

## **12.0 HISTORIC, CULTURAL AND ARCHAEOLOGICAL RESOURCES**

This chapter discusses the cultural, historic and archaeological resources within the Norfolk LRT study area and the potential impacts associated with the proposed project. It describes the applicable legal authority governing the protection of historic architectural and archaeological resources and efforts to comply with these regulations. This chapter documents consultation with the State Historic Preservation Office (SHPO) and other consulting parties during the identification of resources, the determinations of effect, and efforts to avoid, minimize or mitigate for adverse effects to historic properties during the construction and operation of the proposed project.

### **12.1 Applicable Legal Authority**

Historic resources are protected under Federal law through Section 106 of the Historic Preservation Act of 1966 (36 CFR Part 800), as amended; Section 101(b)(4) of the National Environmental Policy Act of 1969; the Archaeological and Historic Data Protection Act of 1974; as “Section 4(f) of the Department of Transportation Act of 1966, 49 U.S.C. Section 303; Executive Orders 11593 and 12362; 23 CFR 771, as amended, October 30, 1980.

The project was studied with regard to the Department of the Interior’s (1981) *36 CFR 60: National Register of Historic Places (NRHP)*; the Secretary of the Interior’s (1983) *Standards and Guidelines for Archaeology and Historic Preservation*; and National Register Bulletin 15: *How to Apply the National Register Criteria for Evaluation*. Applicable State of Virginia regulations for the protection of these resources include the Virginia Department of Historic Resources’ (VDHR) *Guidelines for Conducting Cultural Resources Survey in Virginia* (2003).

The regulations that implement Section 106 of the National Historic Preservation Act require that prior to approval of federal funding, agencies are required to consider a project’s impacts on any district, site, building, structure, or object that is included in, or eligible for inclusion in, the National Register of Historic Places (NRHP); and the Advisory Council on Historic Preservation must be given an opportunity to comment on such an undertaking. The Historic and Archaeological Data Preservation Act directs federal agencies to preserve historic and archaeological data that would otherwise be lost as a result of a federal action. A project is considered to have an adverse effect on historic properties if it alters the characteristics that render them eligible for listing on the NRHP.

## 12.1.1 Inventory and Identification of Resources

The National Park Service, which administers the NRHP, has established four criteria for the evaluation of the significance of historic properties. As set forth in the guidelines (36 CFR 60.4), these include:

“The quality of significance in American history, architecture, archaeology, engineering, and culture that is present in districts, buildings, structures, and objects that possess integrity of location, design, setting, materials, workmanship, feeling, and

- Association with events that have made a significant contribution to the broad patterns of our history;
- Association with the lives of persons significant in our past;
- Embodiment of the distinctive characteristics of a type, period, or method of construction, or that are representative of the work of a master, or that possess high artistic values, or are representative of a significant and distinguishable entity whose components may lack individual distinction; and
- That have yielded, or may be likely to yield, information important in prehistory or history.”

## 12.1.2 Methodology

A cultural resources survey of the proposed project was conducted in May and June of 2001, with the goal of identifying historic archaeological and architectural resources within the project area (VDHR file number 96-0255). Approximately 6 miles of the project area of potential effect (APE) was surveyed in 1998 for the proposed Norfolk/Virginia Beach LRT Project. This section was not resurveyed for the Norfolk LRT project because it had been surveyed so recently. Two technical reports were produced for review and concurrence by the SHPO from each of these projects. Realignment of the project corridor resulted in supplemental survey and concurrence letters from the VDHR independent of the two technical reports. All archaeological and architectural resources that were identified for the Virginia Beach segment of the earlier Norfolk-Virginia Beach LRT System East/West Corridor Project were determined not eligible for nomination to the NRHP by the VDHR. In August of 2003, the realignment of the LRT line near Norfolk State University resulted in supplemental architectural survey, but all resources identified were determined to be not eligible for the NRHP. Further revisions to the design resulted in avoidance of two properties determined to be potentially eligible for the NRHP so that evaluation studies were not necessary. These properties were the Barry Robinson Center and the warehouse complex at 5786 Selliger Drive.

