

Application for Section 106 Review

ER# 08-462

Phased Section 106 Submittal

Assessment of Effects

Grand Boulevard to M-8/Davison Freeway

WOODWARD AVENUE LIGHT RAIL TRANSIT PROJECT

Detroit, Michigan

November 2010



U.S. Department
of Transportation
**Federal Transit
Administration**



City of Detroit
Department of Transportation

WOODWARD LIGHT RAIL

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STATE HISTORIC PRESERVATION OFFICE
Application for Section 106 Review

SHPO Use Only					
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Submit one copy for each project for which review is requested. This application is required. Please type. Applications must be complete for review to begin. Incomplete applications will be sent back to the applicant without comment. Send only the information and attachments requested on this application. Materials submitted for review cannot be returned. Due to limited resources we are unable to accept this application electronically.

I. GENERAL INFORMATION

THIS IS A NEW SUBMITTAL THIS IS MORE INFORMATION RELATING TO ER# 08-462

- a. Project Name: Woodward Avenue Light Rail Transit Project - Phased Sec. 106 Submittal; see Attachment A.
- b. Project Address (if available): Generally Woodward Avenue from Downtown Detroit to Michigan State Fairgrounds/8 Mile Road.
- c. Municipal Unit: Detroit and Highland Park County: Wayne
- d. Federal Agency, Contact Name and Mailing Address (*If you do not know the federal agency involved in your project please contact the party requiring you to apply for Section 106 review, not the SHPO, for this information.*): Tricia Harr, AICP, Environmental Protection Specialist, Federal Transit Administration, 1200 New Jersey Avenue SE, E43-105, Washington, DC, 20590; 202-366-0486 or tricia.harr@dot.gov
- e. State Agency (if applicable), Contact Name and Mailing Address: N/A
- f. Consultant or Applicant Contact Information (if applicable) *including mailing address*: Tim Roseboom, Project Manager, Detroit Department of Transportation, 1301 East Warren, Detroit, MI, 48207; 313-833-1196 or timros@detroitmi.gov

II. GROUND DISTURBING ACTIVITY (INCLUDING EXCAVATION, GRADING, TREE REMOVALS, UTILITY INSTALLATION, ETC.)

DOES THIS PROJECT INVOLVE GROUND-DISTURBING ACTIVITY? YES NO (If no, proceed to section III.)

Exact project location must be submitted on a USGS Quad map (portions, photocopies of portions, and electronic USGS maps are acceptable as long as the location is clearly marked).

- a. USGS Quad Map Name: Detroit and Highland Park, Attachment B.
- b. Township: T2S Range: R12E Section: N/A
- c. Description of width, length and depth of proposed ground disturbing activity: See Attachment A.
- d. Previous land use and disturbances: See Attachment A.
- e. Current land use and conditions: See Attachment A.
- f. Does the landowner know of any archaeological resources found on the property? YES NO
Please describe:

III. PROJECT WORK DESCRIPTION AND AREA OF POTENTIAL EFFECTS (APE)

Note: Every project has an APE.

- a. Provide a detailed written description of the project (plans, specifications, Environmental Impact Statements (EIS), Environmental Assessments (EA), etc. **cannot** be substituted for the written description): See Attachments A and C.
- b. Provide a localized map indicating the location of the project; road names must be included and legible.
- c. On the above-mentioned map, identify the APE.
- d. Provide a written description of the APE (physical, visual, auditory, and sociocultural), the steps taken to identify the APE, and the justification for the boundaries chosen. See Attachment A.

IV. IDENTIFICATION OF HISTORIC PROPERTIES

- a. List and date **all** properties 50 years of age or older located in the APE. If the property is located within a National Register eligible, listed or local district it is only necessary to identify the district: See Attachments A and C.
 - b. Describe the steps taken to identify whether or not any **historic** properties exist in the APE and include the level of effort made to carry out such steps: See Attachment A.
 - c. Based on the information contained in "b", please choose one:
 - Historic Properties Present in the APE
 - No Historic Properties Present in the APE
 - d. Describe the condition, previous disturbance to, and history of any historic properties located in the APE: See Attachment A.
-

V. PHOTOGRAPHS

Note: All photographs must be keyed to a localized map.

- a. Provide photographs of the site itself.
 - b. Provide photographs of all properties 50 years of age or older located in the APE (faxed or photocopied photographs are not acceptable).
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VI. DETERMINATION OF EFFECT

- No historic properties affected based on [36 CFR § 800.4(d)(1)], please provide the basis for this determination.
- No Adverse Effect [36 CFR § 800.5(b)] on historic properties, explain why the criteria of adverse effect, 36 CFR Part 800.5(a)(1), were found not applicable.
- Adverse Effect [36 CFR § 800.5(d)(2)] on historic properties, explain why the criteria of adverse effect, [36 CFR Part 800.5(a)(1)], were found applicable.

***Please print and mail completed form and required information to:
State Historic Preservation Office, Environmental Review Office, Michigan Historical Center, 702
W. Kalamazoo Street, P.O. Box 30740, Lansing, MI 48909-8240***

Attachment A
Additional Information for
Application for Section 106 Review

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Attachment A – Additional Information for Application for Section 106 Review

Section I. General Information

NOTE: A phased historic property identification effort and effects assessment was deemed appropriate for the Woodward Avenue Light Rail Transit (LRT) project and coordinated with the State Historic Preservation Office (SHPO); see response to Section IV, Part A. The enclosed documentation assesses project effects to properties listed in or determined eligible for listing in the National Register of Historic Places (NRHP) located within the portion of the project's Area of Potential Effects (APE) along Woodward Avenue between Grand Boulevard and Michigan Route 8 (M-8)/Davison Freeway. Therefore, information provided in this Application for Section 106 Review and in its attachments describes both the general project and the specific portion of the project area between Grand Boulevard and M-8/Davison Freeway, as relevant.

