attraction and virtual trademark of the City. The listed property boundary includes the street trackage and turntables, the power house, and the cable traction system used to propel the cable cars, as well as the cable car rolling stock. Realignments of the cable system had taken place with route abandonments. The current system took shape in 1957. The cable car system equipment is not original to 1873; it was substantially rebuilt in the years 1982 to 1984 because of safety concerns. However, the experience of riding the cable car system is not unlike that of a ride taken nearly 150 years ago.

The Denver & Rio Grande Western Durango-Silverton Narrow Gauge Line is described in the NRHP nomination form as a major tourist attraction in Western Colorado. 148 The listed property boundary includes the yards at Durango, the right-of-way from Durango to Silverton, and the Silverton Depot. The steam locomotives that operate over the railroad have necessarily been completely rebuilt as required when their boiler certifications expired. An interview with a Denver & Rio Grande Western shop employee revealed that the passenger cars operated over the line were substantially rebuilt in the 1960s; many were in such poor condition that they had to be reproduced from scratch. 149 Here again, although the railroad requires regular renewals of its physical plant and rolling stock to maintain operations, the experience of riding a narrow gauge steam railroad in the remote San Juan Mountains of Southwest Colorado is little changed from its first run in 1882.

The St. Charles Streetcar Line is described in the National Historic Landmark Nomination form as a tourist attraction that is also an integral part of daily life in New Orleans, Louisiana – "that rare historical artifact that maintains its symbolic significance while continuing to serve its citizens." The listed property boundary of the St. Charles Streetcar Line in New Orleans includes the entire streetcar line on public streets and the unique "neutral ground" right-of-way in the median of St. Charles and Carrollton avenues, the Carrollton Car Barn and three storage buildings, and the thirty-five remaining 900 series streetcars. The last realignment of the St. Charles Streetcar Line took place in 1952.

To extend the operating life of the St. Charles Streetcar Line, the track structure of the current route of the St. Charles Streetcar went through a complete rebuilding in 1988. The streetcars received a complete mechanical restoration and structural rebuilding beginning in 1990. The rebuilding included strengthened end vestibules for compliance with standards for crash resistance. Damage from Hurricane Katrina necessitated major repairs to the track and overhead wire

<sup>&</sup>lt;sup>147</sup> NPGallery at 3.

<sup>&</sup>lt;sup>148</sup> NPGallery at 3.

<sup>&</sup>lt;sup>149</sup> Interview with Lee Gurss, shop employee, Denver & Rio Grande Western Railroad in Denver, Colo. (Jan. 23, 1995).

<sup>150</sup> Draft National Historic Landmark Nomination 17 (2013)

https://www.nps.gov/nhl/news/LC/fall2013/StCharlesLine.pdf, (last visited Apr. 26, 2017).

structures that were completed in 2008. Although physical plant renewals and rolling stock rebuilds have been a constant in New Orleans, the experience of riding the streetcars in 2017 is not unlike a ride taken in 1924.

Although it was unintentional, like the railroad attractions above, the South Shore Line was also a tourist attraction for Lake, Porter, LaPorte, and St. Joseph counties in Indiana during that period when the South Shore Line retained its 1920s operating patterns. Tourist visitation to experience the last electric interurban railroad increased significantly after the South Shore Line filed the petition for discontinuance of service in 1976. At the time, South Shore Line employees reported that visitors came to Northern Indiana from all across the United States, Europe, Japan, and Australia to ride the railroad. 151

Historic railroad properties are listed on the NRHP. Many of the listed railroads have elements similar to the South Shore Line including historic rights of way, associated structures, and historic railcars, all available to create a ride experience from another era that is popular with tourists and citizens. The ownership of these properties is also congruent with that of the South Shore Line's continuing operations which includes a mix of agency and private ownership. All of the listed properties have significance as events in U.S. history not unlike the South Shore Line. There are ample precedents and good economic development reasons for listing the South Shore Line in Michigan City, Indiana, on the NRHP as a Railroad Corridor Historic District.

# G. South Shore Line Privately-Held Historic Assets

There are historic assets of the South Shore Line that were privately set aside for the NPS efforts to preserve, interpret, and operate elements of the historic fabric of the last interurban. These fall into three categories as follows:

### 1) Railcars and Spare Parts:

The Chicago, Lake Shore and South Bend Railway Company Combination Coach-Baggage Car #73. This is the sole surviving railcar built by the Niles Car and Manufacturing Company in 1908 for the opening of the railway. Car #73 is currently in restoration. The carbody is approximately 95% complete at this writing, and will soon will be available for static display. Operation of #73 is possible with a restoration of the mechanical, propulsion, and brake equipment on hand.

Car #73 has a well-documented and fascinating history that tracks changing technologies and social conditions in America in the

<sup>&</sup>lt;sup>151</sup> Interviews by Michael Chmielewski and Jack Sweeney with Carl Edward Hedstrom, Jr., senior motorman, South Shore Line, in Michigan City, Ind. (1978).

20<sup>th</sup> Century. Car #73 was wrecked at Shadyside on June 19, 1909, in the most typical interurban wreck of the time: a head-on collision. The death toll from the wreck was twelve, and all of those killed had been riding in car #73. The railway did not have the funds needed to replace what had become four wrecked cars (another wreck at Cavanaugh damaged two others). Rebuilt in 1909, car #73 remained in passenger service until 1927, first operated on alternating current, and then as one of three wood cars converted to direct current for commingled service with the then new steel cars.

In 1927, car #73 was retained for work service as is still common practice when cars are in substantially good condition, but are no longer needed for carrying passengers. Car #73 was sold in 1941 for use as a Depression-era house in Michigan City, this a typical fate for cars that were no longer needed for any kind of service by the railroads at a time when demand for cheap housing was often not met in any other way.

In 1994, car #73 was condemned by the building department of the City of Michigan City. Working just ahead of the demolition crew, car #73 was removed to a warehouse in Tipton, Indiana, where it awaited a time slot with noted railcar restoration expert, Glenn Guerra. Guerra and his understudy, Gary Stott, have nearly completed their work on the car. Progress reports and photos of the restoration are available on Facebook. 152

Chicago, South Shore and South Bend Railroad Coaches #3, 4, and 5. These three coaches were part of the initial order of cars built by the Pullman Car & Manufacturing Company of Chicago, Illinois, for the conversion of the South Shore Line to direct current in 1926. After the vintage cars were removed from service in 1983, car #5 was originally sent to the Baltimore and Ohio Railroad Museum at Baltimore, Maryland (Museum). Museum curator, John Hankey, was permitted one car from the South Shore Line for what was then the "company" (C&O – B&O) collection at Baltimore.

Car #5 was chosen for the Museum as it had the most complete historic fabric of the remaining South Shore Line vintage cars. It is representative of the group of cars referred to as "straight aisles." This group of motorized cars numbered 1 to 9 had coach and smoking sections with flippable "walk over" seats that were on a common aisle; a swinging door separated the coach and smoking sections. Cars #3

<sup>&</sup>lt;sup>152</sup> Restoring the Last South Shore Line Interurban Car, https://www.facebook.com/pg/car73/about/ (last visited May 12, 2017).

and 4 from the same group had been out of service since the late 1970s, but represented cars with original, un-modernized interiors.

Chicago, South Shore and South Bend Railroad Coach #31. Car #31 was an improved style of car built by the Standard Steel Car Company of Hammond, Indiana, in 1929. Car #31 represents the most typical car constructed for the South Shore Line, commonly referred to as a "box smoker." This group of cars included motorized cars numbered 10 to 39, and similar non-motorized trail coaches numbered 201 to 213.

These cars were distinguished from the first group of South Shore Line cars by having an enclosed smoking compartment with bench seats; the aisle went around the smoking section. Passengers did not have to pass through the smoking compartment to exit the car. The seating in the main compartment of those cars in the box smoker group delivered after 1926 (motorized cars #16 to 39 and trailers #201 to 213) had "automobile-type" bucket seats that rotated to face the forward direction of the car. The box smokers far out-numbered the other car types in the South Shore Line fleet as built in the 1920s, but only four retained their "box smoker" sections and original interiors at the time the last of these cars were removed from service in 1982.

Chicago South Shore and South Bend Railroad Parlor-Observation-Buffet #351. The South Shore Line operated limited-stop "name trains" from 1927 to 1933. Typically, two parlor car trains and three dining car trains were scheduled in each direction each day between South Bend and Chicago. The history conveyed by car #351 is that of race and labor relations in America in the early decades of 20<sup>th</sup> Century. The parlor and dining car services were advertised as being "like one's favorite club or hotel," a northern version of Jim Crow. Extra fares for the services were thought to deter African-American riders. These so-called "special" cars were staffed almost entirely by light-skinned African-Americans, the preferred employees for such services. As a result of the dichotomy of these policies, African-Americans could work on the parlor cars, but not ride in them.

Car #351 is the only survivor of two such parlor-observation-buffet cars built by the Pullman Car & Manufacturing Company for the South Shore Line in 1927. As a non-motorized trail car, #351 was most often pulled by two coaches. The car was built to ride on three-axle trucks for better ride qualities; the three-axles allowed for less vertical movement of the car on rough track. After the end of parlor car services, car #351 was retained for charters and other special events including football special trains headed to the University of

Notre Dame. Car #351 was converted to a coach in 1942 to help accommodate the spike in ridership from increased industrial activity and wartime gas rationing. At the war's end, car #351 was sold to the Canada and Gulf Terminal Railroad where it operated on the Gaspe Peninsula of Quebec until 1977. Car #351 returned to the United States in 1992.

Capital Spares and Other Small Parts. During the course of the private efforts to preserve the South Shore Line vintage railcars, the CSX Corporation (successor to the C&O) donated all of the capital and small spare parts held by the South Shore Line for regular repair of the vintage railcars. Further, thirteen unlucky South Shore Line cars were scrapped and their parts salvaged.

#### 2) Line and Signal Material

NICTD has retired all of the 1913-era semaphore and Insull-era three color light block signals. The loss of these signals was mitigated by disposition to nonprofits and other interested groups; twelve are held in storage in Michigan City. A vast cache of signal relays from the South Shore Line is also on hand.

NICTD is in the process of changing out the remaining catenary trolley structures that were typical of the installations done on the South Shore Line from 1908 through the 1950s. There are approximately one-hundred retired T-bar bracket arms and insulators from 1908 that have been salvaged. The Bates Expanded Metal "Ideal Section" catenary structures manufactured in Gary, Indiana, and installed on the South Shore Line in Lake County are also on hand. All of the catenary support beams from the siding at Tamarack in The Pines have been set aside. The bracket arms, Bates structures, and Tamarack beams are adequate to cover approximately four miles of track.

### 3) Bridges

NICTD has replaced all of the 1908-era Pratt pin-connected truss bridges on the South Shore Line. The twin spans at the Pennsylvania-Wabash Overhead were salvaged in a manner that allows for the reconstruction of one 174' skewed truss bridge.

## H. What the History of the South Shore Line Teaches

The South Shore Line artifacts represent the story of technological change and changing social norms. Car #73 is an excellent teaching tool to explain the unintended consequences of unregulated new technologies, and why the

administrative state often responds with unfunded mandates and new regulatory schemes. The contrasting architecture and engineering of the wood car era with that of the steel cars speaks to the pace of technological change that has only accelerated and can often be bewildering in 21st Century. That car #73 was used as cheap Depression-era housing teaches us about how social norms change in the face of economic adversity, an issue that has not disappeared from the streets of America with our rising tide of homelessness.

The story of the South Shore Line as told through the shared values and actions of its owners and directors is a window into the contrasts in American life at the end of the 19th and the first half of the 20th Century. Most of the men interested in the Air Line and South Shore Lines were typical of the inventors and industrialists of the late 19th Century who believed that technological progress and conquering nature was a strong American value. South Shore Lines directors Ford and Goff were typical in their progressive-era beliefs in noblesse oblige and the importance of community, even as their individual contributions to American society had much larger impacts. Insull and his Jim Crow policy carried out on the South Shore Line dining and parlor cars trains exemplified what was the norm in race relations until the coming of the civil rights movement (and in some areas of American life, sadly remains the norm). Eaton's approach to Cold War politics was novel, but the concerns that we faced as a nation were real, not imagined. The opportunity to interpret well the course of American history through the significant artifacts, story, and people of the South Shore Line is a rare opportunity indeed.

## I. Preliminary Thoughts on Mitigation of Adverse Effects

Because the identification efforts are incomplete and the eligibility and effects analyses have not yet been performed, it is well premature to discuss mitigation. However, at the site tour in early May the parties were requested to provide some input as to mitigation. My thoughts are as follows. I reserve the right to supplement these thoughts as formal comments at the appropriate time in the Section 106 process.

The loss of the South Shore Line historic fabric is significant, but none of the losses to date is as great as that proposed for Michigan City, Indiana. Mitigating the loss at Michigan City should be done on a scale that will allow the public to experience and learn from the history of the South Shore Line and the interurban industry in Indiana.

Railroad museums are prolific around the globe, but in the United States these are typically nonprofit amateur ventures that focus on storing equipment. These nonprofits are not generally well suited to the typical professional museum tasks of experience and interpretation. Typical annual visits range from 5,000 to 10,000. Many railroad museums have found that the Thomas the Tank Engine is an outstanding draw; some museums have reached 50,000 annual visits by adding

"Day out with Thomas" events. Several major amateur railway museum projects are near death at this writing; by way of example, it is likely that the Indiana Transportation Museum at Noblesville will be lost in the coming year.

In some areas, railroad museum tasks have been assumed by federal, state, and local agencies — especially in areas of the country where cultural heritage tourism is recognized as a primary economic driver and the loss of railroad heritage would have been significant. Two private corporations have taken on typical railroad museum tasks, in both cases in support of their private sector missions to profit maximize.

The following are examples of public and private sector railroad preservation efforts in the United States and their community impact.

#### Federal:

Golden Spike National Historic Site, Promontory Summit, Utah – National Park Service. This site preserves the place where the golden spike was driven on the Transcontinental Railroad on May 10, 1869. Two reproduction period-accurate steam locomotives are operated daily to re-enact the linking of east and west. Approximately 50,000 annual visitors.

Steamtown National Historic Site, Scranton, Pennsylvania – National Park Service. This site preserves the industrial fabric and operations of railroad steam operations and maintenance functions of the Delaware, Lackawanna and Western Railroad at Scranton. Approximately 60,000 annual visitors.

#### State:

California State Railroad Museum, Sacramento, California – State of California. The museum interprets the role of the railroads in developing California and the linking of the state to the nation. Approximately 600,000 annual visitors.

Cumbres & Toltec Scenic Railroad, Antonito, Colorado, and Chama, New Mexico – Colorado New Mexico Bi-State Commission. National Historic District that preserves the operation of 64 miles of Denver & Rio Grande Western narrow-gauge railroad in southern Colorado and northern New Mexico. No published visitation numbers. Colorado claims \$15 million in annual economic enhancement in Antonito. No data is available for New Mexico.

Georgetown Loop Railroad, Georgetown and Silver Plume, Colorado – History Colorado, a state government and nonprofit private partnership. The Georgetown Loop of the Colorado and Southern Railroad was abandoned and dismantled in 1938 for the construction of U.S. Highway 6; a 3-mile section of the Loop was recreated in 1984 for tourism development. Approximately 61,000 visitors in 2007 due to a 40-day shutdown; the railroad expects to reach 140,000 visitors in 2017. Georgetown

business leaders noted a 20% drop in local business revenue while the railroad was idle in 2007. The State of Colorado claims that the Georgetown Loop Railroad is the largest driver of tourism in Clear Creek County.

Georgia State Railroad Museum, Savannah – State of Georgia. The museum preserves the most complete antebellum railroad shops complex in the United States as a National Historic Landmark. No published visitation numbers.

Nevada State Railroad Museum, Carson City – State of Nevada. The museum preserves the railroad heritage of Nevada with operations at Carson City and Boulder City. The museum anticipates restoring rail service from Boulder City to Las Vegas. Approximately 41,000 annual visitors.

North Carolina Transportation Museum, Spencer – State of North Carolina Department of Natural and Cultural Resources. The museum preserves the Spencer Shops of the Southern Railway. Approximately 80,000 annual visitors.

Railroad Museum of Pennsylvania, Strasburg – State of Pennsylvania Historical and Museum Commission. The museum preserves large artifacts of the State-chartered Pennsylvania Railroad. Approximately 140,000 annual visitors.

### Municipal:

Fort Collins Municipal Railway, Colorado – City of Fort Collins. The operation preserves the last all-Birney streetcar operation in the United States. Listed on the National Register of Historic Places. Operated on weekends from the first weekend in May through the last weekend in September. Approximately 6,500 annual visitors.

New York Transit Museum, Brooklyn – New York City Transit Authority. Preserves the rolling stock of the New York City Transit Authority and its predecessor companies. There is a strong emphasis on interpretation of the transit systems of New York City. The historic railcars and facilities are often rented for use in motion picture and television productions. Approximately 140,000 annual visitors.

Oregon Rail Heritage Center, Portland – City of Portland. The heritage center displays three steam locomotives owned by the City. One of the locomotives, Spokane, Portland & Seattle #700, is on the National Register of Historic Places. Admission is free; no published visitation numbers.

# **Private Sector Efforts in Support of Corporate Missions:**

*UP Steam*, Cheyenne Wyoming – the Union Pacific Railroad. Union Pacific has three steam locomotives which it uses as public ambassadors to the railroad in support of developing a fan-base. One of the UP locomotives, #844, has never been

retired and is the only steam locomotive in the United States today that has been in continuous railroad service. Union Pacific rescued a "Big Boy" locomotive from Pomona, California, in 2013 with the intention of returning the largest locomotive in U.S. history to service.

21st Century Steam, Roanoke, Virginia – Norfolk Southern. Norfolk Southern reinstated its steam locomotive program in 2011 with a five-year lifespan. It is has had considerable success and is now in its seventh year operating a former Norfolk & Western steam locomotive, #611, that Norfolk Southern retrieved from the Virginia Museum of Transportation.

### Applications of Examples to Mitigation for the SSL.

Any one of these operations or a variant could be a model for mitigating the loss of the South Shore Line historic fabric. By way of example, a railroad interpretive site on the scale of the California State Railroad Museum but geared toward interpreting the story of railroading in Indiana would emphasize the history of the interurban roads. A professionally operated museum on that scale would be a major attraction and be expected to attract 100,000 to 150,000 annual visitors. A small municipal operation akin to the Birney streetcar ride in Fort Collins would entail retaining some of the South Shore Line street-running in Michigan City and would be likely attract only a small number of visitors.

The scale of the loss of the street-running in Michigan City would suggest something of at least equal length where vintage interurban cars would operate in a manner giving the experience of an interurban ride. The interpretive facilities should be such that the story of interurban railroading could be told in a manner that would teach the rise of the electric interurban railway technologies and their impact, the impact of the people of the interurban railway industry on U.S. history and culture, and the relevance of the electric railway industry in today's world of emerging electrified high-speed rail lines.

Any mitigation less than a major attraction would be a loss to the northern Indiana community and a significant loss of U.S. transportation history.

#### CONCLUSION

The structures of the South Shore Line in Michigan City that would be impacted by the Double Track Northwest Indiana Project are of historic significance. Because the South Shore Line and its predecessor companies have contributed to the broad patterns of our history, and were associated with the lives of significant persons of our past, and because there are precedents for listing similar properties to the NRHP, the historic structures of the South Shore Line are eligible for listing on the NRHP as a Railroad Corridor Historic District and robust mitigation should be implemented to compensate for the adverse effects of the Double Track Project.