### A. Archaeological Survey

The survey included background research, archaeological field survey, and laboratory analysis. The objectives of these tasks were to identify the archaeological resources located in the APE, and to obtain data on site size, age, function, and integrity. The APE for archaeological resources is the footprint of the study corridor for the light rail transit system including all stations, parking areas, and yard and shop site.

Background research included the review of written county histories and public records. Public records included site forms and past cultural resources management reports on file with the VDHR in Richmond, Virginia, historic photographs, historic topographic maps, and Sanborn insurance maps.

Field survey techniques included walkover of areas that did not warrant further investigation, cursory inspection of areas where ground visibility warranted it, surface inspection of these areas in a systematic manner, and systematic shovel testing along transects within the project ROW. Shovel testing was used

in portions of the project area where the slope gradient was less than 15%, where the surface appeared to be relatively well-drained and free of disturbance, and where surface visibility was poor (less than 50%). Shovel tests measured approximately 1.0 foot in diameter, and lay at 50-foot intervals (Virginia Department of Historic Resources 2003).

Approximately 2.0 miles of the proposed Norfolk LRT Project would be constructed within downtown Norfolk along paved city streets. For this portion of the project area, the VDHR's (2003) recommended Phase I survey methodology regarding "Urban Sites" was consulted. Sanborn insurance maps and other archival records related to the City of Norfolk were examined in an effort to identify potential archaeological resources that may be buried under modern development of the city or under water.

## **B. Architectural Survey**

The project area for historic architectural resources is the area of potential effect (APE), which is defined as 500 feet from centerline. For the urban areas, the APE was defined as the limit at which the project could be seen, which was typically one city block. The APE extended further when vacant lots were encountered along the project corridor, but did not exceed two city blocks. The task of identifying historic resources in the APE began with a review of existing studies and findings previously conducted in the APE. This included review of the NRHP files, determinations of eligibility, SHPO opinions, existing surveys, case reports, environmental impact statements, and other documents available at the State Historic Preservation Office. This was followed by verification in the field, research of local archives, and review of historic literature and photographs.

# **12.2 Affected Environment**

This section includes a brief history of the study area and a listing of all historic properties that are protected by Section 106 of the NHPA.

## **12.2.1 Cultural Background of the Study Area**

The remainder of this section describes a brief historic context for cultural resources identified during the survey. No discussion of the prehistoric context is included because no prehistoric resources were identified, and examination of historic maps indicate that areas not surveyed due to the urban landscape were historically under water and therefore not habitable during the prehistoric period.

### **A. Historic Context**

#### ***Settlement to Society (1607-1750)***

On April 26, 1607, three English ships, the *Susan Constant*, the *Godspeed*, and the *Discovery*, landed at Cape Henry. After several days, the ships moved up the James River where the inhabitants established Jamestown. Because the Cape Henry and Old Point Comfort areas were considered too exposed for settlement, settlers did not move into the Hampton Roads area until the 1630s. (Frazier Associates 1992:4). The early settlements occurred along the Elizabeth, Lynnhaven, and North Landing Rivers and on the north/ south banks. The first settlers in what is now Virginia Beach were Adam Thoroughgood, William Julian, Francis Mason, and Thomas Willoughby. Early landowners in the Norfolk area include Henry Seawell who settled here in 1629. The name for Sewells Point stems from this early resident.

Lamberts Point is named for Thomas Lambert who patented 100 acres on the east side of the Elizabeth River in 1635 (Tucker 1972:6). In 1680-81, John Ferebee, the surveyor for Lower Norfolk, laid out the city of Norfolk on 53 acres of land. The town evidently grew, for by 1728 Colonel William Byrd II described it as more of a town than any other in Virginia and counted twenty ships tied up at wharves. Norfolk merchants and sailors traded with other areas of the Chesapeake Bay, as well as exporting beef, pork, flour, and lumber to the West Indies.