Documentation identifying built resources more than forty years of age located within the project's APE along Woodward Avenue between Grand Boulevard and M-8/Davison Freeway has been concurrently submitted for SHPO review. Four reports were previously submitted for SHPO review. These reports included eligibility determinations for properties located from Downtown Detroit to Interstate 75 (I-75)/Fisher Freeway, in "Phased Section 106 Submittal, Downtown Detroit to Interstate 75/Fisher Freeway" (September 2010); eligibility determinations for properties from I-75/Fisher Freeway to Grand Boulevard, in "Phased Section 106 Submittal, Interstate 75/Fisher Freeway to Grand Boulevard" (September 2010); effects determinations for historic properties from Downtown Detroit to I-75/Fisher Freeway, in "Phased Section 106 Submittal, Assessment of Effects, Downtown Detroit to Interstate 75/Fisher Freeway" (October 2010); and effects determinations for historic properties from I-75/Fisher Freeway to Grand Boulevard, in "Phased Section 106 Submittal, Assessment of Effects, Interstate 75/Fisher Freeway to Grand Boulevard" (October 2010). A forthcoming report will contain determinations of eligibility and effects for the remaining portion of the project corridor between M-8/Davison Freeway and M-102/8 Mile Road.

Section II. Ground Disturbing Activity

c. Describe the proposed dimensions of ground disturbing activity. Plans and specifications should not be substituted here. Example: 4 feet wide, 20 feet long, 2 feet deep.

The Woodward Avenue LRT project would extend approximately 8.5 miles from Downtown Detroit near the Detroit River north to 8 Mile Road along Woodward Avenue; total project length, including circulation in Downtown Detroit, would be 9.3 linear miles. The majority of the project corridor falls within the City of Detroit, with approximately two miles (from Webb Street to McNichols Street) located within the City of Highland Park. All rail line construction, including the guideway, tracks, rails, overhead contact system (OCS) poles, and stations, would occur within existing roadway rights-of-way and within travel lanes and/or median areas/sidewalks. The width and depth of ground disturbance would vary from approximately 28 to 48 feet wide and from 0 to 3 feet deep.

Potential vehicle storage and maintenance facility (VSMF) sites have been identified. These areas, along with appropriate adjacent parcels, have been included in the APE. VSMF design would be site specific and include a yard and various industrial buildings. No VSMF sites are located within the project area between Grand Boulevard and M-8/Davison Freeway, the area that this submittal addresses. This report addresses potential effects to aboveground historic

properties; forthcoming archaeological reports will address potential effects to below-ground historic properties.

d. Describe the previous use of the land. Was it farm land, an industrial site, a homestead, etc.? Was there a utility corridor placed on the property, were sewer and waterlines placed there 10 years ago, etc.?

Woodward Avenue

Originally a Native American trail, Woodward Avenue became the main thoroughfare for the City of Detroit and eventually stretched twenty-seven miles from the Detroit River in urban Downtown Detroit through rural and later suburban areas northwest of the city to the City of Bloomfield Hills. In 1863, horse-drawn rail car lines were installed along four major Downtown Detroit roads, including Woodward Avenue from Jefferson Avenue to Alexandrine Street. Electric streetcar service replaced horse-drawn rail cars in late 1892.

In 1908, the world's first mile of concrete roadway was built on Woodward Avenue between 6 Mile and 7 Mile roads. The entire twenty-seven-mile length of Woodward Avenue was paved in 1916, and the nation's first three-color, four-way traffic light was installed in 1919 at the Woodward Avenue and Michigan Avenue intersection. After many legal disputes, Woodward Avenue was widened from 66 feet to 120 feet in 1936. The widening resulted in the demolition, relocation, or renovation of numerous buildings along the road. Streetcar operations along Woodward Avenue ended in April 1956. Today, the Detroit People Mover, a 2.9-mile elevated light rail system, provides local service between buildings and neighborhoods in Downtown Detroit.

Downtown Detroit and Midtown Area

The historic core from which the rest of the city later developed was located from the Detroit River to what is now I-75/Fisher Freeway. Through the nineteenth and twentieth centuries, the city steadily expanded northward with farmland giving way to residential neighborhoods, commercial buildings, factories, universities, and municipal and cultural institutions. This area contains numerous office towers, churches, theaters, and smaller commercial buildings constructed in a variety of architectural styles, including Art Deco, Beaux Arts, Chicago Style, Gothic Revival, Romanesque Revival, and modern styles. The stretch of Woodward Avenue from Grand Circus Park to Mack Avenue was known as Piety Hill due to the numerous churches located in that area. In the early twentieth century, the construction of the Italian Renaissance-style Detroit Public Library, the Beaux Arts-style Detroit Institute of Arts, and portions of the Wayne State University campus created Detroit's Cultural Center in the Midtown area. Midtown is the area located approximately between the north end of Downtown Detroit and the New Center area near the Woodward Avenue and Grand Boulevard intersection. The Cultural Center was later expanded in the mid-twentieth century with the construction of the Prairie-style Detroit Historical Museum and other cultural institutions.

New Center Area

New Center developed in the 1920s in response to the increase in automotive factories and industries in the area. This development and the creation of a small commercial and business core led to extensive residential development of the surrounding areas that housed workers associated with New Center's factories and commercial enterprises. A three-block commercial district developed on Woodward Avenue; it includes two- and three-story brick commercial buildings in the Neoclassical and Art Deco styles. The General Motors Corporation and the Fisher family, prominent local real estate developers, constructed Neoclassical-style and Art

Deco-style skyscrapers along Grand Boulevard to the west of Woodward Avenue and the New Center commercial district.