	Status				Currently under Canadian National ownership			3 m operate as a portion of CTA Blue Line since service ended in 1959	5 m in service as CTA Yellow Line since system abandoned in 1963				(Insull - 50%, North American - 50%; Managed by C. Studebaker)									No available information																													
Last Rail	Abandoned Other Corporate Titles	1972	1927	Operating Illinois & Midland Railway	Operating	1927	1934	3 miles In Service	5 miles in Service	Operating	1933	1925	2005	1933	1925	Operating	1947	1941	1945	1947	1941 Indianapolis, Columbus & So. Traction	Unknown	1952	1928	1933	1934	1938	1934	1932	Unknown	1933	1941	1937	1928	1940	1940	1947 Choctaw Bailway & Lighting Co.	1931	1954	1933	1954	1939	1930	1934 Central Power & Light Co.	1925	1934	1941	1935	1925	1935	1945
	Services	Interurban, Streetcar	Interurban	Steam	Steam	Interurban	Interurban	Interurban	Interurban, Streetcar	Rapid Transit	Streetcar	Streetcar	Interurban, Streetcar	Interurban	Interurban	Interurban, Streetcar	Suburban, Streetcar	Interurban	Interurban, Streetcar	Streetcar	Interurban		Interurban, Streetcar	Streetcar	Streetcar	Streetcar	Streetcar	Interurban	Streetcar	Streetcar	Interurban	Streetcar	Streetcar	Streetcar	Interurban, Streetcar	Streetcar	Interurban	Streetcar	Interurban, Streetcar	Interurban	Streetcar	Streetcar	Streetcar	Streetcar	Streetcar	Streetcar	Interurban	Streetcar	Streetcar	Streetcar	Streetcar
	City									Chicago	Freeport	Anna	٠							Fort Wayne				Emporia	Lawrence	Frankfort	Lexington		Paducah	Somerset		Portland		Natchez		Wilmington		McAlester			Scranton	York	Abilene	Laredo	Marshall	Corpus Christi		Texarkana	Brattleboro	Mountain Mount	Newport News
	State	Illinois	Illinois	Illinois	Illinois	Illinois	Illinois	Illinois	llinois	Illinois	Illinois	Illinois	Illinois	Illinois	Illinois	Indiana	Indiana	Indiana	Indiana	Indiana	Indiana	Indiana	Indiana	Kansas	Kansas	Kentucky	Kentucky	Kentucky	Kentucky	Kentucky	Maine	Maine	Maine	Mississippi	New Hampshire	North Carolina Ohio	Oklahoma	Oklahoma	Pennsylvania	Pennsylvania	Pennsylvania	Pennsylvania	Texas	Texas	Texas	Texas	Texas	Texas	Vermont	Virginia	Virginia
2000	Insull Owned & Managed Rail Properties	Aurora Elgin & Fox River Electric	Central Illinois Public Service	Chicago & Illinois Midland Railway	Chicago & Illinois Western Railroad	Chicago & Interurban Traction	Chicago & Joliet Electric Railway	Chicago Aurora & Elgin Railroad Co.	Chicago North Shore & Milwaukee RR	Chicago Rapid Transit Co.	Freeport Railway & Light Co.	Fruit Grower's Refrigeration & Power	Illinois Terminal	Southern Illinois Railway & Power	Sterling Dixon & Eastern	Chicago South Shore & South Bend RR	Gary Railways Co.	Indiana Railroad	Indiana Service Corp.	Indiana Service Corp.	Interstate Public Service Co.	Terre Haute & Western Railway Co.	Winona Railroad	Kansas Electric Power	Kansas Electric Power	Kentucky Traction & Terminal Co.	Kentucky Traction & Terminal Co.	Kentucky Traction & Terminal Co.	Kentucky Utilities Co.	Kentucky Utilities Co.	Portland - Lewiston Interurban RR	Portland Railroad	Waterville Fairfield & Oakland Ry	Central Power & Light Co.	Manchester & Nashua Street Ry	tiee water Power Co. Columbus Delaware & Marion Elec	Pittsburg County Railway	Public Service Co. of Oklahoma	Altoona & Logan Valley	Lewistown & Reedsville Electric Ry	Scranton Railway Co.	York Railways	Abliene Traction Co.	Laredo Electric & Railway	Marshall Traction Co.	Nueces Railway Co.	Roby & Northern Railroad	Southwestern Gas & Electric	Brattleboro Street Railway	Charlottesville & Albemarle Railway Citizen's Bailway Light & Dower Co	CILIZETTS RATINGY LIGHT OF LOWER LO.

1933	1951	1933	1931	1930	1938	1938	1955
Streetcar	Streetcar	Streetcar	Streetcar	Streetcar	Streetcar	Interurban	Interurban, Streetcar
Ashland	Milwaukee	Ironwood	Fond du lac	Oshkosh	Sheboygan		Winnipeg
Wisconsin	Wisconsin	Wisconsin	Wisconsin	Wisconsin	Wisconsin	Wisconsin	Manitoba
Ashland Light & Power & Street Ry	Chicago & Milwaukee Electric	Lake Superior District Power	Wisconsin Power & Light Co.	Winnipeg Electric Company			

#### Reid, Janice

**Subject:** NICTD DT-NWI CP Conference Call

**Location:** Conference Call: 1-866-583-7984, Code 7320412

**Start:** Thu 6/8/2017 1:00 PM **End:** Thu 6/8/2017 1:30 PM

**Recurrence:** (none)

Meeting Status: Accepted

**Organizer:** Weber, Susan (FTA)

Update: Below and attached is the agenda for Thursday's DT-NWI Consulting Party Meeting call.

#### Agenda

I. Comments on Eligibility Reports Received
 II. Next Deliverable: Assessment of Effects
 III. Public Hearing 7/25/17 - 7/27/17
 IV. EA comment period 7/18/17 - 8/18/17



#### Reid, Janice

From: Nicole Barker < nicole.barker@nictd.com>

**Sent:** Monday, July 17, 2017 5:55 PM

To: Zoll, Mitchell K; John Carr (JCarr@dnr.IN.gov); Tharp, Wade; 'sstokely@achp.gov'; Michael

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Cc: Susan Weber (FTA) (susan.weber@dot.gov); John Parsons; Reid, Janice; Barnes, Jeanne

**Subject:** Double Track NWI - Report forthcoming for review and 8/2 conference call

#### Good afternoon SHPO and Consulting Parties-

As an update to our Double Track Northwest Indiana project, we are wrapping up a draft of the Assessment of Effects report that we discussed on our recent bus tour. You will receive a copy of the report in the next day or two. There will be a formal comment period for your review – that date will be specified in the transmittal letter.

We'd like to gather everyone on a phone call after you've had some time to review the document. We can discuss the report, talk about possible mitigation ideas, and the formal Memorandum of Understanding terms that will be included in the overall Environmental Assessment. That date will be Wednesday, August 2<sup>nd</sup> at 12 noon Central (1pm Eastern).

So please look out for two things:

- 1) A meeting invitation following this email for the conference call on 8/2.
- 2) An email with instructions about how to access the Assessment of Effects Report and a transmittal letter from the Federal Transit Administration (will arrive in the next couple of days).

Lastly, here is a list of possible mitigation actions we could discuss. These are just for brainstorming/discussion and we hope you will have feedback or additional ideas to share on the 8/2 call.

#### Ideas:

- Incorporation of Historic Station Building façade into future station building (NICTD has already committed to this)
- Exhibit showcasing historic buildings/human story within new station building
- Art installation showcasing historic buildings/human story within new station building
- Website with an archive of buildings/history
- Photo documentation of buildings being removed for project possible rendering showing some of these structures in context with surrounding streetscapes
- Photo documentation that can be provided to SHPO/State Archives and/or Local Historical Society or public library for perpetual preservation

Thanks so much for everyone's time and input.

#### **Nicole Barker**

Director of Capital Investment and Implementation South Shore Line

#### nicole.barker@nictd.com

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June 22, 2017

Susan Weber, AICP US DOT I FTA l Region V 200 W. Adams Street, Suite 320 Chicago, IL 60606

John Carr Team Leader for Historic Structures Review 402 W. Washington Street, #W274 IGCS Indianapolis, IN 46204-2739

Ms. Weber and Mr. Carr:

I am in receipt of the following e-mailed comment of June 13, 2017, made by Paul Diebold, Indiana DNR Assistant Director of Preservation Services, sent by John Carr, regarding the eligibility of the privately-held historic assets:

...The South Shore cars that [Bob Harris] own[s] could be significant enough to be eligible, but [Paul Diebold's] understanding, based on what he's learned previously from the office of Keeper of the National Register, is that the Keeper would require that the cars not be museum pieces but be operable at least a few times a year or so, in order to be listable in the National Register.

This appears to be a misstatement of the National Register policy clarification for the integrity requirements for settings and locations of locomotives and other rolling stock. This policy clarification was developed using criteria from the bulletins on aviation properties and historic vessels & shipwrecks.

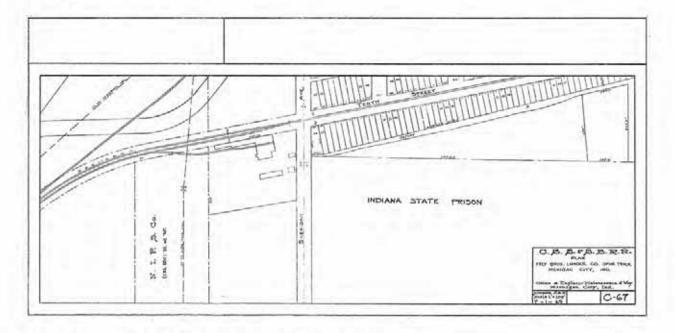
The criteria stated in the policy clarification applies to criteria A and C as to location. The gist of the policy clarification is to avoid locations for locomotives that would detract from their association with the nation's railroad system. That is, the settings must not contrive to create history that never existed. Also, although rare equipment should be sheltered as a means of deterring vandalism, the equipment must be on tracks so that such equipment can be appreciated as a part of the rail network.

There is no requirement in the locomotive and rolling stock policy clarification that equipment must be movable; in fact, the clarification is worded in

<sup>&</sup>lt;sup>1</sup> National Register Policy Clarification: Integrity Requirements for Settings and Locations of Locomotives and Other Rolling Stock, Barbara Wyatt, National Register of Historic Places Reviewer (2009).

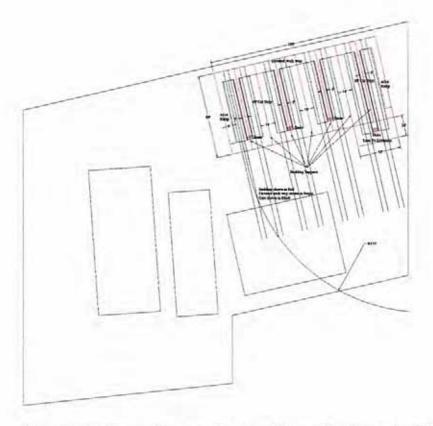
a way that anticipates that equipment will not move. The scenario that the policy clarification seeks to avoid is where a piece of equipment is NRHP listed and yet is set in a museum property with no connection to the railroad industry. A good example of an undesirable location without a feeling of association is found in the attached document describing NRHP listed static railroad rolling stock under the heading for the State of Maine; see *Lion*, *The* (*locomotive*). The Lion is located inside near the entrance of the Maine State Museum at Augusta. So that the FTA staff and consultants can get an idea as to what static railroad equipment is listed on the NRHP, the other seventy-four pieces of railroad equipment that are NRHP listed are also shown.

The property that I own at 515 Sheridan, Michigan City, Indiana, an affected property of the Double Track Northwest Indiana Project, is suitable as a site for display of my eligible South Shore Line vintage railcars. My property is the former Frey Bros. Lumber Company, served at times by one, and at other times two, sidings.



Drawing provided by Chris Beck, NICTD Chief Engineer

I have had two firms design display buildings for my eligible South Shore Line railcars to be located along the north property line adjacent to the NICTD right-of-way. When I purchased the property in 1999, use as a display site was not contemplated. However, as we made improvements to the site, and as the options to work with the Indiana Dunes National Lakeshore on their South Shore Line preservation projects were being foreclosed, the possibility of using 515 as a rolling stock display was explored.



Drawing by Guerra Museum Services, Plymouth, Wisconsin (2008)

The site has several advantages for the display of NRHP eligible South Shore Line railcars: 1) it is proximate to the railroad giving a feeling of association with the South Shore Line; 2) Sheridan Avenue, the street at the east end of the property, was a one-time flag stop for passenger trains; and 3) the passenger motor cars that I am presently storing at 515 were likely not strangers to the sidings that served Frey Bros. Lumber Company as passenger cars were routinely used for single-car switch moves after two small switching locomotives were sold in 1941.



Car #5, shown switching a box car in 1950, is currently on the 515 property.

I have stated to NICTD vice-president of Marketing and Planning, John Parsons, that I am not wedded to the 515 property. I have also stated to Parsons that I would be open to exchanging 515 for another suitable property in association with the South Shore Line. Time is of the essence: the first car in restoration is now nearly complete as I have indicated on updates to the Facebook page for South Shore Lines #73. I will likely need to have #73 out of the shop and displayed by the end of the year.

Further, the shift of the NICTD right-of-way onto the 515 property will make further car moves to and from my tracks and building impossible as there will not be adequate room between my buildings and the shifted property line. I will need to continue to ship cars to and receive cars from restoration shops in the future. Recall now the federal policy regarding private efforts at historic preservation found under 54 U.S.C.A. § 300101 (2017):

... it is the policy of the Federal Government, in cooperation with other nations and in partnership with States, local governments, private organizations and individuals ... to contribute to the preservation of non-federally owned historic property and give maximum encouragement to organizations and *individuals* undertaking preservation by private means (emphasis added).

My experience shows that in the past NICTD has not followed federal policy with regard to its own historic assets, but rather has used anticipatory destruction as a means of avoiding the debate as to the eligibility of the South Shore Line for the NRHP. As a result of this, there appears to be confusion now as to what is the meaning of integrity, and how it applies to the South Shore Line, this comment received from Paul Diebold through the aforementioned e-mail sent by John Carr:

Paul Diebold's response was that your arguments for eligibility based on the history of the South Shore Line are sound, but it's the integrity of the line that leaves it ineligible for the National Register.

Yet the Indiana SHPO has not made clear what standards for integrity of railroad properties it would adopt, if any. The standards adopted by the Commonwealth of Pennsylvania are adapted to the reality that if no consideration is granted for the needs of railroad operations and routine maintenance, there would be no railroad operating facilities of any kind that would be NRHP eligible, an outcome that likely would have been unforeseeable by the drafters of the National Historic Preservation Act and yet, undesirable.

In Pennsylvania, one of the Commonwealth's tourism generators is the NRHP listed Horseshoe Curve, about five miles out of Altoona on Norfolk Southern. It appears that the Horseshoe Curve may have a number of parallels as to integrity with the South Shore Line Michigan City Streetrunning on 10th and 11th streets. Both appear to have the same level of integrity and feeling of association, but both have had continuous common railroad maintenance. Despite that, as I have indicated in the photo set sent with my comments of May 31, 2017, the South Shore Line in Michigan City appears to be little changed since its original construction of 1908: it is still in-track welded rail imbedded in pavement underneath simple trolley hung from span wires, and many of the span wires are still hung on poles that were installed in 1908.

In personal conversation, team leader Carr has stated to me that the issue of NRHP listing has not come up with regard to the other historic railroad property in Indiana, the Madison Hill Incline Cut. I suspect the Union Traction interurban line between Carmel and Noblesville would be problematic for the Indiana SHPO as well; the Union Traction line hosted the world's first experiments in the aerodynamics of ground transportation there and the right-of-way from Carmel to Noblesville is likely historically significant. Given the other NRHP listed railroad properties (see attached list), using the Pennsylvania integrity criteria could lead to good outcomes for the Madison and Carmel-Noblesville properties as well as the South Shore Line.

I respectfully request that the SHPO revisit the statements made by Paul Diebold and reconsider the eligibility of the South Shore Line privatelyheld historic assets and the South Shore Line street-running in Michigan City.

Sincerely.

**Bob Harris** 

Enclosures:

Static Railroad Equipment on the NRHP

Railroads Properties Listed on the NRHP that Lack Integrity

National Register Policy Clarification: Integrity Requirements for Settings and Locations of Locomotives and Other Rolling Stock

### Static Railroad Equipment on the National Register of Historic Places

### Alaska:

Harding Railroad Car

Located at Alaskaland Park, Fairbanks

https://npgallery.nps.gov/AssetDetail/NRIS/78003423



### Arizona:

AT & SF Locomotive Located at City Park, Kingman



### Southern Pacific Railroad Locomotive No. 1673 Located at Himmel Park, Tucson

https://npgallery.nps.gov/AssetDetail/NRIS/91001918



Two Spot Logging Train Located at the AT&SF Depot in Flagstaff



### Southern Pacific Railroad Passenger Coach Car–S.P. X7 Located at Yuma

https://npgallery.nps.gov/AssetDetail/NRIS/00000101



### Arkansas:

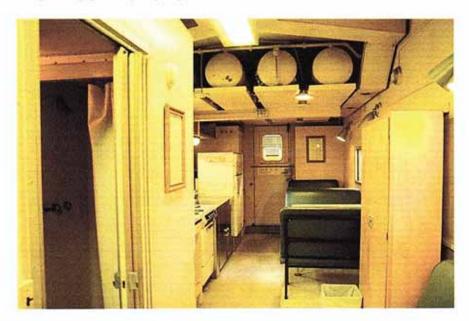
Central Texas Gravel Locomotive #210 Located at the Arkansas Railroad Museum, Pine Bluff



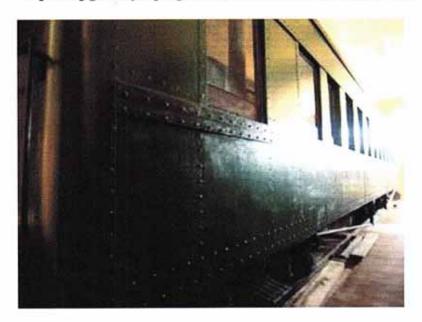
### DODX Guard Car #G-56

Located at the Arkansas Railroad Museum, Pine Bluff

https://npgallery.nps.gov/AssetDetail/NRIS/07000441



St. Louis San Francisco (Frisco) Railway Coach #661 Located at the Arkansas Railroad Museum, Pine Bluff



### St. Louis Southwestern Railway (Cotton Belt Route) Caboose #2325 Located at the Arkansas Railroad Museum, Pine Bluff

https://npgallery.nps.gov/AssetDetail/NRIS/06000074



St. Louis Southwestern Railway (Cotton Belt Route) Relief Train Located at the Arkansas Railroad Museum, Pine Bluff

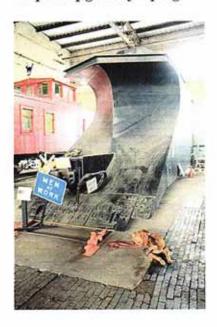


# St. Louis Southwestern Railway (Cotton Belt Route) Steam Locomotive #336

Located at the Arkansas Railroad Museum, Pine Bluff https://npgallery.nps.gov/AssetDetail/NRIS/06001276



United States Army Snow Plow #SN-87 Located at the Arkansas Railroad Museum, Pine Bluff



### Wabash Alloys Locomotive Located at the Arkansas Railroad Museum, Pine Bluff

https://npgallery.nps.gov/AssetDetail/NRIS/07000444



Kansas City Southern Railway Caboose #383 Located NW of the AR 72 and AR 59 intersection, Gravette



### Kansas City Southern Railway Locomotive #73D and Caboose #385 Located on AR 59 South of Decatur

https://npgallery.nps.gov/AssetDetail/NRIS/06000072



St. Louis San Francisco (Frisco) Railway Steam Locomotive #4003 Located at the Fort Smith Trolley Museum



### Colorado:

Denver and Rio Grande Western Railroad Caboose No. 0578 Located at the Colorado Railroad Museum, Golden

https://npgallery.nps.gov/AssetDetail/NRIS/02000678

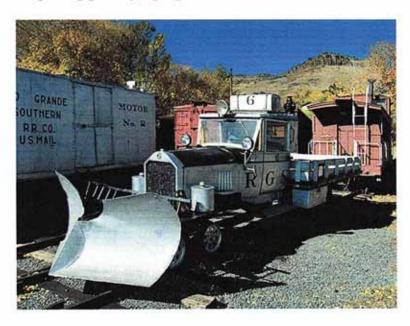


Rio Grande Southern Railroad, Motor No. 2 Located at the Colorado Railroad Museum, Golden



### Rio Grande Southern Railroad, Motor No. 6 Located at the Colorado Railroad Museum, Golden

https://npgallery.nps.gov/AssetDetail/NRIS/97000050



### Marcia (Pullman car)

Located at the Museum of Northwest Colorado, Craig



# Rio Grande Engine No. 168 Located at Antler's Park, Colorado Springs

https://npgallery.nps.gov/AssetDetail/NRIS/79000601



Fort Collins Municipal Railway No. 22 Located at Colorado Springs



### Denver and Rio Grande Railroad Locomotive No.169 Located at Cole Park, Alamosa

https://npgallery.nps.gov/AssetDetail/NRIS/01000230



# Florida:

U.S. Car. No. 1 Located at the Gold Coast Railroad Museum, Miami



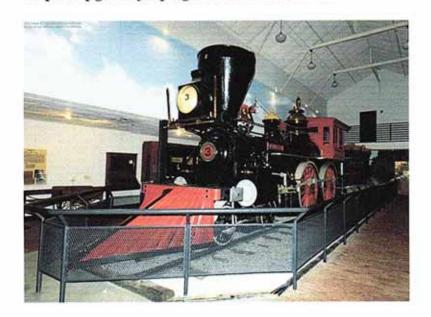
# Georgia:

### Superb, The

Located at the Southeastern Railway Museum, Duluth



General, The
Located at the Southern Museum of Civil War & Locomotive History, Kennesaw
https://npgallery.nps.gov/AssetDetail/NRIS/73000617



Texas, The Located at the Atlanta Cyclorama

https://npgallery.nps.gov/AssetDetail/NRIS/73002234



### Iowa:

Great Northern Railway Steam Locomotive No. 1355 and Tender 1451 Located at the Milwaukee Road Shops and Roundhouse, Sioux City