During the seventeenth century, agriculture and water-related activities, such as fishing and crabbing, dominated life in the Hampton Roads area. Tobacco was the initial cash crop, but crops diversified as the soil became depleted. Timber harvesting and the production of naval stores such as tar, pitch, and turpentine became common products. In addition, the presence of navigable waterways allowed tobacco and other exports to be shipped directly from individual plantations suppressing the development of trading centers and towns.

### ***Colony to Nation (1750-1789)***

Pre-Revolutionary Norfolk was described as having a few substantial brick buildings such as the Borough Church, the Norfolk County Courthouse, and the Mason's Hall. Frame structures predominated, with frame warehouses and dwellings lining the unpaved streets (Tucker 1972:21).

On the eve of the American Revolution, many of Norfolk's citizens had loyalist sympathies due to their mercantile connections with England. In spite of this sentiment, a number of public meetings supporting the revolutionary cause were held in Norfolk between 1774 and 1775, and a committee of public safety was formed. On New Year's Day, 1776, the British warships began a bombardment of Norfolk that continued until the following day. The shelling started fires that burned two-thirds of the town. Looting by American soldiers did not help the situation, and in February 1776, the remainder of the town was destroyed by the Americans to deprive the British of shelter or supplies.

### ***Early National Period (1789-1830)***

A lighthouse erected at Cape Henry in 1792 was among the improvements authorized by the new United States government. A series of forts to protect the young nation's harbors was also commissioned and Fort Norfolk, which had been built by the State of Virginia shortly after the burning on Norfolk in 1776, became the headquarters for the defense of Norfolk during the War of 1812.

This was a period of building in Norfolk. A number of fine Federal style residences were constructed in the 1790s and are indicative of the prosperity enjoyed by Atlantic coast port cities and their merchants at this time. Unfortunately, few survive in Norfolk today, except two outstanding examples that include the Moses Myers House and the Taylor-Whittle House, both of which are listed on the National Register of Historic Places. The West Freemason Street area, just west of the present downtown, was one of Norfolk's first neighborhoods to be established beyond the original colonial town. It includes a collection of Federal, Greek Revival, and Georgian-style dwellings that escaped demolition during the city's massive urban renewal campaigns of the 1960s. The neighborhood is listed as a historic district on the National Register.

### ***Antebellum Period (1830-1860)***

Norfolk continued to grow, and many of its finest civic buildings were constructed during this period. By the 1830s, Norfolk had begun filling some of its creeks and low-lying areas. The site of the Courthouse, now the MacArthur Memorial, was reclaimed from the waters of Town Back Creek (Tucker 1972:71).

The Classical Revival city hall was erected in 1846-50 shortly after Norfolk became an independent city. In 1960, the structure was offered as a memorial and tomb to General Douglas MacArthur, and he was buried here at his death in 1964. Several of the city's finest churches also date from this period including the 1858-59 Gothic Revival St. Mary's Roman Catholic Church and the 1850 Freemason Street Baptist Church.

Norfolk experienced a major catastrophe with the yellow fever epidemic of 1855. Although the city had suffered through other outbreaks, this one killed about two thousand people and was one of the worst disasters in the history of the city. In January 1857, a blizzard buried Norfolk and the Tidewater area with twenty-two foot snowdrifts. The Elizabethan River froze, and Hampton Roads was icebound (Tucker 1972:75).

### ***Civil War (1861-1865)***

During the first year of the war, the Norfolk area was dominated by Confederate troops. After the standoff battle between the Union ironclad, the Monitor, and the Confederate Virginia (Merrimac) on March 9, 1862, in Hampton Roads, Union forces gained the upper hand. Norfolk was evacuated by the Confederates on May 10, 1862. The area remained under Union control for the remainder of the war.