North of New Center, the neighborhoods of Virginia Park, Arden Park, and Boston-Edison developed in the early twentieth century as enclaves for the middle class, upper middle class, and the wealthy. The neighborhoods feature a mix of homes and mansions including Prairie, Craftsman, and English Revival architectural styles.

Highland Park

Along Woodward Avenue, the City of Highland Park stretches from Webb Street to McNichols Road. Highland Park incorporated as a village in 1889 and as a city in 1918. The location of the Highland Park Ford Plant along Woodward Avenue spurred the development of the community from a small farming village to an urban industrial center. Commercial buildings, apartment buildings, and church buildings on Woodward Avenue were constructed in the Gothic Revival, Beaux Arts, Renaissance Revival, and Craftsman architectural styles; they vary in height from two to eight stories, depending on the building type. Residential neighborhoods located approximately one block east and west of Woodward Avenue commonly include the American Foursquare and bungalow forms in the Craftsman, Prairie, and English Revival styles. In 1944, the world's first limited-access urban expressway, the Davison Freeway, was opened through the city center. The closure of the Highland Park Ford Plant in the late 1950s contributed to population and economic declines in the city.

The portion of the APE considered in this application, between Grand Boulevard and M-8/Davison Freeway, is in the middle, northern section of the study area. The APE in this area encompasses portions of Detroit's New Center area and the City of Highland Park.

Palmer Park Area

The City of Detroit jurisdiction resumes north of McNichols Road and includes Palmer Park and the Palmer Woods neighborhood. Palmer Park is a large 270-acre public park and golf course deeded to the city in 1893. Constructed prior to World War II, the apartment buildings south of Palmer Park include the Egyptian, Spanish, Mediterranean, Venetian, Tudor, and Moorish revival styles, and the Art Moderne and International styles. North of Palmer Park is the Palmer Woods neighborhood that developed from farmland in the 1920s as an upper-class class neighborhood of large Tudor Revival-style homes. North of Palmer Park and the Palmer Woods neighborhood are the Evergreen and Woodlawn cemeteries, which date to 1905 and 1895, respectively. The sprawling Michigan State Fairgrounds are located on the east side of Woodward Avenue between West State Fair Avenue and 8 Mile Road. Organized in Detroit in 1849, the fairgrounds were moved to their present location in 1905. The main fairground buildings were constructed in the Neoclassical style typical of fair architecture in the early twentieth century; various buildings within the complex also represent Greek Revival, Arts and Crafts, and modern styles.

e. Describe the current use and condition of the property.

The Woodward Avenue LRT project traverses a diverse area containing commercial, institutional, civic, recreational, industrial, and residential uses. Woodward Avenue remains a major thoroughfare from the Detroit River and the Central Business District of Downtown Detroit north to 8 Mile Road. Throughout the proposed project corridor along Woodward Avenue, commercial, institutional, and industrial land use is most common, with sprawling residential areas frequently located beyond development immediately fronting Woodward Avenue. Both modern redevelopment and vacant and cleared land is most common between I-75/Fisher

Freeway and I-94/Ford Freeway. Despite some modern development, older buildings and neighborhoods are located throughout the corridor. Many historic buildings and neighborhoods along Woodward Avenue have been listed in the NRHP and/or have been locally designated as historic by the appropriate local municipality or by the State of Michigan.

The portion of the APE considered in this application, between Grand Boulevard and M-8/Davison Freeway, is in the middle, northern section of the study area. The APE in this area encompasses portions of Detroit's New Center area and the City of Highland Park. The New Center area includes a mix of commercial, civic, and residential buildings, including the historic Virginia Park residential neighborhood. North of the New Center Area, other prominent sites include the historic Boston-Edison and Arden Park-East Boston neighborhoods. The City of Highland Park also includes a mix of commercial, residential, and civic buildings, including the historic Highland Heights-Stevens Subdivision neighborhood, the McGregor Library, and the City of Highland Park Robert B. Blackwell Municipal Building.

Section III. Project Work Description and APE

a. Provide a detailed written description of the project.

The Woodward Avenue LRT project would consist of an approximately 9-mile fixed guideway LRT system located primarily along the Woodward Avenue corridor in Detroit and Highland Park, Michigan (see Attachment C). The project alignment would extend from Downtown Detroit to M-102/8 Mile Road. The proposed system would use steel-wheel LRT vehicles with a typical train consisting of two cars. The system would be street running.

Three design options are being considered. Within downtown Detroit, the guideway would be installed in existing streets with the light rail train sharing the roadway with vehicular traffic. Each design option follows a unique alignment through the downtown area. North of the downtown area and south of Custer Street, the LRT would be located on the Woodward Avenue corridor, either in the median or along the rightmost travel lane in both the northbound and southbound directions. From Custer Street to the project's northern terminus proximate to the Michigan State Fairgrounds, just south of M-102/8 Mile Road, the three design options are identical; in this area, the alignment would generally be located in the median of Woodward Avenue.

Downtown Design Options

Three design options are being considered (see Attachment B).

Downtown Design Option 1

This design option provides circulation within portions of the downtown area. A loop would include one-way guideway alignments utilizing Larned, Randolph, and Congress streets via Washington Boulevard. In the downtown loop, the guideway would be installed in the existing street with the light rail train sharing the roadway with existing traffic. A two-way guideway would follow Washington Boulevard north to Grand River Avenue and would be located in the median. At Grand River Avenue, the alignment would turn east along that street and then turn north onto Woodward Avenue. Along Grand River Avenue, Washington Boulevard, and the downtown loop, the guideway would be installed in the existing street with the light rail train sharing the roadway with vehicular traffic.