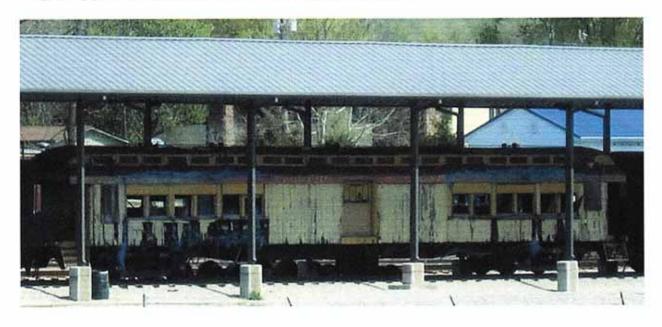
# Kentucky:

Frankfort and Cincinnati Model 55 Rail Car Located at the Kentucky Railway Museum, New Haven

https://npgallery.nps.gov/AssetDetail/NRIS/97001344



Louisville and Nashville Combine Car Number 665 Located at the Kentucky Railway Museum, New Haven



# MT. BRODERICK Pullman Lounge-Obs-Sleeping Car Located at the Kentucky Railway Museum, New Haven

https://npgallery.nps.gov/AssetDetail/NRIS/97001345



### Maine:

# Portland - Lewiston "Narcissus"

Located at the Seashore Trolley Museum, Kennebunkport



### Biddeford & Saco #615

Located at the Seashore Trolley Museum, Kennebunkport

https://npgallery.nps.gov/AssetDetail/NRIS/80000262



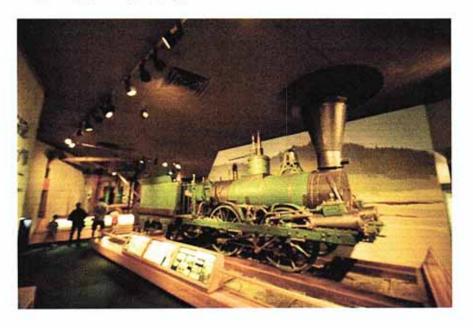
Aroostook Valley #71

Located at the Seashore Trolley Museum, Kennebunkport



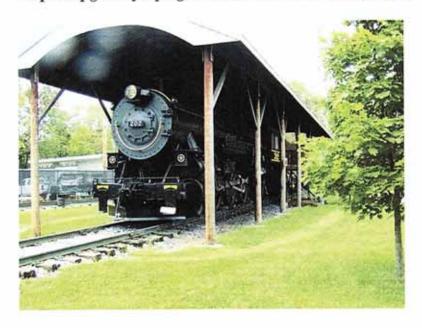
# Lion, The (locomotive) Located at the Maine State Museum, Augusta

https://npgallery.nps.gov/AssetDetail/NRIS/76000118



# Maryland:

Western Maryland Railway Steam Locomotive No. 202 Located at Hagerstown City Park



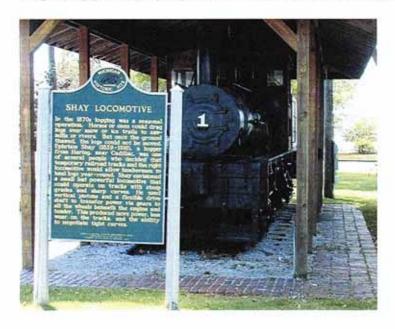
# Michigan:

### Pere Marquette Railway Locomotive #1223 Located at Grand Haven

https://npgallery.nps.gov/AssetDetail/NRIS/00001490



### Shay Locomotive Located at City Park, Cadillac

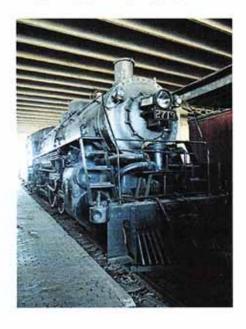


### Minnesota:

### Soo Line Locomotive 2719

Located at the Lake Superior Railroad Museum, Duluth

https://npgallery.nps.gov/AssetDetail/NRIS/93001453



### Nebraska:

Chicago, Burlington & Quincy Steam Locomotive No. 710 Located near 7th and Q streets, Lincoln



# Nevada:

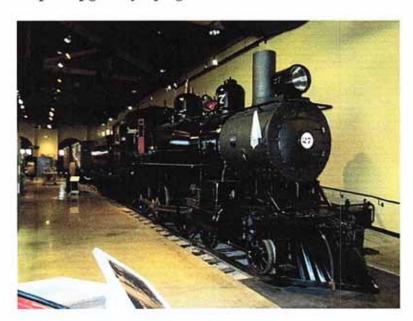
### Second Railroad Car No. 21

Located at the Nevada State Railroad Museum, Carson City

https://npgallery.nps.gov/AssetDetail/NRIS/78003214



Virginia and Truckee Railway Locomotive #27 Located at the Nevada State Railroad Museum, Carson City



### Virginia and Truckee RR. EngineNo. 18, The Dayton Located at the Nevada State Railroad Museum, Carson City

https://npgallery.nps.gov/AssetDetail/NRIS/73002245



# Pennsylvania:

Consolidation Freight Locomotive No. 1187 Located at the Railroad Museum of Pennsylvania, Strasburg



### Consolidation Freight Locomotive No. 2846 Located at the Railroad Museum of Pennsylvania, Strasburg

https://npgallery.nps.gov/AssetDetail/NRIS/79002263



### Consolidation Freight Locomotive No. 7688 Located at the Railroad Museum of Pennsylvania, Strasburg



### Cumberland Valley Car

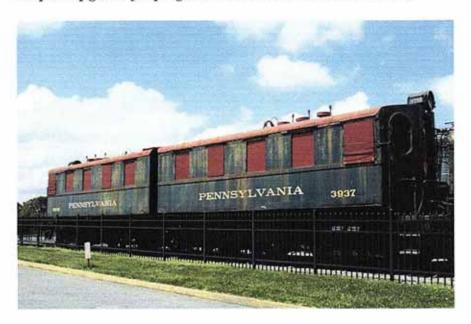
Located at the Railroad Museum of Pennsylvania, Strasburg

https://npgallery.nps.gov/AssetDetail/NRIS/79002265



DDI Electric Locomotive No. 36

Located at the Railroad Museum of Pennsylvania, Strasburg



# Flat Car No. 473567

Located at the Railroad Museum of Pennsylvania, Strasburg

https://npgallery.nps.gov/AssetDetail/NRIS/79002267



Freight Locomotive No. 5741

Located at the Railroad Museum of Pennsylvania, Strasburg



# Located at the Railroad Museum of Pennsylvania, Strasburg

https://npgallery.nps.gov/AssetDetail/NRIS/01000519



Mikado Freight Locomotive No. 520 Located at the Railroad Museum of Pennsylvania, Strasburg



## Passenger and Baggage Car No. 4639

Located at the Railroad Museum of Pennsylvania, Strasburg

https://npgallery.nps.gov/AssetDetail/NRIS/79002276



Passenger Coach No. 3556

Located at the Railroad Museum of Pennsylvania, Strasburg



## Passenger Day Coach No. 8177

Located at the Railroad Museum of Pennsylvania, Strasburg

https://npgallery.nps.gov/AssetDetail/NRIS/79002271



# Passenger Locomotive No. 1223

Located at the Railroad Museum of Pennsylvania, Strasburg



# Passenger Locomotive No. 1737 (3750)

Located at the Railroad Museum of Pennsylvania, Strasburg

https://npgallery.nps.gov/AssetDetail/NRIS/79002273



Passenger Locomotive No. 460

Located at the Railroad Museum of Pennsylvania, Strasburg



# Passenger Locomotive No. 7002

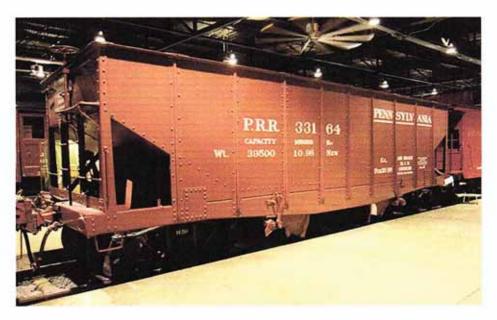
Located at the Railroad Museum of Pennsylvania, Strasburg

https://npgallery.nps.gov/AssetDetail/NRIS/79002275



# Steel Hopper Car No. 33164

Located at the Railroad Museum of Pennsylvania, Strasburg



## Steel Passenger Coach No. 1650

Located at the Railroad Museum of Pennsylvania, Strasburg https://npgallery.nps.gov/AssetDetail/NRIS/79002278



# Steel Passenger Coach No. 1651

Located at the Railroad Museum of Pennsylvania, Strasburg



## Switcher No. 1670

Located at the Railroad Museum of Pennsylvania, Strasburg

https://npgallery.nps.gov/AssetDetail/NRIS/79002280



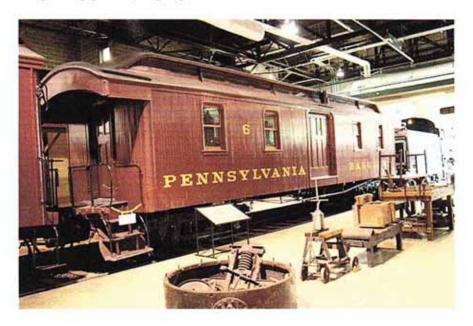
Switcher No. 94 Located at the Railroad Museum of Pennsylvania, Strasburg



# Wooden Baggage Express No. 6

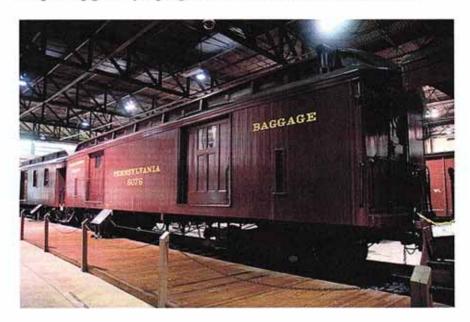
Located at the Railroad Museum of Pennsylvania, Strasburg

https://npgallery.nps.gov/AssetDetail/NRIS/79002282



# Wooden Express Baggage No. 6076

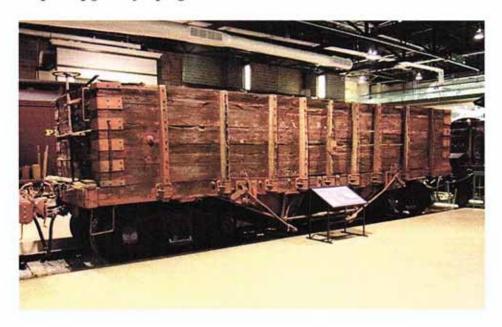
Located at the Railroad Museum of Pennsylvania, Strasburg



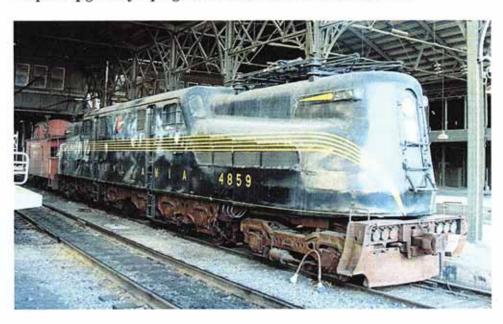
## Wooden Hopper Gondola No. 1818

Located at the Railroad Museum of Pennsylvania, Strasburg

https://npgallery.nps.gov/AssetDetail/NRIS/79002284



# Pennsylvania Railroad GG1 Streamlined Electric Locomotive #4859 Located at the Harrisburg Union Station



# Texas:

Atchison, Topeka and Santa Fe Railway Company Depot and Locomotive No. 5000

Located at Amarillo

https://npgallery.nps.gov/AssetDetail/NRIS/86002189



Texas & Pacific Steam Locomotive No. 610 Located at the Texas State Railroad, Palestine



# Utah:

# Grant Steam Locomotive No. 223 Located at Ogden Union Station

https://npgallery.nps.gov/AssetDetail/NRIS/79002501



# Washington:

# Simpson Logging Company Locomotive No. 7 and Peninsular Railway Caboose No. 700

Located at the Shelton Visitors Center



# West Virginia:

Chesapeake and Ohio 1308 Steam Locomotive Located at 1401 Memorial Blvd., Huntington

https://npgallery.nps.gov/AssetDetail/NRIS/02001571



Elk River Coal and Lumber Company #10 Steam Locomotive Located at Veteran's Memorial Blvd. and 11th Street, Huntington



# Chesapeake and Ohio 2755 Steam Locomotive Located at Henlawson



# National Register Policy Clarification Integrity Requirements for Settings and Locations of Locomotives and Other Rolling Stock Barbara Wyatt, 4-9-09

This paper examines the integrity of setting that must be evident for locomotives and other rolling stock to qualify for National Register listing. The intent of the paper is to clarify guidelines regarding movable resources that have been published in various NR bulletins, and to explain their application to locomotives. It is not the purpose of this paper to reinterpret the content of the bulletins, but to seek clarity and consistency among them, specifically related to integrity requirements for rolling stock. Current and past practices regarding this aspect of integrity have been questioned recently, although other aspects of integrity--location, feeling, association, design, workmanship, and materials--have not been problematic.

Many movable resources are listed in the National Register, including aircraft, trolleys, ships, and locomotives. Usually they are listed under Criterion A, for their association with an aspect of transportation history or an important event, or under Criterion C for their engineering and design significance. The majority of settings of listed locomotives correspond with the clarification set forth in this paper, but some do not; however, past interpretations made in error do not establish a precedent for all nominations that follow. Instead, misunderstandings that may have led to certain evaluations and listings will be clarified, so that those preparing or reviewing nominations in the future will have a common understanding.

### Interpreting Existing Bulletins for Locomotives and Other Moving Stock

Locomotives are rarely specifically mentioned in the National Register bulletins, but parallels can be drawn with other movable resources that are mentioned. Those that address location and setting for movable resources include Guidelines for Evaluating and Documenting Historic Aviation Properties and Nominating Historic Vessels and Shipwrecks to the National Register of Historic Places. Consider what is stated in these bulletins and how it can be applied to locomotives and other rolling stock:

 Location. The Aviation bulletin does not require aircraft to be located in an original location and it states that Criteria Consideration B, which concerns buildings or structures moved from their original locations, does not have to be addressed (page 32).

It makes sense that Criteria Consideration B does not have to be addressed if locomotives and rolling stock are listed under Criterion C. In fact, it is expected that an original location may be difficult to find for locomotives. Although a parallel is not

The Collegiate Dictionary defines a locomotive as "a self-propelled vehicle that runs on rails and is used for moving railroad cars" (2002:683). The same dictionary defines a train as a "connected line of railroad cars with or without a locomotive" (2002:1247). Rolling stock is defined as "the wheeled vehicles owned and used by a railroad or motor carrier" (2002:1012), and a railroad is defined as a "permanent road having a line of rails fixed to ties and laid on a roadbed and providing a track for cars or equipment drawn by locomotives or propelled by self-contained motors" (2002:962). In this paper, the term locomotive will be used to describe the rail car that contains the engine, and any attachments will be called cars, unless a more specific term exists. Note: National Register Bulletins that are quoted in this report may use this terminology differently.

made in the *Aviation* bulletin, if Criterion A applies to rolling stock the original location may be important. For example, if a cable car was nominated for its service in San Francisco, it probably would be important for the cable car to be located in San Francisco because of the iconic nature of that city's cable car system.

Setting. The Aviation bulletin states that aircraft must have an appropriate setting. An
appropriate setting for aircraft is an air-related facility, such as an aircraft parking ramp,
a hangar, a naval aviation station, or a municipal airport (page 36).

Locomotives and other rolling stock also must have an appropriate setting. In any setting, the locomotive or rolling stock must be positioned on track. In addition, an appropriate setting should include, but may not be limited to, the following settings:

- a. A railroad line or a section of track adjacent to or near a railroad line; or
- b. The inside of a roundhouse, repair shop, or other rail-related building or structure; or
- c. The exterior of a rail-related building or structure.
- 3. Fragile resources. Similarly, the Historic Vessels bulletin states that historic vessels must be maintained in the water, unless their preservation compels their removal from the water. In that case, a historic vessel should be in a natural waterfront setting, such as a drydock, but the setting must not present the vessel as a museum object (pages 8-9).

Likewise, some rare locomotives may have to be situated to enhance their preservation, precluding an entirely authentic setting. Conditions that may warrant special storage include fragile fabric and vulnerability to vandalism. In such cases, the locomotive must be located on tracks, in a setting that does not detract from an appreciation of the locomotive as a vehicle designed to travel within the nation's rail system. As with historic vessels, the setting should minimize the appearance of the locomotive as a museum object.

4. Settings of collections. The Aviation bulletin states that aircraft that are parts of collections can be eligible if the setting is appropriate (pages 36-37). The bulletin says that as part of a collection, the aircraft must be individually significant under the National Register criteria, retain integrity of materials, design, workmanship, feeling and association, and be in a setting that is appropriate to aircraft and allows the aircraft to convey its significance as an aircraft. In fact, the Aviation bulletin states that among collections, "the deciding factor will be appropriateness of setting" (page 36). The Historic Vessels bulletin is not quite as accepting of collections, but it states that in exceptional cases a collection of vessels may be eligible if exhibited in an appropriate setting (page 10).

If a locomotive is part of a collection, the setting must be appropriate *and* the locomotive must individually meet the National Register criteria *and* it must retain integrity of materials, design, workmanship, feeling and association. An appropriate setting, as described in #2, above, will allow it to convey its significance as a historic locomotive. For an entire collection of locomotives or rolling stock to be found eligible, the individual significance of each car must be demonstrated, as with aircraft.

### Locomotives Listed in the National Register

Sixty-five locomotives are individually listed in the National Register, with several others included in non-railroad historic districts. For example, Centennial Park in Nashville, TN, was listed as a park (district), with a locomotive in the park evaluated as a contributing resource. Staff evaluated a significant sampling of listed locomotives, which were identified using a key word search of the National Register Information System (NRIS) database. Based on this review, the settings of listed locomotives generally fall into the following categories:

- Former railroad shops, depots, or other railroad facilities, some converted to museums either inside a building or outside;
- · A main line or a spur track, perhaps running through a museum or park;
- Parks:
- · Inside a non-rail related building or structure, which may be a museum.

Due to their fragile condition, some locomotives are sheltered by an open-sided pavilion. Others are surrounded by fencing to prevent vandalism. Such treatments constitute non-historic settings, but they may be essential protective devices. Recall that the *Aviation* bulletin stated that aircraft "that have been removed from an aviation setting and are now museum objects, in the traditional sense, generally will not qualify for the National Register. National Register status for museum objects is redundant since the objectives of recognition and preservation are inherent in the museum mission" (page 36). However, if a setting is otherwise appropriate, the use of protective structures, such as sheds, may have a moderate to minimal impact on integrity. Such protective devices generally do not relegate locomotives to museum objects "in the traditional sense."

From an examination of the submitted text, maps, and photographs of nominations, it seems that about 15% of those studied are located in settings with serious integrity problems. Examples of inappropriate settings include:

East Tennessee and Western North Carolina Railroad Locomotive No. 12, Watauga County, NC. Sits on track of the Tweetsie Railroad theme park, three miles from the eastern end of the former railroad. The setting appears inappropriate, although the theme park has incorporated several miles of track for short excursions.

Denver and Rio Grande Railroad Locomotive No. 169, Alamosa County, CO. Located in Cole Park in Alamosa, on a section of track behind a chain link fence. It is not near a railroad line.

C&O Steam Locomotive #2755, Logan Co, WV. Located in a state park, not near a railroad line.

Soo Lumber Shay, Wexford County, MI. Located in Cadillac City Park under a shelter, not near a railroad line.

The Lion Locomotive (c.1840), Washington County, Maine. Located inside the state museum in Augusta. The locomotive is one of the earliest in the country and could not survive in an outside setting; however, a setting so clearly a museum setting does not meet the guidelines for aircraft or vessels and, therefore, in the future will not be deemed appropriate for locomotives.

Other settings of listed locomotives may not be composed of a historic roundhouse or depot, but at least the locomotives are on stretches of track with historic associations. A few are behind fencing. At least two were moved from city parks to other locations, probably for reasons of security. Collections of cars generally seem to be located in areas that historically had a great deal of train activity, for example railroad shops.

The National Register has occasionally listed properties that today do not seem to meet the Criteria, Criteria Considerations, or integrity requirements. Such properties are not removed from the National Register, but they inspire NPS to prepare guidelines that clarify the application of the Criteria, Criteria Considerations, and integrity requirements to a particular property type. The National Register bulletins have traditionally been the vehicle for such clarification. In the case of the settings of locomotives and other rolling stock, the bulletins that concern aviation and historic vessels provide the guidance needed to clarify the required settings of locomotives and other moving stock.

Please see the attached clarification that pertains to locomotives and other moving stock.