### ***Reconstruction and Growth (1865-1917)***

The Federal authorities remained in the Hampton Roads/Tidewater area until about 1870 to administer the reconstruction government and assist newly freed slaves. In Norfolk, Reconstruction did not go smoothly, and there were race riots in 1865 and 1866 as urban African Americans struggled to gain the freedoms that had been promised. Norfolk after the war gained a reputation as a:

“roistering, carousing, gun-slinging, mining camp of a town. When it was not blacks against their liberators or old oppressors, it was sailor against soldier, civilian against military, Union versus former Confederate, women battling women, and town watchmen in combat with all and sundry (Parramore et al 1994:228).”

The new state constitution of 1867-68 established a new form of government for Virginia counties with a county judge and board of supervisors.

The post war period saw Norfolk continue to grow. At the turn-of-the century, several neighborhoods were laid out on the outskirts of Norfolk and many were later annexed into the city. The Riverside Land Company platted ten blocks in the western part of what became Chesterfield Heights in 1889. The development by the Chesterfield Heights Corporation was typical of many neighborhood developments. Backed by “prominent and progressive Pennsylvania and West Virginia capitalists” the group claimed that it was developing “Norfolk’s finest suburb.” By 1904, the company had invested \$150,000 for a streetcar connection to the city, brick and macadam paving, water and sewer systems and electric lighting (Hanbury Evans et al 1997: Preliminary Information Request, Chesterfield Heights). In 1887, Norfolk annexed Brambleton, an eastern suburb where nearly 900 families had settled in the 1870s. In 1890, Norfolk also added Atlantic City on the west, which was home of the Norfolk Knitting and Cotton Manufacturing Company that employed 200 women and girls. The Norfolk Railroad Company soon served both areas (Parramore et al 1994:249). Other reasons for Norfolk’s continued growth were the cotton and coal business and the increase in truck farming that sent produce through the port. Both strawberries and oysters were major commodities during this period. On March 17, 1883, the first carload of coal arrived and was presented to Norfolk by the Norfolk and Western Railroad Vice President. Due to the increasing traffic in coal, a great pier measuring 894 feet long, 60 feet wide, and 48 feet high

was built at Lambert's Point. Over a million tons of coal was delivered to Lambert's Point in 1889 alone. The construction of several monumental buildings in the downtown area is further evidence of Norfolk's vitality during this period. The Well's Theater, an example of Beaux Arts architecture, opened in 1913 and provided a well-appointed place for vaudeville until being converted to a motion picture theater in the 1920s. The U.S. Post Office and Courts Building was constructed in 1898 on Plume Street and is an excellent example of the Neo-Palladian Revival style. It was converted into the Norfolk City Hall in 1937. The Beaux Arts Monticello Arcade, developed by Percy S. Stephenson, an attorney and real estate agent, opened in 1908 (Loth 1986:295). All are listed on the National Register of Historic Places.

Agriculture continued to dominate in the countryside, but transportation difficulties caused by the destruction of roads and bridges during the Civil War initially hampered its recovery. However, road improvements in the late nineteenth century enabled farmers to export their produce. The earlier growing season allowed farmers here to send their crops north. By the turn of the century, over half of all greens and potatoes consumed in Atlantic coast cities came from here, and three-quarters of the cleared land in the Tidewater region was for truck farming. Due to the seasonal nature of truck farming, farmers were dependent on farm labor for harvesting. Tenant farms and domestic servants in Norfolk provided much of the labor (Frazier Associates 1992:21-22). Fisheries continued in importance, and Lynnhaven oysters became a major export.

Perhaps the most notable event during this period was the development of the beachfront resorts. Ocean View had begun as a private summer resort in 1854 and was beginning by the 1870s to attract numbers of Norfolk bathers and wealthy northern invalids (Parramore et al 1994:230). A Life-Saving Station had been built at Cape Henry in 1878, and a new lighthouse was built the following year. One development that significantly enabled Virginia Beach to grow as a resort was the construction of a railroad that connected Norfolk with Virginia Beach. The Virginia Beach Railway began service on a narrow gauge line on July 17, 1883. A rival, the Chesapeake Transit Company, formed in 1902 and ran a standard gauge line from Norfolk north to Cape Henry. The Norfolk and Southern took over the Virginia Beach line and between 1902 and 1904 converted the narrow gauge to standard. Then in 1904, it bought out its rival Chesapeake Transit and consolidated the two lines into a single-track route. This became known as the loop route creating a continuous electric loop of track from Norfolk to the resort and then back to Norfolk via the Cape Henry route. Sixteen passenger trains a day ran between the beach resort and Norfolk by 1906. The existing rail portion of the Norfolk LRT would run on this ROW.