From Custer Street to the project's northern terminus, Design Option 1 would be located in the median of Woodward Avenue, separate from vehicular traffic.

Downtown Design Option 2: This design option generally follows the same streets along a slightly different alignment in the downtown area as Design Option 1; however, from Washington Boulevard, it is routed to the east along State Street before turning north onto Woodward Avenue.

From State Street north to Custer Street, Design Option 2 would be located along the right-most travel lane of Woodward Avenue in both the northbound and southbound directions.

From Custer Street to the project's northern terminus, Design Option 2 would be located in the median of Woodward Avenue, separate from vehicular traffic.

Downtown Design Option 3: This option is located within Woodward Avenue along its entire route. It would originate in the downtown area between Larned and Congress streets. Just north of this point, the guideway would circumnavigate Campus Martius Park.

From Campus Martius Park to Custer Street, the guideway would be located along the right-most travel lane of Woodward Avenue in both the northbound and southbound directions.

From Custer Street to the project's northern terminus, Design Option 3 would be located in the median of Woodward Avenue, separate from vehicular traffic.

Project Elements and Facilities

The proposed LRT system would require the construction of several supporting project elements and facilities, including trackwork, a traction electrification system, transit power substations, a vehicle storage maintenance facility, and LRT stations. A brief description of each follows:

Trackwork: The light rail system would run on steel tracks at a standard gauge of 4 feet, 8.5 inches. The tracks would be located exclusively within existing road rights-of-way, except near the vehicle storage maintenance facility (site unconfirmed at this time). Portions of the guideway would be exclusive to light rail operations; however, some areas would circulate in vehicular traffic. The trackwork would be embedded in the pavement.

Traction Electrification System: A simple catenary system would be used for the traction power contact system. The Overhead Contact System (OCS) would consist of support poles and wires providing electrification to the light rail vehicles. These features would be located along the proposed route and situated in existing road rights-of-way.

Transit Power Substations: Spaced along the proposed route at approximately 1-mile intervals, these substations would supply power to the LRT system. The substations' precise locations have not been determined at this time.

Vehicle Storage and Maintenance Facility: A facility would be required to store and maintain the light rail vehicles. Typical functions at this location would include vehicle storage, paint booth, lifts, pits, wheel truing, wash bays, and associated administrative functions. It is expected that the site selected would be: 1) no less than five acres in size; 2) close to the transit alignment; and 3) located in an area consistent in land use and zoning. Selection of a preferred site is ongoing. Three potential sites for this facility have been identified; none of these sites are located in the area that is the subject of this application.

LRT Stations: Major features of the LRT stations would be the platforms and shelters. The platform length is derived from the length of the LRT vehicles, and with the two-car trains proposed for the Woodward Avenue LRT project, a typical near-grade platform for proposed LRT stations between Grand Boulevard and M-8/Davison Freeway would be 200 feet (two 90-foot vehicles plus approximately 20 feet for loading space and milling area). The platforms would have access ramps (up to 24 feet long) and landing areas (up to 6 feet) to provide pedestrian access to the platforms. Given the various site conditions at stations along the proposed route, total station length would vary from 180 to 260 feet. Typical width would be 18 to 24 feet for double-sided platforms, and approximately 12 feet for single-sided platforms; typical platform height would be 14 inches to accommodate the proposed low-floor LRT vehicles. Stations proposed as part of Design Options 2 and 3 would have roof-mounted billboards atop each station.

Station shelters may be designed with a signature look and/or be context-sensitive to the respective setting at each site. They protect waiting passengers from the elements and can include special features such as passenger displays, sound systems, lighting, and heating elements. Other facilities and station furniture would also include ticket vending and security equipment, schedule and area information cases, railings, benches, and litter receptacles.

Four station locations are proposed along Woodward Avenue between Grand Boulevard and M-8/Davison Freeway, including at Hazelwood Street/Holbrook Street, Calvert Street, and Glendale Street. The northbound Grand Boulevard station platform proposed as part of Design Options 2 and 3 would also be located within this area, immediately north of Grand Boulevard.

d. Provide a written description of the APE (physical, visual, auditory, and sociocultural), the steps taken to identify the APE, and the justification for the boundaries chosen.

The APE for the Woodward Avenue LRT project encompasses roadways within which the LRT would be located, all properties flanking those roadways, and properties for which the LRT or its components would be a prominent visual feature (see Attachment C). For visual considerations, the APE encompasses properties that do not directly adjoin the project corridor, but are otherwise located proximate to it or to a project facility. For example, a building not adjoining but directly facing a Woodward Avenue LRT roadway at an intersection, or a building separated from the proposed project corridor by a vacant lot or parking lot would be included in the APE. Properties surrounding or in proximity to three potential sites for the VSMFs and for which that facility would be a prominent visual feature have also been included in the APE.

The APE was developed by utilizing preliminary project plans in conjunction with field surveys of the project corridor and consultation with project noise and vibration specialists. Because no auditory or vibratory impacts are anticipated, the APE was developed to encompass potential visual and physical effects related to facility construction near the project corridor. To encompass effects in the immediate vicinity of the project alignment, all roadways within which the LRT would be located and flanking properties have been included in the APE. Additional consideration was given to viewshed impacts and effects to setting beyond these properties. Properties determined to be subject to a potential visual effect were identified and included in the APE; the methodology employed is described below. No potential traditional cultural properties have been identified. At this time, no changes to land use, traffic patterns, or public access are anticipated. Transit-oriented development (TOD) planning is in preliminary stages and will be evaluated for Section 106 purposes, if applicable and appropriate, when TOD projects are proposed.