### National Register Policy Clarification Integrity Requirements for

## Locations and Settings of Locomotives and Other Rolling Stock

The National Register Bulletins Guidelines for Evaluating and Documenting Historic Aviation Properties and Nominating Historic Vessels and Shipwrecks to the National Register of Historic Places have been adapted to address the locations and settings of locomotives and other moving stock. Based on the Aviation and Vessels bulletins, the following parameters will prevail in future evaluations of eligibility.

### Location

- a. If Criterion A applies, the placement of the locomotive in an original *location* may be important. Such locations refer to the place a locomotive was built or housed for a significant part of its productive life. If location is important, it must retain integrity of setting for the property to be eligible.
- b. If Criterion C applies, locomotives generally do not have to be in original *locations*, referring to the place they were built or housed for a significant part of their productive life. Such locomotives were intended to move from place to place; therefore, Criterion Consideration B does not have to be addressed.

### Setting

- c. Locomotives, whether sited alone or as part of a collection, must be placed in an appropriate railroad-related setting. They must be situated on railroad track. The setting may be, but is not limited to, the following:
  - A railroad line or a section of track adjacent to or near a historic railroad line.
  - Inside a historic roundhouse, repair shop, or other rail-related building or structure.
     The appropriateness of buildings and structures that are not historic will be evaluated for their compatibility with the remainder of the setting and the nominated locomotive.
  - 3. In the yard or vicinity of a rail-related building or structure.
- d. If a rare locomotive requires fencing and a shelter to preserve historic fabric and deter vandalism, it must be located on tracks in a setting that does not detract from an appreciation of the locomotive as a vehicle designed to travel within the nation's rail system. The setting must not present the locomotive strictly as a museum object, but must maintain feeling and associative qualities.
- e. A setting should not be contrived to create an appearance that never existed historically. For example, a false sense of history is created when a setting with characteristics of a rail facility is assembled in an area removed from actual railroad facilities. Railroad theme parks are exaggerated examples of such artificial settings.



Division of Historic Preservation & Archaeology · 402 W. Washington Street, W274 · Indianapolis, IN 46204-2739 Phone 317-232-1646 · Fax 317-232-0693 · dhpa@dnr.IN.gov · www.IN.gov/dnr/historic



June 30, 2017

Brandon M. Gabler, Ph.D. Archaeology Project Manager HDR, Inc. 8550 W. Bryn Mawr Avenue, Suite 900 Chicago, Illinois 60631

Federal Agency: Federal Transit Administration ("FTA")

Re: Phase I archaeological reconnaissance survey report (Parker et al., 05/2017), pertaining to the NICTD Double Track NWI, Northwest Indiana (Northern Indiana Commuter Transportation District, South Shore Commuter Line, between Gary and Michigan City) (DHPA No. 19318)

Dear Dr. Gabler:

Pursuant to Section 106 of the National Historic Preservation Act of 1966, as amended (54 U.S.C. § 306108), and 36 C.F.R. Part 800, the staff of the Indiana State Historic Preservation Officer ("Indiana SHPO") has reviewed the aforementioned report, which is dated May 26, 2017, and which we received on May 31, 2017, for the above-indicated project proposed for Lake County, Porter County, and LaPorte County, Indiana.

Based upon the submitted information and the documentation available to the staff of the Indiana SHPO, we have not identified any currently known archaeological resources listed in or eligible for inclusion in the National Register of Historic Places ("NRHP") within the proposed project area. We concur with the opinion of the archaeologist, as expressed in the Phase I archaeological reconnaissance survey report (Parker et al., 05/2017), that archaeological sites 12-La-0708, 12-La-0709, 12-Pr-0801, and 12-Pr-0802 (all of which were identified during these archaeological investigations), are not eligible for inclusion in the NRHP, and that no further archaeological investigations appear necessary at the proposed project area.

Thank you for submitting the archaeological site survey record forms for sites 12-La-0708, 12-La-0709, 12-Pr-0801, and 12-Pr-0802 to the Indiana DHPA SHAARD system database. They will be reviewed.

If any prehistoric or historic archaeological artifacts or human remains are uncovered during construction, demolition, or earthmoving activities, state law (Indiana Code 14-21-1-27 and 29) requires that the discovery must be reported to the Department of Natural Resources within two (2) business days. In that event, please call (317) 232-1646. Be advised that adherence to Indiana Code 14-21-1-27 and -29 does not obviate the need to adhere to applicable federal statutes and regulations, including but not limited to 36 C.F.R. 800.

Brandon M. Gabler, Ph.D. June 30, 2017 Page 2

If you have questions about archaeological matters, please contact Wade T. Tharp at (317) 232-1650 or wtharp1@dnr.in.gov. Questions about above-ground properties should be directed to John Carr at (317) 233-1949 or jcarr@dnr.in.gov.

In all future correspondence about NICTD Double Track NWI, Northwest Indiana, please continue to refer to DHPA No. 19318.

Very truly yours,

Mitchell K. Zoll

Deputy State Historic Preservation Officer

I had W. Shin

MKZ;WTT;wtt

emc: Marisol Simón, Federal Transit Administration, Region V
Jay Ciavarella, Federal Transit Administration, Region V
Mark Assam, Federal Transit Administration, Region V
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Mitchell Zoll, Indiana Department of Natural Resources, Division of Historic Preservation and Archaeology
Chad Slider, Indiana Department of Natural Resources, Division of Historic Preservation and Archaeology
John L. Carr, Indiana Department of Natural Resources, Division of Historic Preservation and Archaeology
Wade T. Tharp, Indiana Department of Natural Resources, Division of Historic Preservation and Archaeology





Date:	Friday, July 07, 2017
Project:	Double Track NWI
To:	Mitchell Zoll, John Carr, Paul Diebold
From:	FTA/NICTD/HDR
Subject:	Elston Grove Historic District Boundary Expansion Recommendation and Justification

The Elston Grove Historic District was listed in the National Register of Historic Places (NRHP) in 2013. The district has a period of significance from c. 1860 to 1963 and is listed under Criteria A and C under the areas of significance for education and architecture. The district has significance under Criterion A "due to its inclusion of a significant industry and two significant educational buildings", which includes the Zorn Brewery and a public library and school. Under Criterion C, the district is listed "for the many examples of architectural styles representative of the district's period of significance." The district is bound by Pine Street on the west, 6th Street on the north, Michigan Boulevard on the northeast, and 11th Street on the south. These boundaries "are the historic boundaries of the Elston Grove neighborhood excluding its northern blocks that have had significant changes in recent years. The boundaries include all of the historic neighborhood's resources including its home and establishments that supported living in the district."

The *Draft Historic Property Report for the NICTD Double Track NWI Project, Michigan City to Gary, Indiana, Segment 1* report for LaPorte County identified an area on the south side of 11th Street between Pine Street and Oak Street that appeared to meet the same criteria for listing as the Elston Grove Historic District on the north side of 11th Street (Figure 1). The properties in this small segment were recommended eligible for listing in the NRHP as a boundary expansion to the existing historic district because they contribute to the significance of the Elston Grove Historic District. The area identified as containing a concentration of contributing properties sharing the same forms and development history as the existing historic district extends approximately one block deep, in order to include historic buildings located on York, Cedar, Spring, and Pine Streets that meet the period and area of significance (architecture) of the adjacent historic district.

The buildings within the recommended expansion area were constructed between c. 1875 and c. 1925, within the period of significance for the Elston Grove Historic District (c. 1860-1963). These buildings are typically wood-frame or brick construction and reflect the same architectural styles and forms as the Elston Grove Historic District to the north, including Queen Anne, Colonial Revival, and Craftsman, as well as vernacular front-gabled, cross wing, or bungalows, all forms that are typical and exemplary of the existing Elston Grove Historic District on the north side of 11th Street.

### **Additional Research and Analysis**

Brief research into U.S. Federal Census records and city directories indicate that both sides of 11th Street and the larger Elston Grove area were inhabited by people of similar class, race, and occupation, which is also reflected in the consistency of the architectural resources throughout the district and along 11th Street. The majority of males in the area served as merchants or worked in shops, at nearby factories, various railroads, or in the building trades, while wives tended to "keep house" and children attended

school (U.S. Federal Census, Indiana, La Porte County, Michigan City, 1880-1930; Michigan City Directories, 1890-1891, 1893-1894, 1909-1910).

Double Track NWI

Figure 1. Elston Grove Historic District: Recommended Boundary Expansion.



In a letter from the Indiana State Historic Preservation Office (SHPO) to the Federal Transit Administration (FTA) dated May 31, 2017, the SHPO indicated "the south side of 11th seems to us to be the north edge of a less significant neighborhood than that which is found to the north of 11th." During the course of the architectural survey to meet the Section 106 requirements for the Project, the areas at the east end of the project area and south/southeast of the Elston Grove Historic District were examined for their own potential for a historic district. As noted in the Segment 1 Historic Property Report, the neighborhoods southeast of 11th Street and Franklin Street were generally planned and constructed later than the northern and western portions of the city. Historic maps, as well as the current building stock, indicate that the area south of the properties fronting 11th Street was developed more sporadically and less systematically than those properties on 11th Street and in the adjacent Elston Grove Historic District. Historic Sanborn maps also indicate that construction and development on both sides of 11th Street was concurrent, with construction occurring from west to east over time (Figure 2-Figure 7).

Figure 2. Michigan City, Indiana, Laporte [sic] County, Sanborn Insurance Map, 1899, Sheet 16; 11th Street (formerly E. Baltimore Street) between Pine and Cedar Streets (Sanborn Map & Publishing Co.).

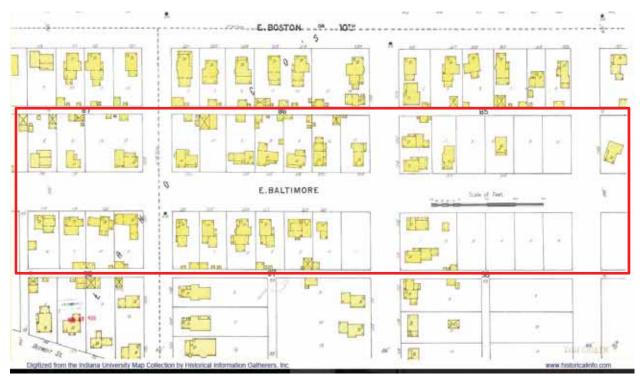


Figure 3. Michigan City, Indiana, Laporte [sic] County, Sanborn Insurance Map, 1905, Sheet 15; 11th Street (formerly E. Baltimore Street) between Pine and Cedar Streets (Sanborn Map & Publishing Co.).

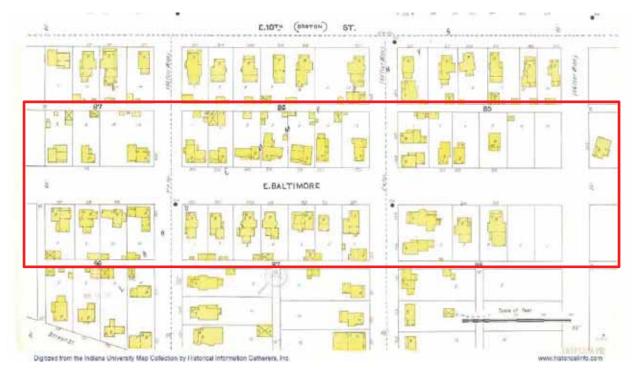


Figure 4. Michigan City, Indiana, Laporte [sic] County, Sanborn Insurance Map, 1912, Sheet 15; 11th Street (formerly E. Baltimore Street) between Pine and Cedar Streets (Sanborn Map & Publishing Co.).

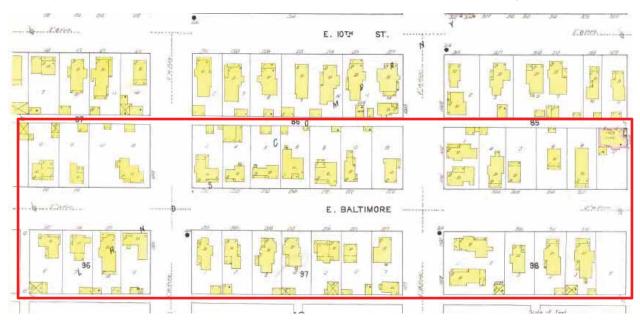


Figure 5. Michigan City, Indiana, Laporte [sic] County, Sanborn Insurance Map, 1936, Sheet 9; 11th Street between Franklin and Spring Streets (Sanborn Map & Publishing Co.).



Figure 6. Michigan City, Indiana, Laporte [sic] County, Sanborn Insurance Map, 1936, Sheet 14; 11th Street between Spring and Oak Streets (Sanborn Map & Publishing Co.).

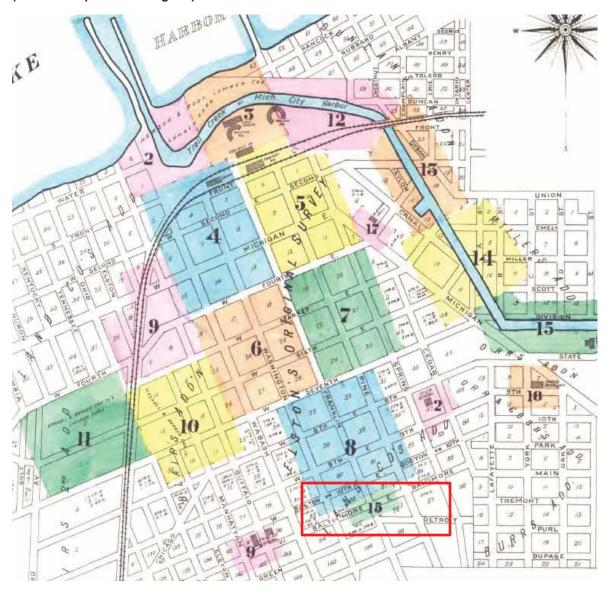


This later period of development is located south and southeast of the recommended boundary expansion area, primarily along Phillips Avenue, and Main, Maple, Oak, York, and Lafayette Streets. The buildings there represent a mix of construction dates ranging from the late-nineteenth century to the midtwentieth century. Earlier houses were commonly of a vernacular form, front-gabled or L-shaped. In addition to being interspersed with mid-twentieth century infill, homes dating from the 1880s to the 1910s were frequently heavily altered, with vinyl, asbestos, or aluminum siding, replacement windows and doors, replacement porches, and/or occasionally form- or character-altering additions. Early- and midtwentieth century homes in the southeast neighborhoods were typically one- or one-and-a-half-story brick and wood bungalows, Minimal Traditionals, and, less frequently, brick Ranches. These twentieth-century dwellings were generally more intact than the earlier construction in the neighborhood, but also exhibited a considerable amount of replacement asbestos, fiber cement, or vinyl siding, and replacement windows and doors. The brick bungalows are the most intact of the building stock, but represent a scattered and small number of houses in this area.

The buildings south of 11th Street in the Project area exhibit a variety of ages, styles, types, and forms, in addition to an overall low level of integrity. This area does not represent a sufficiently intact, cohesive, or otherwise distinct collection of residential architecture that merits listing as a historic district in the NRHP or that reflect the same areas of significance as the Elston Grove Historic District. These properties lack architectural or chronological cohesion with the parcels on the south side of 11th Street and the Elston Grove Historic District. Properties at the east end of the Project area on 11th Street lack integrity, with vacant parcels or those infilled with non-historic construction. The portion of 11th Street between Oak and Pine Streets, however, is largely intact and retains collective historic integrity sufficient for inclusion in the Elston Grove Historic District. In short, the buildings on the south side of 11th Street within the recommended boundary expansion exhibit the same period of significance, area of significance, and level of integrity as the north side of 11th Street and the Elston Grove Historic District as a whole.

Eleventh Street was arguably the southernmost limit of concentrated development in the southeastern part of Michigan City until the early twentieth century. Sanborn Insurance Maps from as early as 1889 extend no farther than the south side of 11th Street (then Baltimore Avenue, Figure 7). 1905 was the first instance where the Sanborn maps document south of 11th Street, suggesting there was finally a large enough concentration of buildings to map. However, these buildings were all to the southwest of the Elston Grove Historic District and 11th Street. Southeast of 11th Street remained unmapped until 1936, reflecting the sporadic development south of 11th Street and Elston Grove.

Figure 7. Michigan City, Indiana, Laporte [sic] County, Sanborn Insurance Map, September 1889, Sheet 1 (Sanborn Map & Publishing Co.).



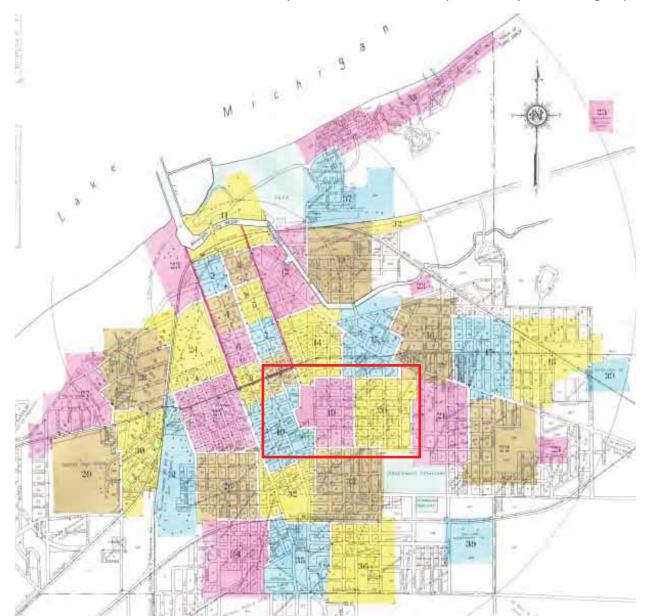


Figure 8. Michigan City, Indiana, Laporte [sic] County, Sanborn Insurance Map, 1936, Sheet 1; red box indicates new area documented on Sanborn maps southeast of 11th Street (Sanborn Map & Publishing Co.).

The letter from the SHPO to FTA dated May 31, 2017 also notes that "the insertion of the South Shore onto 11th Street divided this area into two distinct neighborhoods." The introduction of the South Shore Line along 11th Street through Michigan City in 1908 served to turn 11th Street into a historic transportation corridor. Rather than the train dividing the street, the South Shore Line united the two sides of 11th Street, effectively buffering the rail line from the surrounding neighborhoods. Further, 11th Street was nearly fully developed on both sides of 11th Street before the South Shore Line arrived. The South Shore Line had little to no influence on the initial development of 11th Street or downtown Michigan City.

The National Register Bulletin on *Defining Boundaries for National Register Properties* (Seifer et. al, 1997) boundaries notes that "The boundaries encompass the resources that contribute to the property's significance." Based on the existing district's eligibility under its association with industry and education, only a handful of resources within the district contribute to that significance. The historic district is more

significant for its collection of architectural styles and forms, and the overwhelming number of resources within the district contribute under the architecture area of significance under Criterion C. The resources on the south side of 11th Street also contribute to that significance and form a more comprehensive and inclusive southern boundary, rather than simply limiting the district to the north side of the street.

The recommended expansion of the Elston Grove Historic District on the south side of 11th Street reflects the same period of significance, area of significance, and architectural styles, forms, and integrity as the Elston Grove Historic District, particularly along the south side of the district. The arrival of the South Shore Line in the early twentieth century in Michigan City served to unite 11th Street into a transportation corridor, rather than divide the street in half. Eleventh Street continues to serve as a bustling main street and transportation corridor lined with commercial and residential buildings that reflect the development of architectural styles and forms in Michigan City from the late nineteenth century through the early twentieth century. The FTA therefore recommends that the properties on the south side of 11th Street, as indicated in Figure 1, should be determined eligible as part of a boundary expansion of the Elston Grove Historic District for the purposes of Section 106 consultation and respectfully requests your concurrence on the eligibility of the recommended Elston Grove Historic District boundary expansion.



Division of Historic Preservation & Archaeology  $\cdot$  402 W. Washington Street, W274  $\cdot$  Indianapolis, IN 46204-2739 Phone 317-232-1646  $\cdot$  Fax 317-232-0693  $\cdot$  dhpa@dnr.IN.gov  $\cdot$  www.IN.gov/dnr/historic

July 11, 2017



Susan Weber, AICP Federal Transit Administration, Region V 200 West Adams Street, Suite 320 Chicago, Illinois 60606

Federal Agency: Federal Transit Administration ("FTA")

Re: Elston Grove Historic District Boundary Expansion Recommendation and Justification in Michigan City, Indiana, with respect to the NICTD Double Track NWI (DHPA No. 19318)

Dear Ms. Weber:

Pursuant to Section 106 of the National Historic Preservation Act of 1966, as amended (54 U.S.C. § 306108), and 36 C.F.R. Part 800, the staff of the Indiana State Historic Preservation Officer has considered the information presented during our July 6, 2017, teleconference and in the written and visual materials sent to us by e-mail on July 6 and July 10.

As you know, we indicated in our May 31, 2017, letter that we did not believe that the area along or near the south side of 11<sup>th</sup> Street in Michigan City between Pine Street and approximately Oak Street should be considered eligible for inclusion in the National Register of Historic Places ("NRHP") as an expansion of the NRHP-listed Elston Grove Historic District, which currently extends only as far south as the north side of 11<sup>th</sup> Street.