### ***World War I to World War II (1917-1945)***

Norfolk evolved as a major naval port during World War I, and the twentieth century has been a period of tremendous expansion for the city and surrounding countryside. With the population explosion caused by the wars, housing was generally in short supply, and there was an almost continuous housing boom between the wars. Several neighborhoods in Norfolk were developed beginning in the 1890s but reached their full potential after World War I. Ghent was developed in the 1890s, and the neighborhoods of Park Place, North Ghent, Riverview, Lafayette, Winona, Campostella Heights, Chesterfield Heights, and Ballentine Place followed. Norfolk more than doubled its size in 1923 when it annexed the entire area to the north between the Lafayette River and the Chesapeake Bay and a smaller area to the east (Hanbury Evans et al. 1997: Preliminary Information Form for Chesterfield Heights).

Automobiles increased in popularity during this period, but in the early twentieth century, there were few good roads between Virginia Beach and Norfolk. The first concrete roads were built in Virginia Beach about 1913, and in 1921 Virginia Beach Boulevard, the first concrete hard-surfaced road from Virginia Beach to Norfolk was opened. In an attempt to keep pace with this new form of transportation, the railroad modernized its equipment. The Norfolk Southern Railroad bought new railcars, which were much like streetcars but were quiet and fast. During the war, however, the railroad could not modernize

its equipment, and the Norfolk Southern discontinued its railbus service in 1947. The northern and southern rail routes were dismantled to make way for modern highways, and the east/west line handled only a few freight trains (VBPL 1996:93).

The Depression did not hit Norfolk as hard as the rest of the United States. Credit for this may lie with the strong presence of the United States Navy in the city. The Navy supplied Norfolk with an annual income of \$20,000,000 and the men in the Navy were the primary patrons of local stores and restaurants. The Navy also employed a huge number of people, four thousand at the Navy Yard and two thousand at the Naval Base. Eventually Norfolk did feel the pinch of the Depression and vacant stores along Granby Street became a familiar sight (Wertenbaker 1962: 328-331). One of the depression-era federal projects undertaken in Norfolk was the construction of the Walter E. Hoffman Courthouse (formerly the U.S. Post Office and Courthouse), which was completed in 1934. This monumental Art Deco style structure was designed by Benjamin F. Mitchell to serve as an assertive symbol of democratic ideals.

The effect of World War II on Norfolk began three years before the United States officially entered the war. In 1938, \$12,000,000 was allocated for construction at the Naval Base and Naval Yard in Norfolk. Once again war brought prosperity to Norfolk, stores reopened, there was a new Municipal Airport and the suburbs began to grow. With the advent of World War II, military personnel, construction and other workers flooded into the area. By November 1941, the population of Norfolk practically doubled since the mobilization effort began. This sudden influx created a significant housing shortage; it took a combined effort from Norfolk, the Federal Government, and the Navy to solve this problem. Suburbs and apartment complexes began popping up all over the city. In addition to the housing problem, Norfolk also experienced transportation and water problems. By 1944, 14,505 permanent homes, 11,064 temporary dwellings and 2,762 dormitories were built in and around the City of Norfolk providing housing for new and old residents of the city (Louis Berger & Associates, Inc. 1993:11) and (Wertenbaker, 1962: 344-350).