During the field survey, project architectural historians who meet the Secretary of the Interior's Professional Qualification Standards reviewed the visual setting of properties that do not adjoin the project corridor but for which the project corridor is a visual component because of the lack of an intervening physical feature (for example, a property separated from the project corridor by a vacant lot). In general, the architectural historians determined that for such properties located within 250 feet of the proposed LRT guideway and OCS and/or a station (for both the Median-Running and Curb-Running alternatives), proposed project features would become a prominent component of the property's visual setting; therefore, such properties would be visually affected by project implementation. For such properties beyond 250 feet, the architectural historians determined that the LRT would not become a significant component of the property's visual setting; therefore, the Woodward Avenue LRT would not visually affect such properties. Thus, properties that do not immediately adjoin the project corridor but for which the proposed Woodward Avenue LRT was determined to be a prominent visual component have been included in the APE. Following the selection of three potential sites for a proposed VMSF, the APE was expanded in these areas to accommodate surrounding and proximate properties for which the facility would constitute a substantial visual change.

The APE for the Woodward Avenue LRT project was provided to the SHPO by letter from the Detroit Department of Transportation dated November 20, 2009; the SHPO concurred with the APE by letter dated January 13, 2010. Because the project's VSMF sites were only recently identified, the APE has been expanded to accommodate these parcels, as well as adjacent parcels that would be potentially affected. Mapping showing this revised APE was submitted to the SHPO on September 17, 2010, for concurrence.

Section IV. Identification of Historic Properties

a. List and date all properties 50 years of age or older located in the APE.

A historic property identification report, "Phased Section 106 Submittal, Grand Boulevard to M-8/Davison Freeway" (November 2010), that presents determinations of eligibility is being concurrently submitted to the SHPO. A phased historic property identification and effects assessment was deemed appropriate for the Woodward Avenue LRT project and coordinated with the SHPO to avoid a single large submittal, as well as to provide project architectural historians with valuable feedback from SHPO staff that can be incorporated into the future submittals. This report identifies built resources more than forty years of age located within the project's APE between Grand Boulevard and M-8/Davison Freeway. Properties forty years of age or older (rather than the standard fifty-year age limit) were evaluated to accommodate the Woodward Avenue LRT's construction schedule.

The historic property identification report contained documentation on seventy-three resources more than forty years of age located within the APE between Grand Boulevard and M-8/Davison Freeway. Of these, fifteen were previously listed in the NRHP, and one was formally nominated to the NRHP. Of the fifty-seven resources that were previously not identified and/or evaluated for NRHP eligibility, twelve were determined to be eligible for listing. Therefore, the current submittal evaluates potential project effects to twenty-eight properties listed in or determined eligible for the NRHP; these properties are listed in the table (Figure 1) below.

Figure 1: NRHP-Listed and Eligible Properties in APE between Grand Boulevard and M-8/Davison Freeway

Name	NRHP Status	Date Listed/ Determined Eligible
Michigan Bell Telephone Company Madison Central Exchange Building	Eligible*	2010
Metropolitan United Methodist Church	Listed	1982
Virginia Park Historic District	Listed	1982
8300 Woodward Avenue	Eligible*	2010
Woodward Avenue Presbyterian Church	Listed	1982
First Baptist Church of Detroit	Listed	1982
North Woodward Congregational Church	Listed	1982
Henry M. Utley Branch Library	Eligible*	2010
Temple Beth-El	Listed	1982
Woodward Gladstone Townhomes	Eligible*	2010
St. Joseph's Episcopal Church	Listed	1982
Jewish Community Center	Eligible*	2010
Central Woodward Christian Church	Listed	1982
Northern High School	Nominated**	2010
Atkinson Street Historic District	Eligible*	2010
Boston-Edison Historic District	Listed	1975
Arden Park-East Boston Historic District	Listed	1982
Cathedral of the Most Blessed Sacrament	Listed	1982
Lawrence-Webb Historic District	Eligible*	2010
City of Highland Park Robert B. Blackwell Municipal Building	Eligible*	2010
Highland Heights-Stevens' Subdivision Historic District	Listed	1988
Detroit Edison Company Cortland Street Substation	Eligible*	2010

Name	NRHP Status	Date Listed/ Determined Eligible
Highland Park Presbyterian Church	Listed	1982
Grace Evangelical Lutheran Church	Listed	1982
Trinity United Methodist Church	Listed	1982
YWCA Detroit Northern Branch	Eligible*	2010
Highland Park Post Office	Eligible*	2010
YMCA Detroit Northern Branch	Eligible*	2010

* Determinations of eligibility pending SHPO concurrence.

** Pending NRHP listing.

b. Describe the steps taken to identify whether or not any historic properties exist in the APE and include the level of effort made to carry out such steps.

Project architectural historians made several site visits to the project area and utilized public property records to identify all properties within the APE older than forty years of age. Properties forty years of age or older (rather than the standard fifty-year age limit) were evaluated to accommodate the Woodward Avenue LRT's construction schedule.

The status of NRHP-listed properties and districts located within the APE were reviewed using previous NRHP documentation to determine if any properties had changed to the extent that they were no longer eligible for the NRHP or that NRHP boundaries should be altered. During the current survey, architectural historians observed no substantial changes to any property between Grand Boulevard and M-8/Davison Freeway that would alter its eligibility/listing status. Thus, no eligibility or boundary changes to NRHP-listed properties are recommended in this portion of the project area.