Although we continue to have reservations about including buildings on or near the south side of 11th Street in what is considered the NRHP-eligible Elston Grove Historic District, we now agree, for the purposes of the Section 106 review of this particular federal undertaking, that the specified area south of 11th Street may be treated as part of the Elston Grove Historic District.

Because we have changed our position on this issue and now are in agreement with the recommendation regarding the Elston Grove Historic District boundary expansion presented in the "Draft Historic Property Report for the NICTD Double Track NW1 Project, Michigan City to Gary, Indiana, Segment 1 of 3, LaPorte County" (Garnett and Barnes, 3/30/2017), we do not believe that the teleconference scheduled for 12:30 PM (EDT)/11:30 AM (CDT) on Wednesday, July 12, is necessary. If FTA and NICTD agree, then please send us a notice stating that the meeting has been cancelled.

If you have questions about archaeological matters, please contact Wade T. Tharp at (317) 232-1650 or wtharp1@dnr.in.gov. Questions about above-ground properties should be directed to John Carr at (317) 233-1949 or jcarr@dnr.in.gov.

In all future correspondence about NICTD Double Track NWI, please continue to refer to DHPA No. 19318.

Very truly yours,

Mitchell K. Zoll

Deputy State Historic Preservation Officer

MKZ:JLC:jlc

Susan Weber, AICP July 11, 2017 Page 2

nc: Susan Weber, AICP, Federal Transit Administration, Region V
Mark Assam, Federal Transit Administration, Region V
Michael Noland, Northern Indiana Commuter Transportation District
John Parsons, Northern Indiana Commuter Transportation District
Nicole Barker, Northern Indiana Commuter Transportation District
Cassandra Francis, Northern Indiana Commuter Transportation District
Janice Reid, PTP, HDR, Inc.
Jeanne Barnes, HDR, Inc.

Mitchell Zoll, Indiana Department of Natural Resources, Division of Historic Preservation and Archaeology Paul Diebold, Indiana Department of Natural Resources, Division of Historic Preservation and Archaeology Chad Slider, Indiana Department of Natural Resources, Division of Historic Preservation and Archaeology Wade T. Tharp, Indiana Department of Natural Resources, Division of Historic Preservation and Archaeology John Carr, Indiana Department of Natural Resources, Division of Historic Preservation and Archaeology

### Reid, Janice

From: Nicole Barker < nicole.barker@nictd.com>

**Sent:** Monday, July 17, 2017 5:55 PM

To: Zoll, Mitchell K; John Carr (JCarr@dnr.IN.gov); Tharp, Wade; 'sstokely@achp.gov'; Michael

Noland; 'tzeiger@indianalandmarks.org'; 'Brad Miller'; 'judith\_collins@nps.gov'; 'ssostaric@nirpc.org'; 'boneiltowncouncil@gmail.com'; 'cruzic@comcast.net';

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@law.du.edu'; 'dhunter@miamination.com'; 'Michael.LaRonge@FCPotawatomi-nsn.gov'

Cc: Susan Weber (FTA) (susan.weber@dot.gov); John Parsons; Reid, Janice; Barnes, Jeanne

**Subject:** Double Track NWI - Report forthcoming for review and 8/2 conference call

### Good afternoon SHPO and Consulting Parties-

As an update to our Double Track Northwest Indiana project, we are wrapping up a draft of the Assessment of Effects report that we discussed on our recent bus tour. You will receive a copy of the report in the next day or two. There will be a formal comment period for your review – that date will be specified in the transmittal letter.

We'd like to gather everyone on a phone call after you've had some time to review the document. We can discuss the report, talk about possible mitigation ideas, and the formal Memorandum of Understanding terms that will be included in the overall Environmental Assessment. That date will be Wednesday, August 2<sup>nd</sup> at 12 noon Central (1pm Eastern).

So please look out for two things:

- 1) A meeting invitation following this email for the conference call on 8/2.
- 2) An email with instructions about how to access the Assessment of Effects Report and a transmittal letter from the Federal Transit Administration (will arrive in the next couple of days).

Lastly, here is a list of possible mitigation actions we could discuss. These are just for brainstorming/discussion and we hope you will have feedback or additional ideas to share on the 8/2 call.

#### Ideas:

- Incorporation of Historic Station Building façade into future station building (NICTD has already committed to this)
- Exhibit showcasing historic buildings/human story within new station building
- Art installation showcasing historic buildings/human story within new station building
- Website with an archive of buildings/history
- Photo documentation of buildings being removed for project possible rendering showing some of these structures in context with surrounding streetscapes
- Photo documentation that can be provided to SHPO/State Archives and/or Local Historical Society or public library for perpetual preservation

Thanks so much for everyone's time and input.

#### **Nicole Barker**

Director of Capital Investment and Implementation South Shore Line

### nicole.barker@nictd.com

O: 219.926.5744 x 313 M: 219.921-4263

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U.S. Department of Transportation Federal Transit Administration REGION V Illinois, Indiana, Michigan, Minnesota, Ohio, Wisconsin 200 West Adams Street Suite 320 Chicago, IL 60606-5253 312-353-2789 312-886-0351 (fax)

July 18, 2017

Mitchell K. Zoll
Deputy State Historic Preservation Officer
Division of Historic Preservation and Archaeology
Indiana Department of Natural Resources
402 West Washington Street, Room W274
Indianapolis, IN 46204

RE: FTA Section 106 Assessment of Effects Determination NICTD Double Track NWI, Northwest Indiana (DHPA No. 19318)

Dear Mr. Zoll,

On May 26, 2016, the Federal Transit Administration (FTA) initiated the Section 106 process with the Indiana State Historic Preservation Office, Division of Historic Preservation and Archaeology (Indiana SHPO) for the Northern Indiana Commuter Transportation District (NICTD) Double Track NWI Project, located along the South Shore Commuter Rail Line between Gary and Michigan City Indiana.

On January 19, 2017 the SHPO provided correspondence concurring with FTA's proposed Area of Potential Effect (APE) along with the previously identified historic properties, consulting party list, survey methodology and the Section 106 schedule for the DT-NWI Project. Due to the large size of the Project area (approximately 26.6 miles), the Project Team divided the fieldwork and evaluations into three historic property reports, each covering roughly one-third of the Project APE from east to west: LaPorte, Porter and Lake Counties. The reports cover all built resources constructed before 1969 with relevant historic contexts, maps, and photographs. The three Draft Historic Property Reports were provided to SHPO and the consulting parties on March 31 and April 19 and 23. On May 11, 2017, an in-person Section 106 consulting party meeting was held to give the opportunity to tour the DT-NWI Project corridor with particular emphasis in Michigan City (LaPorte County) and Gary (Lake County).

Through continued consultation and in correspondence dated May 1, 31, and July 11, 2017, SHPO provided concurrence with the eligibility determinations.

Based on research conducted by the NICTD Project Team and documented in the enclosed Draft Assessment of Effects report, FTA has determined the following for the DT-NWI Project:

In total, 613 architectural resources in the APE were surveyed and evaluated for National Register of Historic Places (NRHP) eligibility. In LaPorte County, 324 architectural resources were surveyed and evaluated, and 16 resources were recommended newly eligible for NRHP listing. This includes seven individually eligible resources, seven resources that contribute to a recommended historic district, one new historic district (DeWolfe's Addition Historic District in

Michigan City), and one expansion to an existing NRHP-listed district (Elston Grove Historic District). Three NRHP-listed historic districts (Franklin Street Commercial Historic District; Elston Grove Historic District; and Haskell and Barker Historic District) were not re-surveyed due to their recent evaluation and listing in 2013. In Porter County, 46 architectural resources were surveyed and evaluated for NRHP eligibility. One property, the Beverly Shores Railroad Station (NR-0945) is currently listed in the NRHP, one property is considered eligible for listing in the NRHP by the SHPO, and one property was newly recommended eligible for individual listing in the NRHP. In Lake County, 243 architectural resources were surveyed and evaluated for NRHP eligibility. Eight of these were recommended eligible, two individually, and four as contributing resources to potential historic districts. Additionally, two historic districts (Glen Ryan Park and Hiway Homes Historic Districts, both in Gary) were recommended eligible for listing in the NRHP.

Thirty-one resources in the APE were recommended eligible for listing in the NRHP (Error! Reference source not found.) or were previously listed in the NRHP. This includes 4 previously listed resources (Elston Grove Historic District, Haskell and Barker Historic District, Franklin Street Commercial Historic District, and the Beverly Shores Station); 1 resource considered eligible for listing by the SHPO under a Multiple Property Document; 3 new historic districts recommended eligible (DeWolfe's Addition, Glen Ryan Park, and Hiway Homes Historic Districts); a recommended boundary expansion of the NRHP-listed Elston Grove Historic District; 10 resources recommended individually eligible for listing in the NRHP; and 10 resources recommended eligible as contributing resources to an existing or recommended eligible historic district. In addition, there are numerous contributing resources to the listed and recommended eligible historic districts that are considered historic properties per 36 CFR 800.16(l)(1).

Per consultation with the SHPO and because of the recent listing of the three historic districts in Michigan City in 2013, individual resources in the listed districts were not surveyed unless they had an IHSSI number; these resources were surveyed to determine individual eligibility and to confirm that the resources retained their contributing status to their respective historic district. Adversely affected contributing resources to the historic districts are listed in their respective district write-ups.

Most The majority of the NRHP-eligible resources within the DT-NWI Project APE will experience No Adverse Effect as a result of the Project. However, the 29 resources listed in the table below will experience an Adverse Effect as a result of the Project.

### Historic Properties in the APE with Adverse Effects

Name	IHSSI/NR No.	Address	County	NRHP Eligibility	Assessment of Effect
Elston Grove Historic District	091-406- 18001/NR- 2331	N/A	LaPorte	Listed	Adverse Effect

Name	IHSSI/NR No.	Address	County	NRHP Eligibility	Assessment of Effect
Apartment Building	091-406- 21082	328 E. 11th Street, Michigan City	LaPorte	Contributing resource to Elston Grove Historic District	Adverse Effect
House (Scherrbaum Residence)		1012 Spring Street, Michigan City	LaPorte	Contributing resource to Elston Grove Historic District	Adverse Effect
House		1015 Spring Street, Michigan City	LaPorte	Contributing resource to Elston Grove Historic District	Adverse Effect
House (Lubiniecki Residence)		202 E. 11th Street, Michigan City	LaPorte	Contributing resource to Elston Grove Historic District	Adverse Effect
House (Hill Residence)		206 E. 11th Street, Michigan City	LaPorte	Contributing resource to Elston Grove Historic District	Adverse Effect
House (Isbell Residence)		210 E. 11th Street, Michigan City	LaPorte	Contributing resource to Elston Grove Historic District	Adverse Effect
House		218 E. 11th Street, Michigan City	LaPorte	Contributing resource to Elston Grove Historic District	Adverse Effect
House (Bibb Residence)		314 Lafayette Street, Michigan City	LaPorte	Contributing resource to Elston Grove Historic District	Adverse Effect
Apartment Building		320-322 E. 11th Street, Michigan City	LaPorte	Contributing resource to Elston Grove Historic District	Adverse Effect
House (Vance Residence)		716 E. 11th Street, Michigan City	LaPorte	Contributing resource to Elston Grove Historic District	Adverse Effect

Name	IHSSI/NR No.	Address	County	NRHP Eligibility	Assessment of Effect
Elston Grove Historic District Boundary Expansion		n/a	LaPorte	Recommended eligible	Adverse Effect
House		319 E. 11th Street, Michigan City	LaPorte	Recommended eligible as contributing resource to recommended Elston Grove Historic District Expansion	Adverse Effect
House		321 E. 11th Street, Michigan City	LaPorte	Recommended eligible as contributing resource to recommended Elston Grove Historic District Expansion	Adverse Effect
House		501 E. 11th Street, Michigan City	LaPorte	Recommended eligible as contributing resource to recommended Elston Grove Historic District Expansion	Adverse Effect
House		509 E. 11th Street, Michigan City	LaPorte	Recommended eligible as contributing resource to recommended Elston Grove Historic District Expansion	Adverse Effect
House		513 E. 11 Street, Michigan City	LaPorte	Recommended eligible as contributing resource to recommended Elston Grove Historic District Expansion	Adverse Effect
House		517 E. 11th Street, Michigan City	LaPorte	Recommended eligible as contributing resource to recommended Elston Grove Historic District Expansion	Adverse Effect
House		523 E. 11th Street, Michigan City	LaPorte	Recommended eligible as contributing resource to recommended Elston Grove Historic District Expansion	Adverse Effect
House	091-406- 21080	505 E. 11th Street, Michigan City	LaPorte	Recommended eligible as contributing resource to recommended Elston Grove Historic District Expansion	Adverse Effect

Name	IHSSI/NR No.	Address	County	NRHP Eligibility	Assessment of Effect
First Christian Church	091-406- 21081	1102 Cedar Street, Michigan City	LaPorte	Recommended eligible; contributing resource to recommended Elston Grove boundary expansion	Adverse Effect
Franklin Street Commercial Historic District	091-406- 16001/NR- 2339	N/A	LaPorte	Listed	Adverse Effect
Commercial Building		1010 Franklin Street, Michigan City	LaPorte	Contributing resource to Franklin Street Commercial Historic District	Adverse Effect
Commercial Building (Inca Properties LLC)		1015 Franklin Street, Michigan City	LaPorte	Contributing resource to Franklin Street Commercial Historic District	Adverse Effect
Commercial Building (Inca Properties LLC)		1019 Franklin Street, Michigan City	LaPorte	Contributing resource to Franklin Street Commercial Historic District	Adverse Effect
Commercial Building (Andrea Italian Kitchen/Dough Boys/Cool Runnings Jamaican Restaurant)		106 E. 11th Street, Michigan City	LaPorte	Contributing resource to Franklin Street Commercial Historic District	Adverse Effect
House		121 E. 10th Street, Michigan City	LaPorte	Contributing resource to Franklin Street Commercial Historic District	Adverse Effect
South Shore Station	091-406- 21092	114 E. 11th Street, Michigan City	LaPorte	Recommended Individually Eligible/Contributing resource to the Franklin Street Commercial Historic District	Adverse Effect
House		1116 W. 10th Street, Michigan City	LaPorte	Recommended Individually Eligible	Adverse Effect

FTA and NICTD will continue to consult with the Project's consulting parties and the next conference call is scheduled for August 2, 2017. These findings will be the subject of a Memorandum of Agreement (MOA) between FTA, NICTD, and SHPO to mitigate the adverse effects on these historic properties.

Pursuant to the Section 106 implementing regulations at 36 C.F.R. § 800, FTA is seeking SHPO concurrence with the above eligibility and effects determinations within 30 days of receipt of this letter.

If FTA can provide any assistance or additional information which would aid in your prompt reply, please feel free to contact Susan Weber at 312-353-3888 or <a href="mailto:susan.weber@dot.gov">susan.weber@dot.gov</a>. Thank you for your continued involvement with this project.

Sincerely,

Yay Ciavarella

Director, Office of Planning and Program Development

ecc: Mark Assam, FTA
Nicole Barker, NICTD
John Carr, SHPO
Wade Tharp, SHPO
Janice Reid, HDR

Enclosure: Draft Assessment of Effects for the NICTD Double Track NWI Project, Michigan City to Gary, Indiana

### Robert S. Harris 170 Red Sand Road Grand Junction, CO 81507 970-683-0858 rharris18@law.du.edu

August 11, 2017

Jay Ciavarella
Director of Office Planning and Program Development
Susan Weber, AICP
U.S. Department of Transportation
Federal Transit Administration
200 West Adams Street, Suite 320
Chicago, IL 60606-5253

Re: Double-Track Project

Dear Mr. Ciavarella and Ms. Weber,

This letter contains my further concerns with the Section 106 process for the Double Track Northwest Indiana Project (Project) of the Northern Indiana Commuter Transportation District (NICTD). As you know, the FTA formally recognized me as a Consulting Party for the Section 106 consultation about the Project.

My concerns about the required identification efforts of the FTA were presented in our submissions in letters and attachments dated May 31, 2017 and June 22, 2017 ("Eligibility Submissions"), whereby I questioned the analysis of HDR in recommending the South Shore Line, while historically significant under criteria A and C. ultimately not eligible for listing on the National Register based on a lack of integrity. Ironically, this purported lack of integrity could only have been the result of upgrades over the years by the Project proponent, NICTD, that failed to preserve the historic fabric of the SSL. As I noted in my Eligibility Submissions, other railroads with similar upgrades have been found to have maintained enough integrity to remain eligible. I understand from our call on August 8, 2017, that a written response will be forthcoming from the FTA, but as of this date I have not received it. I expect such response to compare the SSL to other railroads, including several identified in my Eligibility Submissions, and justify the FTA's determination by demonstrating why those railroads maintain integrity while the SSL does not. I understand the SHPO concurred in your determination, however the SHPO may not be aware of these other eligible railroads. As previously requested, please provide a copy of the documentation of your formal determination, the SHPO's concurrence, and any associated correspondence. By copy of this letter

and our earlier comments, we are also asking the SHPO to reconsider its concurrence.

Because there is still an unresolved dispute regarding the eligibility of the SSL, the Section 106 identification phase is incomplete. The effects analysis, therefore, is premature and incomplete, because it does not acknowledge or consider mitigation for adverse and cumulative effects to the historic SSL as a whole. Because many of the historic properties and districts identified in the effects analysis are integrally related to the SSL, these properties also need to be considered as contributing elements to the eligibility of the SSL. Because of this interconnection, the adverse effects of the Project on these properties are likely underestimated. The FTA cannot move forward piecemeal with an effects and mitigation analysis until the eligibility question of the SSL is resolved and the adverse effects to the identified historic properties are evaluated in the context of the SSL's history. Because of this failing, it is nearly impossible for me meaningfully to comment on the effects analysis other than to state that it is inadequate and premature. Once the eligibility of the SSL is adequately evaluated, I may have adequate information on which to base comments.

Finally, in our call on August 8, 2017, NICTD characterized my concerns and my SSL collection as merely a private interest. While my activities have been undertaken largely in a personal role, the NHPA strongly encourages private restoration efforts, and the purpose of my 40 years of efforts has been to preserve and tell the history of the SSL – which is a public resource. I have been joined over time by other individuals, organizations and communities that share this long term goal. In fact the only reason I have a significant collection of privately-owned artifacts related to the SSL is because NICTD and its predecessors systematically discarded or scrapped them rather than preserving them. These artifacts, photographs and documents should have, all along, been archived and preserved for historic preservation and public education. Some of these artifacts were sold to me by NICTD's contractors who had been hired to scrap them, others were rescued over the years from being discarded by concerned South Shore Line employees.

Under 54 U.S.C. § 306113, a federal agency may not grant funding, a permit or other assistance to an applicant that has intentionally adversely affected a historic property to which the grant would relate, or has allowed the significant adverse effect to occur. The only exception to this prohibition is if, after consultation with the Advisory Council on Historic Preservation, the agency formally determines that granting the assistance is justified, notwithstanding the adverse effect caused or permitted by the applicant. While no formal determination of eligibility of the SSL was made in the past, at one point the NPS did consider it eligible. The question then, is, when and how did the adverse effects that caused the SSL property to lose

<sup>&</sup>lt;sup>1</sup> There may be other facts of which I am unaware, but the first instance that I know of NICTD staff placing any documentation into a historic archive occurred on August 2, 2017, when Victor Babin provided one box of documents and films to the Calumet Regional Archives at Indiana University Northwest.

integrity come to pass? And did NICTD cause or permit such adverse effects? It is at least ironic, if not legally problematic, for NICTD's actions in causing the SSL to lose integrity to in effect now ease its path through the Section 106 and 4(f) evaluations. The NHPA prohibits such a result.

We have proposed to seriously discuss some "outside of the box" mitigation scenarios that would create a public interpretive facility and archives that would preserve nationally significant history and connect the history of the South Shore Line to the Northern Indiana community and its visitors. While the location of my privately-owned property is not really suitable for a public access museum or historic center, I have proposed alternative places, in addition to the SSL "first mile," (Bendix to Grandview) that may be suitable. NICTD could rectify its past failings by investing in such mitigation. I note that 54 U.S.C. § 306109 considers the costs of preservation as eligible project costs in all undertakings of, or assisted by the agency, so there is a potential avenue for public investment in such mitigation as well.