### ***New Dominion (1945-Present)***

The Norfolk area experienced a tremendous population explosion in the last half of the twentieth century. The military continued to be a major presence in the area with the Norfolk Naval Base, Little Creek, Oceana, Dam Neck as well as military facilities in the Hampton area. However, the growth of Norfolk was a major topic in the city's politics for many years. The issue of annexation caused conflict in Norfolk and in the proposed areas of annexation. In May 1954, the annexation process began when the City of Norfolk annexed the Tanner's Creek district. In 1956 the city then annexed thirty-three square miles of Princess Anne County, which included almost the entire Kempsville district, a major component of the project area (Wertenbaker 1962: 362-364). In 1963, in order to stave off further annexation by the City of Norfolk, Princess Anne County merged with Virginia Beach to become the world's largest resort city encompassing 310 square miles (Frazier Associates 1992:16).

The landscape of Norfolk has changed considerably during the late twentieth century. Much of old Norfolk was demolished during urban renewal in the 1960s, and many of its old landmarks and Federal and Greek Revival housing fell during this period. The Norfolk Redevelopment and Housing Authority ordered the destruction of buildings on 465 acres of property in downtown Norfolk. Once this land was cleared, the city erected low-rent homes, fire and police stations and private businesses (Wertenbaker 1962: 370-371). Modern high-rise office buildings have been erected in downtown Norfolk beside the earlier landmarks. The city offices and courts now are housed in a modern complex located between St. Pauls Boulevard and the interstate.

## 12.2.2 Previous Archaeological Studies

Several Cultural Resource Management studies have been conducted in the Norfolk area. Additionally, several important prehistoric and historic archaeological sites have been investigated by professional archaeologists, and many archaeological sites have been recorded on state inventory forms by avocational archaeologists in the Norfolk area. Two sites are within or cross the project APE, Site 44NR21 and Site 44NR60, but neither is eligible for the NRHP. Site 44NR21 is a series of poorly preserved brick foundation remnants and has been previously evaluated as not eligible for the NRHP along Main Street near I-264. Site 44VB60 is the former Kempsville Canal. It has not been formally evaluated, but it no longer exists within and surrounding the project APE due to modern development.

## 12.2.3 Previous Architectural Investigations

The project corridor has been heavily surveyed in Norfolk by cost-share projects undertaken by the locality and the VDHR. There was also a very early survey of the city by the Norfolk Planning department. Because of the large number of architectural resources that have been surveyed in Norfolk, only those resources that would be visible from the Preferred Alternative are discussed.

There are two NRHP listed or eligible properties in Norfolk within the architectural APE of the Project: the Downtown Norfolk Historic District and the West Freemason Historic District. Additional nearby properties including the Ghent Historic District and the Chesterfield Heights Historic District were determined to be not within the APE of the project during design and consultation with the SHPO.

**Downtown Norfolk Historic District- DNHD (122-265)** The Downtown Norfolk Historic District is primarily composed of turn-of-the-century commercial buildings that reflect Norfolk's prosperity during this period. The majority of the buildings in the district were constructed between 1900 and 1920 and are Classical Revival in style (*VDHL Downtown Norfolk Historic District Nomination Report 1987*). There were also several individually surveyed properties that are within this district. These include several of the commercial buildings on Granby Street (122-160, 122-161, 122-163), the Hampton Roads Maritime Association (122-158), the Helena Building (122-164), the Monticello Arcade (122-66), the Old Norfolk City Hall (122-82), the U.S. Customs House (122-32) the Wells Theatre (122-67) and the MacArthur Memorial (122-0019).

**West Freemason Historic District – WFHD (122-60)** The West Freemason Historic District was one of the first neighborhoods built outside the colonial limits of Norfolk. This neighborhood was considered one of the most prestigious areas within Norfolk from the eighteenth century through the early twentieth century and contains examples of nearly all the architectural styles popular during that long time span. The district includes portions of West Freemason, Bute, Duke, Botetourt, Dunmore, and Yarmouth streets.