Background research was conducted for each property not previously evaluated for listing in the NRHP. Sources consulted included public records, secondary published sources, and primary sources. Historians wrote detailed architectural descriptions and historic context statements. The NRHP criteria of eligibility were applied to each property and a determination of NRHP eligibility was made. This information is documented in survey data forms for each property.

All properties located in the APE between Grand Boulevard and M-8/Davison Freeway are documented in the "Phased Section 106 Submittal: Grand Boulevard to M-8/Davison Freeway" (November 2010) that is being concurrently submitted to the SHPO.

Section V. Photographs

See Attachment C.

Section VI. Determination of Effect

Evaluations included in Attachment C assess potential project effects to the twenty-eight NRHP-listed and NRHP-eligible historic properties within the Woodward Avenue LRT's APE between

Grand Boulevard and M-8/Davison Freeway. The effects determinations are summarized in Attachment D.

Methodology

Effects assessments were based on the criteria of adverse effect as defined in 36 CFR 800.5 "Assessment of adverse effects." According to this portion of the regulations, the criteria of adverse effect are defined as follows:

An adverse effect is found when an undertaking may alter, directly or indirectly, any of the characteristics of a historic property that qualify the property for inclusion in the National Register in a manner that would diminish the integrity of the property's location, design, setting, materials, workmanship, feeling, or association. Consideration shall be given to all qualifying characteristics of a historic property, including those that may have been identified subsequent to the original evaluation of the property's eligibility for the National Register. Adverse effects may include reasonably foreseeable effects caused by the undertaking that may occur later in time, be farther removed in distance, or be cumulative.

Examples of adverse effects are identified in 36 CFR 800.5 and include, but are not limited to, the following:

- 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 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 which 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

NRHP bulletins do not address assessments of effects, as effects evaluations are related to the Section 106 process and not the Section 110 process in which the National Register guidance is more commonly used. However, crucial information on integrity assessments (used for eligibility determinations) provides information regarding what each aspect of integrity entails and how each aspect relates to the select National Register criteria for eligibility. As described above, retention of relevant aspects of integrity is critical to a property's significance under the NRHP Criteria for Evaluation. The National Register Bulletin *How to Apply the National Register Criteria for Evaluation* (NPS 1997) identifies the aspects of integrity and describes their relevance to the NRHP Criteria for Evaluation. The seven aspects of integrity are described in the bulletin as follows:

Location is the place where the historic property was constructed or the place where the historic event occurred. The relationship between the property and its location is often important to understanding why the property

was created or why something happened. The actual location of a historic property, complemented by its setting, is particularly important in recapturing the sense of historic events and persons.

Design is the combination of elements that create the form, plan, space, structure, and style of a property. It results from conscious decisions made during the original conception and planning of a property (or its significant alteration) and applies to activities as diverse as community planning, engineering, architecture, and landscape architecture. Design includes such elements as organization of space, proportion, scale, technology, ornamentation, and materials. A property's design reflects historic functions and technologies as well as aesthetics. It includes such considerations as the structural system; massing; arrangement of spaces; pattern of fenestration; textures and colors of surface materials; type, amount, and style of ornamental detailing; and arrangement and type of plantings in a designed landscape.

Design can also apply to districts, whether they are important primarily for historic association, architectural value, information potential, or a combination thereof. For districts significant primarily for historic association or architectural value, design concerns more than just the individual buildings or structures located within the boundaries. It also applies to the way in which buildings, sites, or structures are related.

Setting is the physical environment of a historic property. Whereas location refers to the specific place where a property was built or an event occurred, setting refers to the *character* of the place in which the property played its historical role. It involves *how*, not just *where*, the property is situated and its relationship to surrounding features and open space. Setting often reflects the basic physical conditions under which a property was built and the functions it was intended to serve. In addition, the way in which a property is positioned in its environment can reflect the designer's concept of nature and aesthetic preferences.

The physical features that constitute the setting of a historic property can be either natural or manmade, including such elements as: topographic features (a gorge or the crest of a hill); vegetation; simple manmade features (paths or fences); and relationships between buildings and other features or open space. These features and their relationships should be examined not only within the exact boundaries of the property, but also between the property and its *surroundings*. This is particularly important for districts.

Materials are the physical elements that were combined or deposited during a particular period of time and in a particular pattern or configuration to form a historic property. The choice and combination of materials reveal the preferences of those who created the property and indicate the availability of particular types of materials and technologies. Indigenous materials are often the focus of regional building traditions and thereby help define an area's sense of time and place. A property must retain the key exterior materials dating from the period of its historic significance. If the property has been rehabilitated, the historic materials and significant features must have been preserved.

Workmanship is the physical evidence of the crafts of a particular culture or people during any given period in history or prehistory. It is the evidence of artisans' labor and skill in constructing or altering a building, structure, object, or site. Workmanship can apply to the property as a whole or to its individual components. It can be expressed in vernacular methods of construction and plain finishes or in highly sophisticated configurations and ornamental detailing. It can be based on common traditions or innovative period techniques. Workmanship is important because it can furnish evidence of the technology of a craft, illustrate the aesthetic principles of a historic or prehistoric period, and reveal individual, local, regional, or national applications of both technological practices and aesthetic principles.

Feeling is a property's expression of the aesthetic or historic sense of a particular period of time. It results from the presence of physical features that, taken together, convey the property's historic character.

Association is the direct link between an important historic event or person and a historic property. A property retains association if it is the place where the event or activity occurred and is intact to convey that relationship to an observer. Like feeling, association requires the presence of physical features that convey a property's historic character.