As to the specifics of the effects analysis, the July 18, 2017 effects report acknowledges that NICTD proposes to adversely affect an additional 29 eligible properties, with 22 of these slated for demolition. This is a significant majority of the entire set of eligible or listed properties identified in the three HDR studies. Given these significant effects, it is hard to understand why the FTA is proposing to limit its NEPA evaluation to an environmental assessment. In contrast, the West Lake Corridor Project proposes to demolish just 1 historic property, but the FTA prepared an environmental impact statement for that project, along with a full 4f evaluation report. The overall review of the 26+ mile Double Track project appears to fall well short of the evaluation the FTA is performing for the approximately 9mile West Lake Corridor Project, and its evaluation of effects to historic properties is similarly skimpy. Significance for historic properties under NEPA is generally measured by National Register-eligibility, with adverse effects being considered significant. While mitigated FONSIs are permissible, the number of eligible or listed properties to be demolished by the Double Track Project make it unlikely that the FTA could plausibly reach a finding of no significant impact under applicable CEQ guidance for either direct or cumulative effects. No amount of HABS/HAER documentation can replace the loss of the historic fabric that this volume of demolition entails. Requiring mitigation for the SSL itself could help to minimize these effects.

I look forward to your response to my Eligibility Submissions and this correspondence.

Many Thanks,

Robert S. Harris

To: Nicole Barker, Director of Capital Investment and Implementation

From: Dick Meister, Historical Society of Ogden Dunes

Date: August 11, 2017

Re: Response to the Double Track Assessment of Effects Report

I have appreciated the time that I have spent as a member of the Double Track NWI Consulting Parties group. It has been a pleasure working with the staff of NICTD on this important project for Northwest Indiana and the other consulting parties. As an urban and social historian, I am impressed with the professionalism and the detail that the reports contained. The reports will not only inform future decisions as the project progresses, but these will also be valuable planning tools for the decision makers in Michigan City and Gary long into the future. The detailed reports document the historical and architectural significance of the property and neighborhoods near the South Shore. These data will be invaluable for the decision makers and community leaders as they use the double-tracking project as a means to strengthen neighborhoods and historic districts. Having representatives of the Indiana Department of Natural Resources as consulting parties greatly enhanced the work done by NICTD.

On a personal note, the South Shore has been a part of most of my life, especially the early years and for the last twenty plus years. My childhood home was located in Miller where the South Shore crossed the B&O Railroad tracks. We used the hiline for sledding. In high school, I often road the South Shore to Bishop Noll High School in Hammond. After we bought a second home in Ogden Dunes, I road the South Shore every week-end for ten years, commuting from and to the Loop Campus of DePaul University.

This is a significant project; one that will generate economic growth and will improve the quality of life for those who will be directly and indirectly affected. It has the potential to stimulate economic growth and the quality of life for residents of Michigan City. On a smaller scale, it will also benefit Gary and its residents. Moving forward on creating two new historic districts in Gary and on creating a new one in Michigan City and strengthening three existing districts will shape the 21st century experience for these two cities.

The following are my thoughts and possible recommendations as the project moves forward.

1. The project should maximize the historic context of the South Shore Railroad. We need to memorialize the history and importance of the South Shore during its first hundred plus years. Many suggestions have been made and

these should be followed, especially in Michigan City, recognizing the historic buildings that will be demolished to make way for the double-tracking, notably the original station and the First Christian Church. The first 100 years should also be documented in Beverly Shores historic station and in the new Miller station, as well as the larger stations along the South Shore line.

- 2. Much of the research done in preparing for the project should be packaged and shared with the public libraries of Michigan City and Gary, as well as with the Calumet Archives of Indiana University and the historical societies of Porter and LaPorte Counties.
- 3. In preparing for the next public phase of the project, especially for the major changes that will occur in Michigan City and in the Miller-Aetna area of Gary, it will be important to emphasize the benefits of the project. I am particularly thinking about the reaction of the neighborhoods affected in Michigan City, especially the planned closures of approximately half of the through streets. It may also be an issue in Miller with the relocation of U.S. 12.
- 4. It will also be important that the NICTD work with the communities of Ogden Dunes, Beverly Shores and Chesterton as parking lots are expanded and traffic patterns change. Those who don't like change will be the most vocal. Thus, emphasizing the benefits of the project, especially to local communities will be important.
- 5. In general, I am very supportive of the suggestions the Division of Historic Preservation and Archaeology of the Indiana Department of Natural Resources. And for the most part the NICTD has agreed with these recommendations.
- 6. I also hope that the project will lead to addressing the traffic issues along U.S. 12, near the entrance of Mittal Steel (see Maps, p. 28).
- 7. Also on page 28 is the Irene Nelson (Swedish Farmstead). I hope that the discussions continue with Indiana Landmarks, the National Lakeshore and the NICTD to use this project as a way to mitigate the noise pollution coming from both the steel mill and the railroads.
- 8. On page 9 of the Maps, near the new bridge 089-232-07090 and near the proposed merging of U.S. 12/U.S. 20, is the old Miller Cemetery. I don't believe this was identified in the study and it may be impacted by the proposed change for U.S. 12.



Division of Historic Preservation & Archaeology  $\cdot$  402 W. Washington Street, W274  $\cdot$  Indianapolis, IN 46204-2739 Phone 317-232-1646  $\cdot$  Fax 317-232-0693  $\cdot$  dhpa@dnr.IN.gov  $\cdot$  www.IN.gov/dnr/historic

August 15, 2017



Jay Ciavarella Federal Transit Administration, Region V 200 West Adams Street, Suite 320 Chicago, Illinois 60606

Federal Agency: Federal Transit Administration ("FTA")

Re: FTA's July 18, 2017, letter and enclosed "Draft Assessment of Effect for the NICTD Double Track NWI Project, Michigan City to Gary, Indiana" (HDR, Inc., 7/18/2017), making determinations of eligibility and effect for properties within the area of potential effects ("APE") of the NICTD Double Track NWI (DHPA No. 19318), as well as the revised APE maps, received July 28, and the agenda and our notes from the August 2, 2017, consulting parties conference call

Dear Mr. Ciavarella:

Pursuant to Section 106 of the National Historic Preservation Act of 1966, as amended (54 U.S.C. § 306108), and 36 C.F.R. Part 800, the staff of the Indiana State Historic Preservation Officer ("Indiana SHPO") has reviewed your July 18, 2017, letter with Draft Assessment of Effects . . ." (HDR, 7/18/2017), which we received on July 19, the revised area of potential effects ("APE") maps, which we received on July 28, and the agenda and related tables for the August 2, 2017, consulting parties conference call, regarding the aforementioned project proposed for Lake County, Porter County, and LaPorte County, Indiana.

We concur that the 29 districts or buildings identified in your July 18 letter are listed in or eligible for inclusion in the National Register of Historic Places ("NRHP") and will be adversely affected by this project. We also concur that none of the other 22 aboveground properties identified in the "Draft Assessment of Effect..." (HDR, Inc., 7/18/2017) will be adversely affected by this project.

As we said in our June 30, 2017, letter to Dr. Brandon Gabler of HDR, Inc., based upon the submitted information and the documentation available to the staff of the Indiana SHPO, we have not identified any currently known archaeological resources listed in or eligible for inclusion in the NRHP within the proposed project area. We concur with the opinion of the archaeologist, as expressed in the Phase I archaeological reconnaissance survey report (Parker et al., 05/2017), that archaeological sites 12-La-0708, 12-La-0709, 12-Pr-0801, and 12-Pr-0802 (all of which were identified during these archaeological investigations), are not eligible for inclusion in the NRHP, and that no further archaeological investigations appear necessary at the proposed project area.

If any prehistoric or historic archaeological artifacts or human remains are uncovered during construction, demolition, or earthmoving activities, state law (Indiana Code 14-21-1-27 and -29) requires that the discovery be reported to the Department of Natural Resources within two (2) business days. In that event, please call (317) 232-1646. Be advised that adherence to Indiana Code 14-21-1-27 and -29 does not obviate the need to adhere to applicable federal statutes and regulations, including but not limited to 36 C.F.R. Part 800.

We appreciate FTA's and NICTD's suggestions for mitigation measures and the comments offered by the other consulting parties during the August 2 consulting parties meeting. We have no additional comments to offer about mitigation, beyond those we already have provided.

If you have questions about above-ground properties related to this project, please contact John Carr at (317) 233-1949 or jcarr@dnr.in.gov. Questions about archaeological matters should be directed to Wade T. Tharp at (317) 232-1650 or wtharp1@dnr.in.gov.

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In all future correspondence about the NICTD Double Track NWI, please continue to refer to DHPA No. 19318.

Very truly yours,

Mitchell K. Zoll

Deputy State Historic Preservation Officer

MKZ:JLC:jlc

emc: Marisol Simón, Federal Transit Administration, Region V

Jay Ciavarella, Federal Transit Administration, Region V

Mark Assam, Federal Transit Administration, Region V

Susan Weber, AICP, Federal Transit Administration, Region V

Larry Buckel, Indiana Department of Transportation, Transit Office

Michael Noland, Northern Indiana Commuter Transportation District

John Parsons, Northern Indiana Commuter Transportation District

Nicole Barker, Northern Indiana Commuter Transportation District

Cassandra Francis, Northern Indiana Commuter Transportation District

Janice Reid, PTP, HDR, Inc.

Brandon Gabler, PhD, RPA, HDR, Inc.

Jeanne Barnes, HDR, Inc.

Chad Blackwell, HDR, Inc.

Vince Epps, Metric Environmental

Susan Castle, Metric Environmental

Charlotte Bramble, Metric Environmental

Thomas Cervone, Ph.D., Lochmueller Group

Matt Buffington, Indiana Department of Natural Resources, Division of Fish and Wildlife

Christie Stanifer, Indiana Department of Natural Resources, Division of Fish and Wildlife

Stephanie Trapp, Indiana Department of Natural Resources, Division of Fish and Wildlife

Erin Basiger, Indiana Department of Natural Resources, Division of Fish and Wildlife

Michael Molnar, Indiana Department of Natural Resources, Division of Nature Preserves

Mitchell Zoll, Indiana Department of Natural Resources, Division of Historic Preservation and Archaeology

Chad Slider, Indiana Department of Natural Resources, Division of Historic Preservation and Archaeology

Wade T. Tharp, Indiana Department of Natural Resources, Division of Historic Preservation and Archaeology

John Carr, Indiana Department of Natural Resources, Division of Historic Preservation and Archaeology



U.S. Department of Transportation Federal Transit Administration

REGION V Illinois, Indiana, Michigan, Minnesota, Ohio, Wisconsin 200 West Adams Street Suite 320 Chicago, IL 60606-5253 312-353-2789 312-886-0351 (fax)

August 29, 2017

Mr. Robert S. Harris 170 Red Sand Road Grand Junction, CO 81507

RE: Double Track Northwest Indiana Project Section 106 Consultation

Dear Mr. Harris:

As a consulting party for the Double Track Northwest Indiana Project (Project), we appreciate your input and contributions to the consultation process under Section 106 of the National Historic Preservation Act (NHPA) of 1966 and its implementing regulations at 36 CFR § 800. Feedback from consulting parties is an integral part of the 106 process.

We are in receipt of your letters and attachments dated May 31, 2017 and August 11, 2017. We understand your interest in, passion for, and long history with the South Shore Line and sincerely appreciate your comments regarding the National Register of Historic Places (NRHP) eligibility of the South Shore Line, the Historic Property Reports, and Assessment of Effects prepared for this Project.

As noted in the Historic Property Report for the NICTD Double Track NWI Project, Michigan City to Gary, Indiana, Segment 3 of 3, Lake County report, the South Shore Line is significant at the local level under Criteria A and B. The South Shore Line is significant under Criterion A in the areas of transportation, recreation, and industry and under Criterion B for its association with Samuel Insull. However, research investigations and evaluations conducted by HDR, the Project consultant, did not reveal that the South Shore Line's significance rose to the state, regional, or national level. The South Shore Line was one of many regional interurban lines in Indiana and Illinois established in the early twentieth century and its significance did not extend outside of the local areas through which the South Shore Line traveled.

To be eligible for listing in the NRHP, a property must be associated with an important historic context and retain sufficient integrity of its character-defining features to convey its significance. The National Register Bulletin 15: How to Apply the National Register Criteria for Evaluation (NPS 1997) specifies that there are seven aspects of integrity that, in various combinations, are necessary for a resource to convey its significance. The bulletin states that "to retain historic integrity a property will always possess several, and usually most, of the aspects," which include location, design, setting, materials, workmanship, feeling, and association. "The property must retain, however, the essential physical features that enable it to convey its historic identity. The essential physical features are those features that define both why a property is significant (Applicable Criteria and Areas of Significance) and when it was

significant (Periods of Significance). They are the features without which a property can no longer be identified" (NPS 1997 44-46).

Railroads require ongoing maintenance, improvements, and upgrades to allow rail infrastructure to continue to serve the transportation needs of its riders safely and efficiently. The South Shore Line, originally an interurban line historically associated with recreation as it provided access to the Indiana Dunes and other areas along the Lake Michigan shoreline, transitioned to a publicly subsidized commuter rail service in 1977 and became publicly owned and operated by NICTD in 1990. Since taking over operations, NICTD has continually invested in the facilities and service of the South Shore Line using both federal and state funds. Age, safety, and increased demand in service has required NICTD to improve stations, platforms, bridges, power substations, tracks, catenary, and other components of the railroad with modern structures and/or components. These improvements and upgrades were necessary to ensure the safe and efficient operations of the South Shore Line. Previous federally-funded activities on the South Shore Line have been processed as Categorical Exclusions under the National Environmental Policy Act (NEPA) of 1969. The South Shore Line has never been listed in, or formally determined eligible for, listing in the NRHP, and therefore, NICTD was not altering the integrity of a historic resource as defined in 36 CFR § 800.16(1)(1). Rather, NICTD was maintaining, improving, and upgrading a rail line that was historic in regards to its age but not NRHP-eligible.

The result of these gradual improvements, upgrades, and general maintenance, which have included the incorporation of new materials, is that the South Shore Line no longer retains basic design features that convey its historic appearance and function. Further, the transition of the South Shore Line from an interurban with multiple stations and flagstops to a commuter railroad with over 95% of all travel terminating in Chicago and the termination of service to the South Bend and East Chicago downtowns has lessened the rail line's integrity of association. While the South Shore Line does retain some integrity of location and setting, the changes to its design, materials, workmanship, feeling, and association have changed its original composition.

Thus, it is the opinion of FTA that the South Shore Line does not retain sufficient integrity to convey its significance and is not eligible for listing in the NRHP. The Indiana State Historic Preservation Office (SHPO) concurred with this determination on May 23, 2017. We have taken the comments you provided following our initial determination and SHPO concurrence into account and reassessed our eligibility determination based on the information you provided; however, given the integrity of the South Shore Line throughout the Project's Area of Potential Effects, we maintain our original determination that the South Shore Line is not eligible for inclusion in the NRHP. FTA considers the identification of historic properties for this Project to be complete.

Based on the NRHP-eligibility recommendations and effects assessments provided by HDR, FTA has determined that the proposed project will cause adverse effects to other historic resources. The SHPO has concurred and the Advisory Council on Historic Preservation (ACHP) has been made aware of this determination. Adverse effects to historic resources will be resolved through the development and implementation of a Memorandum of Agreement (MOA). The MOA is a legally binding document that

satisfies the Section 106 process by mitigating the adverse effects of the Project on historic resources. FTA, SHPO, NICTD, signatories of the MOA, and other consulting parties will continue to collaborate and identify mitigation treatments that are commensurate with the identified adverse effects.

The identification of adverse effects through the Section 106 Consultation process does not impact the NEPA class of action for the Project, which is an Environmental Assessment. Through the coordination and integration of the NEPA and NHPA processes as outlined in the Council on Environmental Quality's (CEQ) and ACHP's guidance document NEPA and NHPA: A Handbook for Integrating NEPA and Section 106 (2013), a cumulative effects analysis is being conducted as part of the Environmental Assessment.

Again, we would like to thank you for your participation as a consulting party for the Project. We appreciate your input and contributions to the consultation process under Section 106 of the NHPA. Please do not hesitate to contact Susan Weber at 312-353-3888 or susan.weber@dot.gov.

Sincerely, M. Cruvella

Jay M. Ciavarella

Director, Office of Planning & Program Development

ecc: Susan Weber, FTA

Elizabeth Breiseth, FTA Nicole Barker, NICTD Mitchell Zoll, SHPO Janice Reid, HDR

### Sims, Kelly

**Subject:** Double Track NWI - Section 106 Draft MOA and consultation documentation

**AMServiceURLStr:** https://slingshot.hdrinc.com:443/CFSS/control?view=services/FTService

From: Weber, Susan (FTA) [mailto:susan.weber@dot.gov]

Sent: Thursday, August 31, 2017 3:39 PM

To: Nicole Barker; Zoll, Mitchell K; John Carr (<a href="mailto:JCarr@dnr.IN.gov">JCarr@dnr.IN.gov</a>); Tharp, Wade; 'sstokely@achp.gov'; michael.noland

nictd.com; 'tzeiger@indianalandmarks.org'; 'Brad Miller'; 'judith\_collins@nps.gov'; 'ssostaric@nirpc.org';

'boneiltowncouncil@gmail.com'; 'cruzic@comcast.net'; 'RMEISTER@depaul.edu'; 'mayormeer@emichigancity.com'; 
cphillips@emichigancity.com; 'gwallace.hook@yahoo.com'; 'rmurphy@emichigancity.com'; 'csaxton@legacyfdn.org'; 
'rharris18@law.du.edu'; 'dhunter@miamination.com'; 'Michael.LaRonge@FCPotawatomi-nsn.gov'; Reid, Janice; Barnes, 
Jeanne; John Parsons; Breiseth, Elizabeth (FTA)

Subject: Double Track NWI - Section 106 Draft MOA and consultation documentation

Good afternoon all,

Thank you for your participation in the Section 106 consulting party conference call on August 2, 2017. As we discussed, attached please find a draft of the MOA based on our discussions. We ask that you review and if you have any comments/suggestions, please use Track Changes or highlight them so that they can be easily identified by the DT-NWI Project Team. You are also welcome to send comments via email if that is easier for you.

Please provide your feedback by Friday, September 15, 2017.

As requested, attached please find the Section 106 consultation documentation.

Again, thank you for your continued participation in the Section 106 process for the DT-NWI Project. Susan

-----Original Appointment-----

From: Nicole Barker [mailto:nicole.barker@nictd.com]

Sent: Wednesday, July 26, 2017 5:02 PM

To: Nicole Barker; Zoll, Mitchell K; John Carr (<a href="JCarr@dnr.IN.gov">JCarr@dnr.IN.gov</a>); Tharp, Wade; 'sstokely@achp.gov'; michael.noland nictd.com; 'tzeiger@indianalandmarks.org'; 'Brad Miller'; 'judith\_collins@nps.gov'; 'ssostaric@nirpc.org'; 'boneiltowncouncil@gmail.com'; 'cruzic@comcast.net'; 'RMEISTER@depaul.edu'; 'mayormeer@emichigancity.com'; <a href="mayormeer@emichigancity.com">cphillips@emichigancity.com</a>; 'gwallace.hook@yahoo.com'; 'rmurphy@emichigancity.com'; 'csaxton@legacyfdn.org'; 'rharris18@law.du.edu'; 'dhunter@miamination.com'; 'Michael.LaRonge@FCPotawatomi-nsn.gov'; Reid, Janice; <a href="mayormeer@emichigancity.com">jeanne.barnes@hdrinc.com</a>; John Parsons; Weber, Susan (FTA); Assam, Mark (FTA)

Subject: Double Track NWI - SHPO / CP conf call re: Assessment of Effects Report, MOA

When: Wednesday, August 02, 2017 12:00 PM-1:00 PM (UTC-06:00) Central Time (US & Canada).

Where: 12pm Central / 1pm Eastern; CALL IN INFO: 1-866-583-7984, passcode 7320412

Call In Information:

1-866-583-7984, passcode 7320412

All – this will be the date for the Double Track NWI conference call with SHPO, Consulting Parties. We will discuss Assessment of Effects Report and draft MOA/mitigation.

You received an email with the Assessment of Effects Report on 7/18. The 30-day comment window ends on 8/18. The documents can be found here: The report is broken into the main document and the appendices.