Table 12-1 lists the previously surveyed architectural resources within the project APE in the City of Norfolk. Historic architectural resources within historic districts are not identified specifically in Table 12-1. A comprehensive listing of all architectural resources within the APE is included in the *Phase I Cultural Resources Survey of the Proposed Norfolk LRT Project, Gray & Pape, August 2001*.

**Table 12-1  
Previously Recorded Architectural Resources**

<b>File No.</b>	<b>Name</b>	<b>Building Type</b>	<b>Quad</b>	<b>National Register Status</b>
122-265	Downtown Norfolk Historic District	Commercial/Residential	Norfolk South	On NRHP
122-60	West Freemason Historic District	Residential	Norfolk South	On NRHP

*Source: Phase I Cultural Resources Survey of the Proposed Norfolk/Virginia Beach Light Rail, Gray & Pape, October 1998; Phase I Cultural Resources Survey of the Proposed Norfolk LRT Project, Gray & Pape, August 2001*

## 12.3 Impacts

This section describes the potential impact of the Preferred Alternative on historic archaeological and architectural resources.

### 12.3.1 Archaeological Results

The archaeological survey for the proposed Norfolk/Virginia Beach Light Rail project was completed in 1998. That survey identified four locations with the potential to contain significant archaeological resources. These included the Plume Street Station, a section of Plume Street between Bank and Talbot Streets, a small section of Plume Street west of St. Pauls Boulevard, the Government Center Station, and Main Street west of I-264. Additional archaeological survey associated with the proposed Norfolk LRT Project area identified two new potential archaeological resource areas, the Kirn Memorial Library location, and a section along Bute and York Streets that was subsequently removed from consideration due to corridor realignment. The Kirn Library location is within the Downtown Norfolk Historic District (122-265). Because these potential archaeological resource locations are in an urban setting, investigation sufficient to determine whether archaeological resources individually eligible for the NRHP and any contributing site to historic district were present could not be undertaken. However, profile drawings of the project at 30 percent design show that excavation for project elements below the surface will not exceed 2 feet, and at the majority of these potential resource locations, construction will be at grade. Consultation with the SHPO resulted in their concurrence that the project would have no effect on archaeological resources. A Memorandum of Agreement for this project has been implemented that details a process for the late and inadvertent discovery of archaeological resources should they be identified during construction.

### 12.3.2 Architectural Results

A total of seventy-six new resources were surveyed at the Phase I level for this project. None of the new architectural resources were recommended potentially eligible for the National Register of Historic Places. The VDHR concurred with these recommendations; however, additional information was requested for the warehouse complex at 5786 Selliger Drive (VDHR No. 122-5120). One previously recorded resource, the Barry Robinson Center (122-1077), required architectural evaluation as well. However, due to the realignment of the preferred alternative, the Barry Robinson Center and the

warehouse complex at 5786 Selliger Drive are no longer in the APE. Therefore, these resources will not be affected by the project.

Additionally, the Downtown Norfolk Historic District is listed on the NRHP and is located within the project APE. Similarly, the West Freemason Street Historic District is also listed on the NRHP and is located immediately adjacent to the project APE. While a small portion of the Ghent Historic District is within view of the project corridor, consultation with the VDHR concluded that the project will not affect this resource because it will run on the opposite side of Brambleton Avenue, which currently represents a significant modern visual and auditory alteration to the setting of the district. Additionally, fieldwork revealed that the Chesterfield Heights Historic District will not be visible from the project corridor due to sound barriers and the existing I-264 interstate, so the project would not have an effect on this resource. Table 12-2 lists the historic properties identified in the LRT project APE that will be affected by the project and the proposed treatment for adverse effects.