According to guidance found in *How to Apply the National Register Criteria for Evaluation*, different aspects of integrity may be more or less relevant dependent on why a specific historic property was listed in or determined eligible for listing in the NRHP. For example, a property that is significant for its historic association (Criteria A or B) is eligible if it retains the essential physical features that made up its character or appearance during the period of its association with the important event, historical pattern, or person(s). A property determined eligible under Criteria A or B ideally might retain some features of all aspects of integrity, although aspects such as design and workmanship might not be as important.

A property important for illustrating a particular architectural style or construction technique (Criterion C) must retain most of the physical features that constitute that style or technique. A property that has lost some historic materials or details can be eligible if it retains the majority of the features that illustrate its style in terms of the massing, spatial relationships, proportion, pattern of windows and doors, texture of materials, and ornamentation. The property is not eligible, however, if it retains some basic features conveying massing but has lost the majority of the features that once characterized its style. A property significant under Criterion C must retain those physical features that characterize the type, period, or method of construction that the property represents. Retention of design, workmanship, and materials will usually be more important than location, setting, feeling, and association. Location and setting will be important for those properties whose design is a reflection of their immediate environment (such as designed landscapes).

For a historic district to retain integrity, the majority of the components that make up the district's historic character must possess integrity even if they are individually undistinguished. In addition, the relationships among the district's components must be substantially unchanged since the period of significance.

In some cases, select aspects of integrity are currently and substantially compromised by prior undertakings not related to the current project. These changes may have been made prior to determinations of eligibility or since these determinations were made.

Because of common misunderstandings regarding the application of the criteria of adverse effects to historic properties, it is necessary to clearly state that just because project components may be visible from a historic property, this does not necessarily constitute an adverse effect. Factors considered for resources that fall into this category include proximity of the guideway to the historic property; the significance of viewsheds as indicated in prior documentation (including earlier documentation and more recent updates); and the overall importance of integrity of setting to the historic property's determination of eligibility. In most cases, installing the LRT guideway and OCS proximate to a historic property is not considered an adverse effect; in some cases, this finding is supported by the history of the area, where streetcars were previously present during the periods of significance of many historic properties. Conversely, adverse effect determinations tended to result when proposed stations are located proximate to historic properties or within historic districts where integrity of setting remained intact. Generally, in these cases, the stations adversely affected integrity of setting or feeling and diminished the relationship among contributing resources within the district. Prior documentation for historic properties was reviewed to determine under which Criteria for Evaluation a property was deemed eligible for the NRHP, which historic characteristics and features of a property qualified it for eligibility, and which areas of integrity were most relevant to the eligibility determination and to what degree the property retains them.

During the current assessment of effects, information available for each historic property was reviewed to determine if the setting within and/or outside of the historic boundary, as well as viewsheds to and from each property, was historically significant and contributed to the property's eligibility. Using the same information, a determination was made regarding which aspects of integrity were most critical to a historic property's NRHP eligibility. Of note, over the course of the evaluation, it was determined that many of the historic properties did not retain integrity of setting as their historic urban surroundings have been altered over the course of time.

Preliminary noise and vibration analyses were also conducted along the transit corridor. At this time, no noise or vibration effects were identified. Results of any additional noise and vibration analyses will be reviewed to determine the potential for effects.

To determine project effects, architectural historians conducted site visits to each historic property, reviewed project plans and proposed station designs and additional documentation. Following guidelines set forth in 36 CFR 800 and supported by information on integrity set forth in the National Register Bulletin *How to Apply the National Register Criteria for Evaluation*, the following findings were used to assess project effects to historic properties:

- **No Effect:** Per 36 CFR 800.4(d)(1), an undertaking may have no effect to historic properties present in the APE, and a finding of "No Effect" may be determined for an undertaking. This finding indicates that an undertaking would not alter any aspects of integrity for any historic properties. This rationale has been used to assess effects to historic properties within the APE for the guideway alignment.
- **No Adverse Effect:** Per 36 CFR 800.5(b), an undertaking may be determined to have "No Adverse Effect" to historic properties if the undertaking's effects do not meet the criteria of adverse effect as described above. If project implementation would alter a specific aspect of integrity for a historic property but the effect would not alter a characteristic that qualifies that resource for inclusion in the NRHP in a manner that diminishes the significant aspect of integrity, then the finding for that aspect of integrity is "No Adverse Effect."

- **Adverse Effect:** An adverse effect is determined if the undertaking would alter a characteristic that qualifies that contributing resource for inclusion in the NRHP in a manner that diminishes the significant aspect(s) of integrity.

Avoidance Alternatives, Planning To Minimize Effects, and Mitigation

Per 36 CFR 800.6, findings of adverse effect to historic properties require that efforts to resolve such effects by developing and evaluating alternatives or modifications to the undertaking that could avoid, minimize, or mitigate adverse effects must be undertaken. Throughout the course of the project, planners and design staff were made aware of the historic and architectural significance of the historic properties within the APE. Efforts have been successfully made to avoid physical impacts to historic properties. For environmental and functional considerations, the proposed guideway alignment would be located within the existing roadway alignments, avoiding direct physical impacts to historic properties.

Preliminary design and engineering drawings indicating station locations under the three proposed design options and general station concepts were utilized to assess potential project effects. Based on the evaluations contained in this report, as well as project requirements and other planning and environmental constraints, project planners and designers will make all possible efforts to avoid and/or minimize adverse effects to historic properties. As feasible, such measures could include alignment shifts and/or station relocations.