Here is the link: <a href="http://www.doubletrack-">http://www.doubletrack-</a>

<u>nwi.com/images/PreliminaryCulturalResourcesAssessmentofEffectsReport.pdf</u>

The appendices will be posted immediately beneath the document. Here are some mitigation ideas that have been suggested:

- Incorporation of Historic Station Building façade into future station building (NICTD has already committed to this)
- Exhibit showcasing historic buildings/human story within new station building
- Art installation showcasing historic buildings/human story within new station building
- Website with an archive of buildings/history
- Photo documentation of buildings being removed for project possible rendering showing some of these structures in context with surrounding streetscapes
- Photo documentation that can be provided to SHPO/State Archives and/or Local Historical Society or public library for perpetual preservation

### DRAFT MEMORANDUM OF AGREEMENT BETWEEN

## THE FEDERAL TRANSIT ADMINISTRATION AND THE INDIANA STATE HISTORIC PRESERVATION OFFICER REGARDING

### THE DOUBLE TRACK NORTHWEST INDIANA PROJECT

WHEREAS, the Federal Transit Administration (FTA) may provide federal funding to the Northern Indiana Commuter Transportation District (NICTD) for the Double Track Northwest Indiana (Project) in Lake, Porter, and LaPorte counties, Indiana, and FTA has determined that the Project is an undertaking pursuant to 36 Code of Federal Regulations (CFR) § 800; and

**WHEREAS**, the Project consists of expanding NICTD's existing South Shore Line from single track to double track between Gary and Michigan City and associated signal, power, and platform improvements at five passenger stations; and

WHEREAS, FTA has consulted with the State Historic Preservation Officer (SHPO) at the Indiana Department of Natural Resources, Division of Historic Preservation & Archaeology (DHPA), in accordance with Section 106 of the National Historic Preservation Act (NHPA), as amended, (54 United States Code [USC] § 306108), and its implementing regulations (36 CFR § 800); and

WHEREAS, NICTD, as the Project sponsor, has participated in consultation and has been invited to sign this Memorandum of Agreement (MOA) as an invited signatory; and

WHEREAS, FTA has determined that the Project shall have an adverse effect on 27 resources that are eligible for or listed in the National Register of Historic Places (NRHP) as indicated in Attachment A; and

WHEREAS, in accordance with 36 CFR § 800.6(a)(1), FTA notified the Advisory Council on Historic Preservation (ACHP) on August 31, 2017, of its adverse effect determination and invited their participation in consultation, and ACHP declined on September 13, 2017; and

**WHEREAS**, FTA and NICTD have consulted with the consulting parties listed in Attachment B regarding the identification of historic properties and effects of the Project; and

**WHEREAS**, FTA, NICTD, and Indiana Landmarks will pursue the feasibility of moving historic properties identified for demolition in Attachment A and/or salvaging architectural elements of these properties as part of a process separate from this MOA; and

**WHEREAS**, consideration was given to alternatives and refinements throughout the project development process that would avoid, minimize, or mitigate impacts to historic properties while meeting the stated Project Purpose and Need; and

**NOW, THEREFORE,** the FTA and the SHPO, agree that the undertaking shall be implemented in accordance with the following stipulations in order to take into account the effect of the Project on historic properties and to mitigate these adverse effects.

### **Stipulations**

FTA shall ensure that the following stipulations of this MOA are carried out by NICTD and will require, as a condition of any approval of federal funding for the undertaking, adherence to the stipulations set forth herein:

### I. TREATMENT MEASURES

- A. NICTD shall work with a qualified architectural firm to preserve the façade of the South Shore Station at 114 E. 11th Street in order to incorporate it into a new mixed-use building to serve as the entrance to the new 11th Street Station, subject to engineering and financial feasibility. Because the new mixed-use building will be located within the Franklin Street Commercial Historic District, the proposed design of the new station will be subject to the Michigan City Historic Review Board design review process which will ensure that the design is compatible with the existing historic district. NICTD will keep the consulting parties identified in Attachment B informed on the design process.
- B. Prior to the demolition of the South Shore Station at 114 E. 11th Street in Michigan City or any alterations to the façade, NICTD shall hire a Secretary of the Interior-qualified professional in history or architectural history (36 CFR § 61) to complete Historic American Building Survey (HABS) Documentation Level II on the station building. This work will include large-format photography and may include LiDAR scanning to assist in the execution of Treatment Measure A. The work will adhere to the standards set forth in *Historic American Buildings Survey Guidelines for Historical Reports*. NICTD shall provide draft documentation to the National Park Service (NPS) to verify that it meets the specified standards and formats. Upon NPS approval, NICTD shall finalize the documentation for submittal to the HABS office. One paper copy and one electronic copy of the final HABS documentation shall be provided to Indiana Landmarks, the Indiana Room at the Michigan City Public Library, and the Calumet Regional Archives at the Indiana University Northwest Library. Electronic copies will be provided to consulting parties at their request.
- C. Prior to any alterations or the demolition of the First Christian Church at 1102 Cedar Street and the houses at 1116 W. 10th Street and 314 Lafayette Street, all in Michigan City, NICTD shall hire a Secretary of the Interior-qualified professional in history or architectural history (36 CFR § 61) to complete a HABS Short Format Report for each building as specified in the *Historic American Buildings Survey Guidelines for Historical Reports*. NICTD shall provide draft documentation to NPS to verify that it meets the specified standards and formats. Upon NPS approval, NICTD shall finalize the documentation for submittal to the HABS office. One paper copy and one electronic copy of the final HABS documentation shall be provided to Indiana Landmarks, the Indiana Room at the Michigan City Public Library, and the Calumet Regional Archives at the Indiana University Northwest Library. Electronic copies will be provided to consulting parties at their request.
- D. Prior to the demolition of any individual resource listed in Attachment A (with the exception of resources already being documented in Treatment Measures B and C), NICTD shall hire a Secretary of the Interior-qualified professional in history or architectural history (36 CFR § 61) to complete HABS Level III documentation for the adversely affected areas of the Elston Grove and Franklin Street Commercial Historic Districts, both of which are located in Michigan City. The written documentation will follow the *Historic American Buildings Survey Guidelines for Historical Reports*. Should any individual property warrant additional information, a short form will be prepared for

that property to include with the district report. NICTD shall provide draft documentation to the National Park Service (NPS) to verify that it meets the specified standards and formats. Upon NPS approval, NICTD shall finalize the documentation for submittal to the HABS office. One paper copy and one electronic copy of the final HABS documentation shall be provided to the SHPO, Indiana Landmarks, the Indiana Room at the Michigan City Public Library, and the Calumet Regional Archives at the Indiana University Northwest Library. Electronic copies will be provided to consulting parties at their request.

- E. NICTD shall prepare a public exhibit focusing on the history of the South Shore Line for incorporation into the new station building. The display and/or interpretive materials for the exhibit shall be designed in consultation with a qualified historian or architectural historian who meets the Secretary of the Interior's Professional Qualification Standards (36 CFR § 61) and who shall assess the content and presentation to ensure that the important history and associations that contribute to the significance of the property is incorporated into the exhibit. The content and plan for the exhibit shall be provided to Indiana Landmarks for review prior to completion.
- F. NICTD shall install one interpretive panel each for the Franklin Street Commercial and Elston Grove Historic Districts focusing on the history of the surrounding neighborhoods. Because the signs would be located within two locally designated historic districts, the signs will be subject to review by the Michigan City Historic Review Board.

### II. DURATION

This MOA will expire if its terms are not carried out within ten (10) years from the date of its execution. Prior to such time, FTA may consult with the other signatories to reconsider the terms of the MOA and amend it in accordance with Stipulation VII below.

### III. MONITORING AND REPORTING

Each year on June 1 following the date of the execution of this MOA until it expires or is terminated, whichever comes first, NICTD will provide FTA, SHPO, and the consulting parties with a summary report detailing the work undertaken throughout the previous year pursuant to the stipulations of this MOA. The last report will be submitted within three (3) months of completion of construction of the Project or at completion of this MOA's terms, if later. The summary report will include any tasks undertaken relevant to stipulations within this MOA, scheduling changes, problems encountered, and any disputes regarding implementation of these stipulated measures.

### IV. COORDINATION WITH OTHER FEDERAL REVIEWS

In the event any other federal agency provides funding, permits, licenses, or other assistance to NICTD for the Project as it was planned at the time of the execution of this MOA, such funding or approving agency may comply with Section 106 by agreeing in writing to the terms of this MOA and so notifying and consulting the SHPO. Any necessary amendments will be coordinated pursuant to Stipulation VII.

### V. POST-REVIEW DISCOVERIES

If NICTD and FTA determine after any future construction has commenced that Project activities will affect a previously unidentified archaeological or historical resource that may be eligible for the NRHP, or affect a known resource in an unanticipated manner, FTA will address the discovery or unanticipated effect in accordance with 36 CFR § 800.13(b)(3). FTA, at its

discretion, may assume any unanticipated discovered property to be eligible for inclusion in the NRHP, pursuant to 36 CFR § 800.13(c). If human remains or archaeological sites are inadvertently discovered, or unanticipated effects on historic properties are found, then NICTD will implement the following procedures.

Regarding the discovery of human remains, in accordance with 36 CFR § 800.13(b)(3) and Indiana Code (IC) 14-21-1-27(a), if buried human remains or burial grounds are disturbed, NICTD will immediately cease all ground-disturbing activities within 100 feet of the discovery, and human remains or possible human remains will be left undisturbed. NICTD will notify FTA, SHPO, the relevant County Coroner, and Indiana Department of Natural Resources, Division of Law Enforcement within 48 hours from the time of the discovery. Human remains will be treated or reburied in an appropriate manner and place in compliance with IC 23-14-57, the Native American Graves Protection and Repatriation Act, or other applicable laws.

Regarding the discovery of archaeological resources, in accordance with 36 CFR § 800.13(b)(3) and IC 14-21-1-29(a), if an archaeological resource is inadvertently discovered, NICTD will immediately cease all ground-disturbing activities within 100 feet of the discovery. NICTD will notify FTA and SHPO within 48 hours from the time of the discovery. NICTD, in consultation with FTA and SHPO, will conduct an on-site evaluation of the discovery. A professional archaeologist will investigate the discovery and recommend a course of action to protect the site. FTA will consider eligibility and effects and will determine actions to take to resolve adverse effects, and will consult with SHPO. FTA, in consultation with SHPO, may authorize the continuation of ground-disturbing activities, with or without conditions; or, within 10 days from the date that FTA and SHPO receive notice of the discovery, FTA, in consultation with SHPO, may require that continued ground disturbance activities be conducted only in accordance with an approved plan. NICTD, FTA, and SHPO will consult on the appropriate action. If requested by FTA or SHPO, NICTD will develop a work plan to treat the discovery and resolve adverse effects to historic properties. If agreed upon by FTA and SHPO, any necessary archaeological investigations will be conducted in accordance with the provisions of IC 14-21-1, 312 Indiana Administrative Code (IAC) 21, 312 IAC 22, the current Guidebook for the Indiana Historic Sites and Structure Inventory—Archaeological Sites (DHPA 2008), and all other appropriate federal and state quidelines, statutes, rules, and regulations. SHPO will review and provide concurrence on FTA's determination of eligibility, effects, and measures to avoid or reduce harm within 10 days of receipt of the work plan. NICTD will then implement these measures accordingly and resume work.

Regarding unanticipated effects on aboveground historic properties, if any adverse effects to a historic property occur during construction, NICTD will immediately cease construction activities that may continue to affect the historic property. NICTD will notify FTA and SHPO within 48 hours of the time of the discovery. NICTD, in consultation with FTA and SHPO, will assess the extent of the adverse effect and propose repairs in a brief report. All repairs to historic properties shall be consistent with the Secretary of the Interior's Standards for Rehabilitation (36 CFR § 67.7). FTA will consider eligibility and effects and will determine actions to take to resolve adverse effects. SHPO will have 10 days to review the report and concur with the proposed measures to resolve adverse effects. If no response is received from SHPO, FTA may authorize NICTD to proceed with construction. NICTD will implement these measures prior to resuming construction activities in the location of the historic property.

### VI. DISPUTE RESOLUTION

Should any signatory to this MOA object in writing at any time to any actions proposed or the manner in which the terms of this MOA are implemented, FTA will consult with such signatory to resolve any objections. If FTA determines that such objection cannot be resolved, FTA will:

- A. Forward all documentation relevant to the dispute, including FTA's proposed resolution, to ACHP. ACHP will provide FTA with its advice on the resolution of the objection within thirty (30) days of receiving adequate documentation. Prior to reaching a final decision on the dispute, FTA will prepare a written response that takes into account any timely advice or comments regarding the dispute from ACHP and signatories, and provide them with a copy of this written response. FTA will then proceed according to its final decision.
- B. If ACHP does not provide its advice regarding the dispute within the thirty (30) day time period, FTA may make a final decision on the dispute and proceed accordingly. Prior to reaching such a final decision, FTA will prepare a written response that takes into account any timely comments regarding the dispute from the signatories to the MOA, and provide them to ACHP with a copy of such written response. The responsibility of FTA and NICTD to carry out all other actions under the terms of this MOA that are not the subject of the dispute will remain unchanged.

### VII. AMENDMENT

This MOA may be amended when such amendment is agreed to in writing by all signatories. The amendment will be effective on the date that a copy is signed by the last signatory.

### VIII. TERMINATION

This MOA will terminate in ten (10) years or upon completion of its terms, whichever comes first. If FTA, SHPO, or NICTD determines that the terms of this MOA will not or cannot be carried out, that party will immediately consult with the other signatories to attempt to develop an amendment per Stipulation VII above. If within thirty (30) days (or another time period agreed to by all signatories) an amendment cannot be reached, FTA or NICTD may terminate the MOA upon written notification to the other signatories.

### IX. IMPLEMENTATION

- A. This MOA may be implemented in counterparts, with a separate page for each signatory. This MOA will become effective on the date of the final signature by the signatories. FTA will ensure each signatory is provided with a complete copy, and that the final MOA, any updates to attachments, and any amendments are filed with the ACHP.
- B. Execution of this MOA by FTA and SHPO and implementation of its terms is evidence that FTA has taken into account the effects of its undertaking on historic properties and has afforded ACHP opportunity to comment pursuant to Section 106 of the NHPA.

# THE FEDERAL TRANSIT ADMINISTRATION AND THE INDIANA STATE HISTORIC PRESERVATION OFFICER REGARDING THE DOUBLE TRACK NORTHWEST INDIANA PROJECT

REQUIRED SIGNATORY	
FEDERAL TRANSIT ADMINISTRATION	
SIGNED BY:  Marisol R. Simón	Date:
Regional Administrator	

# THE FEDERAL TRANSIT ADMINISTRATION AND THE INDIANA STATE HISTORIC PRESERVATION OFFICER REGARDING THE DOUBLE TRACK NORTHWEST INDIANA PROJECT

REQUIRED SI	GNATORY	
INDIANA STAT	TE HISTORIC PRESERVATION OFFICER	
SIGNED BY:	Mitchell K. Zoll Deputy State Historic Preservation Officer	

# THE FEDERAL TRANSIT ADMINISTRATION AND THE INDIANA STATE HISTORIC PRESERVATION OFFICER REGARDING THE DOUBLE TRACK NORTHWEST INDIANA PROJECT

INVITED SIGN	IATORY			
NORTHERN II	NDIANA COMMUTER T	RANSPORTATION DI	STRICT	
SIGNED BY:	Michael Noland		Date:	

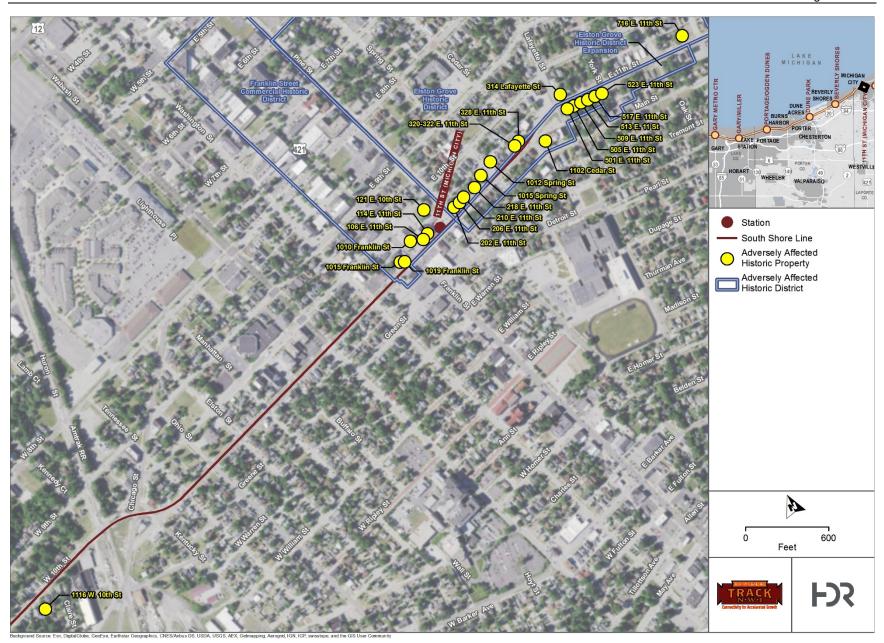
President

# THE FEDERAL TRANSIT ADMINISTRATION AND THE INDIANA STATE HISTORIC PRESERVATION OFFICER REGARDING THE DOUBLE TRACK NORTHWEST INDIANA PROJECT

CONCURRING P	ARTY
INDIANA LANDM.	ARKS
	dd Zeiger ector, Northern Regional Office

### Attachment A: Adversely Affected Historic Properties





### **Adversely Affected Historic Resources**

Name	IHSSI/NR No.	Address	County	NRHP Eligibility	Assessment of Effect
Elston Grove Historic District	091-406- 18001/NR- 2331	N/A	LaPorte	Listed	Adverse Effect
Apartment Building	091-406- 21082	328 E. 11th Street, Michigan City	LaPorte	Contributing resource to Elston Grove Historic District	Adverse Effect
House (Scherrbaum Residence)		1012 Spring Street, Michigan City	LaPorte	Contributing resource to Elston Grove Historic District	Adverse Effect
House		1015 Spring Street, Michigan City	LaPorte	Contributing resource to Elston Grove Historic District	Adverse Effect
House (Lubiniecki Residence)		202 E. 11th Street, Michigan City	LaPorte	Contributing resource to Elston Grove Historic District	Adverse Effect
House (Hill Residence)		206 E. 11th Street, Michigan City	LaPorte	Contributing resource to Elston Grove Historic District	Adverse Effect
House (Isbell Residence)		210 E. 11th Street, Michigan City	LaPorte	Contributing resource to Elston Grove Historic District	Adverse Effect
House		218 E. 11th Street, Michigan City	LaPorte	Contributing resource to Elston Grove Historic District	Adverse Effect
House (Bibb Residence)		314 Lafayette Street, Michigan City	LaPorte	Contributing resource to Elston Grove Historic District	Adverse Effect
Apartment Building		320-322 E. 11th Street, Michigan City	LaPorte	Contributing resource to Elston Grove Historic District	Adverse Effect
House (Vance Residence)		716 E. 11th Street, Michigan City	LaPorte	Contributing resource to Elston Grove Historic District	Adverse Effect

### **Adversely Affected Historic Resources**

Name	IHSSI/NR No.	Address	County	NRHP Eligibility	Assessment of Effect
Elston Grove Historic District Boundary Expansion		n/a	LaPorte	Eligible	Adverse Effect
House		501 E. 11th Street, Michigan City	LaPorte	Contributing resource to Elston Grove Historic District Boundary Expansion	Adverse Effect
House		509 E. 11th Street, Michigan City	LaPorte	Contributing resource to Elston Grove Historic District Boundary Expansion	Adverse Effect
House		513 E. 11 Street, Michigan City	LaPorte	Contributing resource to Elston Grove Historic District Boundary Expansion	Adverse Effect
House		517 E. 11th Street, Michigan City	LaPorte	Contributing resource to Elston Grove Historic District Boundary Expansion	Adverse Effect
House		523 E. 11th Street, Michigan City	LaPorte	Contributing resource to Elston Grove Historic District Boundary Expansion	Adverse Effect
House	091-406- 21080	505 E. 11th Street, Michigan City	LaPorte	Contributing resource to Elston Grove Historic District Boundary Expansion	Adverse Effect
First Christian Church	091-406- 21081	1102 Cedar Street, Michigan City	LaPorte	Contributing resource to Elston Grove Historic District Boundary Expansion	Adverse Effect
Franklin Street Commercial Historic District	091-406- 16001/NR- 2339	N/A	LaPorte	Listed	Adverse Effect
Commercial Building		1010 Franklin Street, Michigan City	LaPorte	Contributing resource to Franklin Street Commercial Historic District	Adverse Effect
Commercial Building (Inca Properties LLC)		1015 Franklin Street, Michigan City	LaPorte	Contributing resource to Franklin Street Commercial Historic District	Adverse Effect

### **Adversely Affected Historic Resources**

Name	IHSSI/NR No.	Address	County	NRHP Eligibility	Assessment of Effect
Commercial Building (Inca Properties LLC)		1019 Franklin Street, Michigan City	LaPorte	Contributing resource to Franklin Street Commercial Historic District	Adverse Effect
Commercial Building (Andrea Italian Kitchen/Dough Boys/3rd Degree BBQ)		106 E. 11th Street, Michigan City	LaPorte	Contributing resource to Franklin Street Commercial Historic District	Adverse Effect
House		121 E. 10th Street, Michigan City	LaPorte	Contributing resource to Franklin Street Commercial Historic District	Adverse Effect
South Shore Station	091-406- 21092	114 E. 11th Street, Michigan City	LaPorte	Recommended Individually Eligible/Contributing resource to the Franklin Street Commercial Historic District	Adverse Effect
House		1116 W. 10th Street, Michigan City	LaPorte	Recommended Individually Eligible	Adverse Effect

### Attachment B: List of Consulting Parties



### **Double Track Northwest Indiana Consulting Parties**

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Bob Harris Property Owner 801 Englewood Parkway, #H312 Englewood, CO 80110 rharris18@law.du.edu 970-683-0858



September 13, 2017

Ms. Susan M. Weber, AICP U.S. Department of Transportation Federal Transit Administration, Region V 200 W. Adams Street, Suite 320 Chicago, IL 60606

Ref: Proposed Double Track Northwest Indiana Project

LaPorte, Porter and Lake Counties, Indiana

Dear Ms. Weber:

The Advisory Council on Historic Preservation (ACHP) has received your notification and supporting documentation regarding the adverse effects of the referenced undertaking on a property or properties listed or eligible for listing in the National Register of Historic Places. Based upon the information provided, we have concluded that Appendix A, *Criteria for Council Involvement in Reviewing Individual Section 106 Cases*, of our regulations, "Protection of Historic Properties" (36 CFR Part 800), does not apply to this undertaking. Accordingly, we do not believe that our participation in the consultation to resolve adverse effects is needed. However, if we receive a request for participation from the State Historic Preservation Officer (SHPO), Tribal Historic Preservation Officer (THPO), affected Indian tribe, a consulting party, or other party, we may reconsider this decision. Additionally, should circumstances change, and it is determined that our participation is needed to conclude the consultation process, please notify us.