**Table 12-2  
Summary of Architectural Resources Affected by the Project**

Inventory Number	Name	NRHP Eligibility	Treatment
122-265	Downtown Norfolk Historic District	On NRHP	MOA to avoid, minimize, or mitigate for adverse effects
122-60	West Freemason Historic District	On NRHP	MOA to avoid, minimize, or mitigate for adverse effects

*Source: Phase I Cultural Resources Survey of the Proposed Norfolk/Virginia Beach Light Rail, Gray & Pape, October 1998; Phase I Cultural Resources Survey of the Proposed Norfolk LRT Project, Gray & Pape, August 2001*

### **12.3.3 Conclusions and Recommended Mitigation**

#### **A. Archaeological Resources**

As previously discussed, consultation with the SHPO has determined that no archaeological resources will be affected by the project because the project depth of excavation is unlikely to exceed that of modern fill. A Memorandum of Agreement (MOA) was executed for this project to address adverse effects to architectural properties that includes a protocol for late and inadvertent discoveries should any archaeological resources be identified during construction.

#### **B. Architectural Resources**

Two architectural historic districts are within the project APE: the Downtown Norfolk Historic District (122-265) and the West Freemason Historic District (122-60). Through consultation with the FTA and the SHPO, HRT has determined that the project will adversely effect these resources by introducing visual elements that are inconsistent with the historic fabric of the districts. The LRT rail will run on an overhead catenary system, which will introduce a new visual element into the streetscape through overhead lines and poles. Additionally, three stations and an undetermined number of signs will be within or adjacent to the downtown Norfolk Historic District and the West Freemason Historic District. These effects are considered indirect because no specific contributing elements of the districts will be altered for the project. A Memorandum of Agreement (MOA) has been drafted that includes provisions

for continuing consultation with the SHPO and the City of Norfolk regarding the design of above-ground elements of the Norfolk LRT in an effort to avoid, minimize, or mitigate adverse effects.

## 12.4 Coordination

During the Norfolk – Virginia Beach Light Rail Transit System East/West Corridor Project, coordination meetings with the VDHR were conducted on September 4, 1998, and by phone on October 6, 1998. The *Phase I Cultural Resources Survey of the Norfolk-Virginia Beach LRT Project, Gray & Pape, October 1998* was submitted to the SHPO, which included many of the cultural resources within the Norfolk LRT Project APE. The VDHR determined that all of the resources identified for that survey were not eligible for the listing on the NRHP and did not comment on the project APE, but verbal discussions with VDHR staff indicated that they were satisfied with the APE.

The *Phase I Cultural Resources Survey of the Proposed Norfolk LRT Project* contained recommendations regarding archaeological and architectural resources within the Norfolk LRT Project APE. The VDHR provided comments on this report on December 18, 2001, and concurred that the Barry Robinson Center should be evaluated for eligibility to the NRHP, and that the Kim Memorial Library and Bute and York Street locations should undergo additional archaeological investigations prior to construction. The VDHR also concurred that none of the newly identified architectural resources were eligible for the NRHP. Additionally, they did not provide comments on the project APE, but verbal communication has indicated that they were satisfied with the APE.

Subsequent realignments of the Norfolk Light Rail resulted in the exclusion of the Barry Robinson Center, the warehouse complex at 5786 Selliger Drive, and Bute and York Street locations from the APE, and the VDHR concurred with this finding in a meeting held on July 31, 2003. At this meeting, it was also discussed that the FTA had requested a letter of concurrence on the APE. A letter was drafted and sent to the VDHR on September 3, 2003.

On March 23, 2004, HRT received a letter from ACHP to FTA noting that ACHP had received notification and supporting documentation regarding the adverse effects of the Norfolk LRT project on properties listed on or eligible for list on the National Register of Historic Places. Based on this, ACHP said that they do not believe that their participation in consultation to resolve adverse effects is needed.

Several meetings and multiple correspondences also took place regarding the MOA for the resolution of adverse effects to the Downtown Norfolk and West Freemason Historic Districts. In support of the MOA, the commissions for the Downtown and West Freemason historic districts were consulted. During a meeting held on November 19, 2004 with HRT, FTA and VDHR in attendance, it was also resolved that the agreement need not include provisions for archaeological resources because it is not anticipated that the project will affect any. It was also resolved at the meeting that the project will not have an affect on the Ghent Historic District.