Pursuant to 36 CFR §800.6(b)(1)(iv), you will need to file the final Memorandum of Agreement (MOA), developed in consultation with the Indiana State Historic Preservation Officer (SHPO), and any other consulting parties, and related documentation with the ACHP at the conclusion of the consultation process. The filing of the MOA, and supporting documentation with the ACHP is required in order to complete the requirements of Section 106 of the National Historic Preservation Act.

Thank you for providing us with the notification of adverse effect. If you have any questions or require further assistance, please contact Sarah Stokely at (202) 517-0224 or via e-mail at <a href="mailto:stokely@achp.gov">stokely@achp.gov</a>.

Sincerely,

LaShavio Johnson

Historic Preservation Technician Office of Federal Agency Programs

a Shavio Johnson



Division of Historic Preservation & Archaeology · 402 W. Washington Street, W274 · Indianapolis, IN 46204-2739 Phone 317-232-1646 · Fax 317-232-0693 · dhpa@dnr.IN.gov · www.IN.gov/dnr/historic



September 14, 2017

Susan Weber, AICP Federal Transit Administration, Region V 200 West Adams Street, Suite 320 Chicago, Illinois 60606

Federal Agency: Federal Transit Administration ("FTA")

Re: Your e-mail of August 31, 2017, to which was attached the "Draft Memorandum of Agreement Between the Federal Transit Administration and the Indiana State Historic Preservation Officer Regarding the Double Track Northwest Indiana Project" (August 31, 2017, version)

Dear Ms. Weber:

Pursuant to Section 106 of the National Historic Preservation Act of 1966, as amended (54 U.S.C. § 306108), and 36 C.F.R. Part 800, the staff of the Indiana State Historic Preservation Officer ("Indiana SHPO") has reviewed the aforementioned draft memorandum of agreement regarding the aforementioned project proposed for Lake, Porter, and LaPorte counties in Indiana.

Thank you for providing this draft MOA for consulting party comments in response to the consulting parties' comments during and after the August 2, 2017, consulting parties meeting. Significant progress has been made toward crafting an acceptable agreement. We do have several comments and observations, however.

The first and third "whereas" clauses in the preamble of the August 31 draft MOA cite 36 CFR § 800. There actually is not one § 800 but, rather, a Part 800 that consists of 16 sections and an appendix. So, in referring to them as a whole, please cite 36 CFR Part 800. Similarly, stipulations I.B., D., and E. cite 36 CFR § 61, but 36 CFR Part 61 (which contains numerous sections) is what we think is really intended.

The reference in the fifth "whereas" clause to Attachment A, consisting of the list of historic properties that will be adversely affected, is appropriate. We note, however, that the Advisory Council on Historic Preservation's guidance on agreement documents (http://www.achp.gov/agreementdocguidance.html#ch2-4) says the following with regard to an undertaking's area of potential effects: "The undertaking's area of potential effects should be clearly identified in the preamble so that all parties understand the scope of the Section 106 review and the relevant area(s) under consideration. A map of the area of potential effects is often helpful and can be provided as an appendix." That same web page also recommends including a list of all historic properties identified during the Section 106 review. That could be quite a lengthy list for this project, but we think it would be sufficient for this purpose to include individually eligible historic properties but only include historic districts as a whole, rather than attempting to mention every property contributing to a district that falls within the APE.

We do not recall having seen a "whereas" clause in the preamble of an MOA quite like the eighth "whereas" clause in this draft MOA, so we want to advise you of some potential issues. We do not object to the idea of moving, or salvaging elements from, buildings that otherwise would be demolished by this federally-funded undertaking. Such actions, if feasible, could help to maintain the density of historic fabric in Michigan City. We do not see a need for the Indiana SHPO to be involved in reviewing the moving or salvage activities, so not including our office is not only acceptable but preferable, in this case. However, mentioning in the preamble that some of the parties will pursue those actions could be read to imply that it is a Section 106 mitigation commitment of FTA and NICTD, notwithstanding the statement at the end that it would take place "as part of a process separate from this MOA." If it is a Section 106 mitigation commitment for this undertaking, then there should be a

Susan Weber, AICP September 14, 2017 Page 2

stipulation in the MOA that spells out what will be done, by whom, and how. Furthermore, because Indiana Landmarks would have a responsibility along with FTA and NICTD, it seems as though Indiana Landmarks should be an invited signatory. On the other hand, if the pursuit of relocation or salvage is not a Section 106 commitment but, rather, a commitment or of another sort—such as under another aspect of NEPA—or more of an aspiration than a commitment, then we think it would be better not to mention relocation and salvage at all in the MOA.

We recommend reviewing the ACHP's Template MOA, which can be found in the online guidance document we cited above, and comparing it to the August 31 draft MOA. In particular, we did not see a "whereas" clause in the ACHP's Template MOA like the ninth "whereas" clause in this draft. If that clause could be read to imply that the scope of involvement of all of the Section 106 consulting parties was broader than it actually was, then it might be better to omit the clause.

During the consulting parties conference call on August 2, 2017, my staff indicated that we do not believe it is necessary for the Indiana SHPO to review drafts of the mitigation documentation that is proposed in stipulations I.B., C., and D., because the Historic American Buildings Survey documentation would have to be acceptable to the National Park Service, anyway. However, we did indicate that we would like to receive a copy of the final product, because we would eventually transmit it to the Indiana State Archives. My staff may have said that in the context of only one of the properties that would be documented, but we would appreciate receiving a copy of all of the final, HABS mitigation documentation products, not just that provided for in Stipulation I.D.

Stipulation V. would allow the Indiana SHPO only 10 days to review a report on repairs to an above ground historic property that suffers unanticipated effects and to "concur with the proposed measures to resolve adverse effects." That seems to imply that the Indiana SHPO's response will necessarily be concurrence. What probably is intended here is that the Indiana SHPO would have 10 days to comment, whether or not our response is a concurrence. Also, 10 calendar days is a very short time frame, given our workload. We would prefer that we be allowed 30 days but would accept 15 days, if the turnaround time on consideration of repairs really must be that quick. If an above ground historic property is unexpectedly damaged, it seems more likely than not that it would be the result of some kind of demolition or construction activity that inadvertently had extended beyond the project limits, in which case the repair would not necessarily hold up project construction.

If any prehistoric or historic archaeological artifacts or human remains are uncovered during construction, demolition, or earthmoving activities, state law (Indiana Code 14-21-1-27 and 29) requires that the discovery must be reported to the Department of Natural Resources within two (2) business days. In that event, please call (317) 232-1646. Be advised that adherence to Indiana Code 14-21-1-27 and -29 does not obviate the need to adhere to applicable federal statutes and regulations, including but not limited to 36 C.F.R. 800.

If you have questions about above ground properties related to this project, please contact John Carr at (317) 233-1949 or jcarr@dnr.in.gov. Questions about archaeological matters should be directed to Wade T. Tharp at (317) 232-1650 or wtharp1@dnr.in.gov.

In all future correspondence about the NICTD Double Track NWI, please continue to refer to DHPA No. 19318.

Very truly yours.

Mitchell K. Zoll

Deputy State Historic Preservation Officer

MKZ:JLC:WTT:wtt

emc: Marisol Simón, Federal Transit Administration, Region V
Jay Ciavarella, Federal Transit Administration, Region V
Mark Assam, Federal Transit Administration, Region V
Susan Weber, AICP, Federal Transit Administration, Region V
Larry Buckel, Indiana Department of Transportation, Transit Office
Michael Noland, Northern Indiana Commuter Transportation District
John Parsons, Northern Indiana Commuter Transportation District
Nicole Barker, Northern Indiana Commuter Transportation District
Cassandra Francis, Northern Indiana Commuter Transportation District
Janice Reid, PTP, HDR, Inc.
Brandon Gabler, PhD, RPA, HDR, Inc.
Jeanne Barnes, HDR, Inc.
Chad Blackwell, HDR, Inc.

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Vince Epps, Metric Environmental
Susan Castle, Metric Environmental
Charlotte Bramble, Metric Environmental
Thomas Cervone, Ph.D., Lochmueller Group
Matt Buffington, Indiana Department of Natural Resources, Division of Fish and Wildlife
Christie Stanifer, Indiana Department of Natural Resources, Division of Fish and Wildlife
Stephanie Trapp, Indiana Department of Natural Resources, Division of Fish and Wildlife
Erin Basiger, Indiana Department of Natural Resources, Division of Fish and Wildlife
Michael Molnar, Indiana Department of Natural Resources, Division of Nature Preserves
Mitchell Zoll, Indiana Department of Natural Resources, Division of Historic Preservation and Archaeology
Chad Slider, Indiana Department of Natural Resources, Division of Historic Preservation and Archaeology
Wade T. Tharp, Indiana Department of Natural Resources, Division of Historic Preservation and Archaeology
John Carr, Indiana Department of Natural Resources, Division of Historic Preservation and Archaeology

### DRAFT MEMORANDUM OF AGREEMENT BETWEEN

## THE FEDERAL TRANSIT ADMINISTRATION AND THE INDIANA STATE HISTORIC PRESERVATION OFFICER REGARDING

#### THE DOUBLE TRACK NORTHWEST INDIANA PROJECT

WHEREAS, the Federal Transit Administration (FTA) may provide federal funding to the Northern Indiana Commuter Transportation District (NICTD) for the Double Track Northwest Indiana (Project) in Lake, Porter, and LaPorte counties, Indiana, and FTA has determined that the Project is an undertaking pursuant to 36 Code of Federal Regulations (CFR) § 800; and

**WHEREAS**, the Project consists of expanding NICTD's existing South Shore Line from single track to double track between Gary and Michigan City and associated signal, power, and platform improvements at five passenger stations; and

WHEREAS, FTA has consulted with the State Historic Preservation Officer (SHPO) at the Indiana Department of Natural Resources, Division of Historic Preservation & Archaeology (DHPA), in accordance with Section 106 of the National Historic Preservation Act (NHPA), as amended, (54 United States Code [USC] § 306108), and its implementing regulations (36 CFR § 800); and

**WHEREAS**, NICTD, as the Project sponsor, has participated in consultation and has been invited to sign this Memorandum of Agreement (MOA) as an invited signatory; and

**WHEREAS,** FTA has determined that the Project shall have an adverse effect on 27 resources that are eligible for or listed in the National Register of Historic Places (NRHP) as indicated in Attachment A; and

WHEREAS, in accordance with 36 CFR § 800.6(a)(1), FTA notified the Advisory Council on Historic Preservation (ACHP) on August 31, 2017, of its adverse effect determination and invited their participation in consultation, and ACHP [declined/accepted] on [date]; and

**WHEREAS**, FTA and NICTD have consulted with the consulting parties listed in Attachment B regarding the identification of historic properties and effects of the Project; and

WHEREAS, FTA, NICTD, and Indiana Landmarks will pursue the feasibility of moving historic properties identified for demolition in Attachment A and/or salvaging architectural elements of these properties as part of a process separate from this MOA; and

**WHEREAS**, consideration was given to alternatives and refinements throughout the project development process that would avoid, minimize, or mitigate impacts to historic properties while meeting the stated Project Purpose and Need; and

**NOW, THEREFORE,** the FTA and the SHPO, agree that the undertaking shall be implemented in accordance with the following stipulations in order to take into account the effect of the Project on historic properties and to mitigate these adverse effects.

Comment [BRM1]: As per our last email exchange, we are no longer pursuing the inclusion of building relocation in the MOA. We have no issue with the language staying regarding moving and salvage, but we do not see the need for Indiana Landmarks to be named in this paragraph. We would assist on an unofficial basis with pursuing the feasibility of these actions if desired.

#### **Stipulations**

FTA shall ensure that the following stipulations of this MOA are carried out by NICTD and will require, as a condition of any approval of federal funding for the undertaking, adherence to the stipulations set forth herein:

#### I. TREATMENT MEASURES

- A. NICTD shall work with a qualified architectural firm to preserve the façade of the South Shore Station at 114 E. 11th Street in order to incorporate it into a new mixed-use building to serve as the entrance to the new 11th Street Station, subject to engineering and financial feasibility. Because the new mixed-use building will be located within the Franklin Street Commercial Historic District, the proposed design of the new station will be subject to the Michigan City Historic Review Board design review process which will ensure that the design is compatible with the existing historic district. NICTD will keep the consulting parties identified in Attachment B informed on the design process.
- B. Prior to the demolition of the South Shore Station at 114 E. 11th Street in Michigan City or any alterations to the façade, NICTD shall hire a Secretary of the Interior-qualified professional in history or architectural history (36 CFR § 61) to complete Historic American Building Survey (HABS) Documentation Level II on the station building. This work will include large-format photography and may include LiDAR scanning to assist in the execution of Treatment Measure A. The work will adhere to the standards set forth in *Historic American Buildings Survey Guidelines for Historical Reports*. NICTD shall provide draft documentation to the National Park Service (NPS) to verify that it meets the specified standards and formats. Upon NPS approval, NICTD shall finalize the documentation for submittal to the HABS office. One paper copy and one electronic copy of the final HABS documentation shall be provided to Indiana Landmarks, the Indiana Room at the Michigan City Public Library, and the Calumet Regional Archives at the Indiana University Northwest Library. Electronic copies will be provided to consulting parties at their request.
- C. Prior to any alterations or the demolition of the First Christian Church at 1102 Cedar Street and the houses at 1116 W. 10th Street and 314 Lafayette Street, all in Michigan City, NICTD shall hire a Secretary of the Interior-qualified professional in history or architectural history (36 CFR § 61) to complete a HABS Short Format Report for each building as specified in the Historic American Buildings Survey Guidelines for Historical Reports. NICTD shall provide draft documentation to NPS to verify that it meets the specified standards and formats. Upon NPS approval, NICTD shall finalize the documentation for submittal to the HABS office. One paper copy and one electronic copy of the final HABS documentation shall be provided to Indiana Landmarks, the Indiana Room at the Michigan City Public Library, and the Calumet Regional Archives at the Indiana University Northwest Library. Electronic copies will be provided to consulting parties at their request.
- D. Prior to the demolition of any individual resource listed in Attachment A (with the exception of resources already being documented in Treatment Measures B and C), NICTD shall hire a Secretary of the Interior-qualified professional in history or architectural history (36 CFR § 61) to complete HABS Level III documentation for the adversely affected areas of the Elston Grove and Franklin Street Commercial Historic Districts, both of which are located in Michigan City. The written documentation will follow the Historic American Buildings Survey Guidelines for Historical Reports. Should any individual property warrant additional information, a short form will be prepared for

**Comment [BRM2]:** We do not need to receive this documentation as we do not have the capacity and it is more fitting within the missions of the other two organizations named.

Comment [BRM3]: We do not see the need to have both of these houses included in the same treatment level as the First Christian Church, which is a building with much greater historical and architectural significance. We would recommend that those houses be added to Treatment Measure D.

**Comment [BRM4]:** We do not need to receive this documentation as we do not have the capacity and it is more fitting within the missions of the other two organizations named.

**Comment [BRM5]:** This section would no longer be needed if the previous comment is accepted.

that property to include with the district report. NICTD shall provide draft documentation to the National Park Service (NPS) to verify that it meets the specified standards and formats. Upon NPS approval, NICTD shall finalize the documentation for submittal to the HABS office. One paper copy and one electronic copy of the final HABS documentation shall be provided to the SHPO, Indiana Landmarks, the Indiana Room at the Michigan City Public Library, and the Calumet Regional Archives at the Indiana University Northwest Library. Electronic copies will be provided to consulting parties at their request.

- E. NICTD shall prepare a public exhibit focusing on the history of the South Shore Line for incorporation into the new station building. The display and/or interpretive materials for the exhibit shall be designed in consultation with a qualified historian or architectural historian who meets the Secretary of the Interior's Professional Qualification Standards (36 CFR § 61) and who shall assess the content and presentation to ensure that the important history and associations that contribute to the significance of the property is incorporated into the exhibit. The content and plan for the exhibit shall be provided to Indiana Landmarks for review prior to completion.
- F. NICTD shall install one interpretive panel each for the Franklin Street Commercial and Elston Grove Historic Districts focusing on the history of the surrounding neighborhoods. Because the signs would be located within two locally designated historic districts, the signs will be subject to review by the Michigan City Historic Review Board.

#### II. DURATION

This MOA will expire if its terms are not carried out within ten (10) years from the date of its execution. Prior to such time, FTA may consult with the other signatories to reconsider the terms of the MOA and amend it in accordance with Stipulation VII below.

### III. MONITORING AND REPORTING

Each year on June 1 following the date of the execution of this MOA until it expires or is terminated, whichever comes first, NICTD will provide FTA, SHPO, and the consulting parties with a summary report detailing the work undertaken throughout the previous year pursuant to the stipulations of this MOA. The last report will be submitted within three (3) months of completion of construction of the Project or at completion of this MOA's terms, if later. The summary report will include any tasks undertaken relevant to stipulations within this MOA, scheduling changes, problems encountered, and any disputes regarding implementation of these stipulated measures.

### IV. COORDINATION WITH OTHER FEDERAL REVIEWS

In the event any other federal agency provides funding, permits, licenses, or other assistance to NICTD for the Project as it was planned at the time of the execution of this MOA, such funding or approving agency may comply with Section 106 by agreeing in writing to the terms of this MOA and so notifying and consulting the SHPO. Any necessary amendments will be coordinated pursuant to Stipulation VII.

### V. POST-REVIEW DISCOVERIES

If NICTD and FTA determine after any future construction has commenced that Project activities will affect a previously unidentified archaeological or historical resource that may be eligible for the NRHP, or affect a known resource in an unanticipated manner, FTA will address the discovery or unanticipated effect in accordance with 36 CFR § 800.13(b)(3). FTA, at its

**Comment [BRM6]:** We do not need to receive this documentation as we do not have the capacity and it is more fitting within the missions of the other two organizations named.

**Comment [BRM7]:** Should Landmarks' be specifically named if a signatory?

### DAVIS GRAHAM & STUBBS

Constance L Rogers 303.892.7480 Connie.Rogers@dgslaw.com

September 15, 2017

Jay Ciavarella
Director, Office of Planning and Program Development
Federal Transit Administration, Region V Office
200 W. Adams Street, Suite 320
Chicago, IL 60606-5253

Re: Comments on Memorandum of Understanding for NICTD's proposed Double Track Project

Dear Mr. Ciaverella,

This firm represents Mr. Robert Harris, a consulting party for the NHPA Section 106 consultation for the proposed Double Track Project, which you have determined will cause an adverse effect, including demolition of and adverse changes to, a significant number historic properties determined eligible for listing on the National Register of Historic Places.

As you may know, Mr. Harris disagrees with your apparent determination that the South Shore Line itself is not eligible for listing in the National Register, despite your recognition of its significance, because it lacks integrity. Because of this error, the draft Memorandum of Understanding (MOU) is incomplete.

In addition, because of the sheer number of properties slated for demolition may cause an adverse effect on the historic districts within which many of them are located, the FTA must take into account whether the "mitigation" of merely photographing such properties before they are demolished is adequate to resolve these adverse effects to the properties, and the historic districts within many of them reside. The FTA was apparently willing to allow NICTD to take actions to, in the FTA's opinion, destroy the integrity of the South Shore Line (which at one time was proposed for listing in the National Register). It should not repeat that mistake (which is prohibited under the NHPA), by failing to consider whether the demolition of certain buildings (in addition to the adverse effects on such properties themselves) may affect the integrity of the districts by changing the character of these neighborhoods, perhaps rendering them ineligible as well.

Because the South Shore Line is not addressed by the MOU, Mr. Harris has no other comments on the MOU itself. Mr. Harris will be replying to your response to his comments in a separate communication after we complete additional research to document the concerns expressed in his earlier comments.

Sincerely.

Constance | Rogers

Partner

for

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