To determine if any historic properties within the project's APE between Grand Boulevard and M-8/Davison Freeway would be affected by the Woodward Avenue LRT project, documentation was reviewed for all NRHP-listed and eligible properties within this portion of the APE, project plans were reviewed, and additional field visits were taken to each historic property. Using the criteria of adverse effect established in 36 CFR 800.5(a)(1) and guidance found in *How to Apply the National Register Criteria for Evaluation*, each historic property was evaluated to determine if implementation of the Woodward Avenue LRT project would alter any historically significant characteristics or features of each historic property by diminishing relevant aspects of that property's historic integrity.

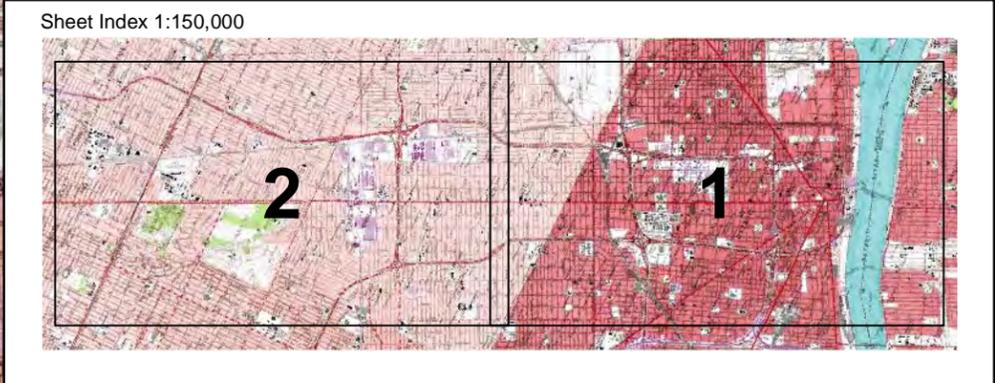
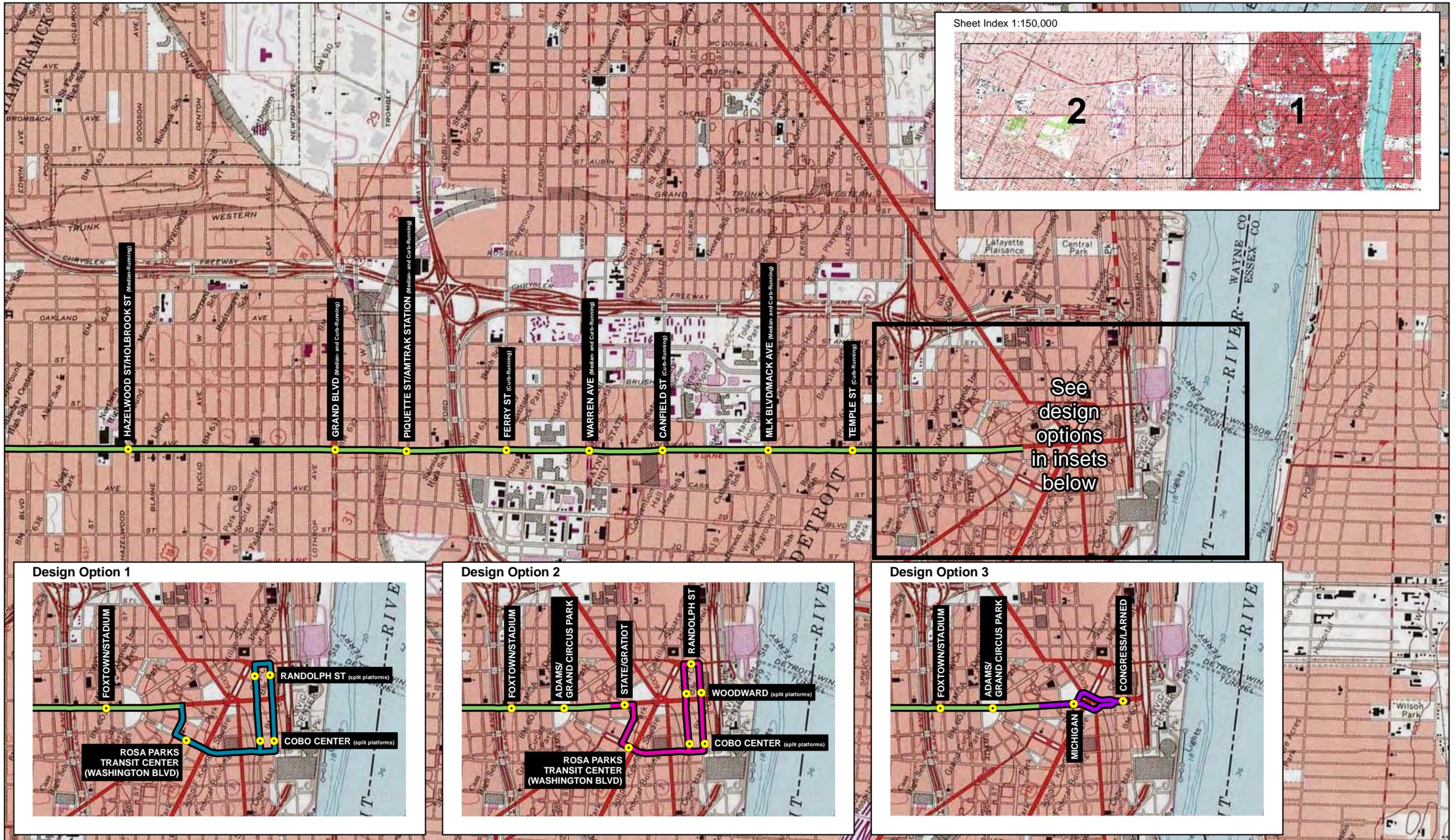
Indirect and cumulative effects to historic properties have also been considered; such effects may include reasonably foreseeable land use changes.

Future Project Refinement and/or Changes

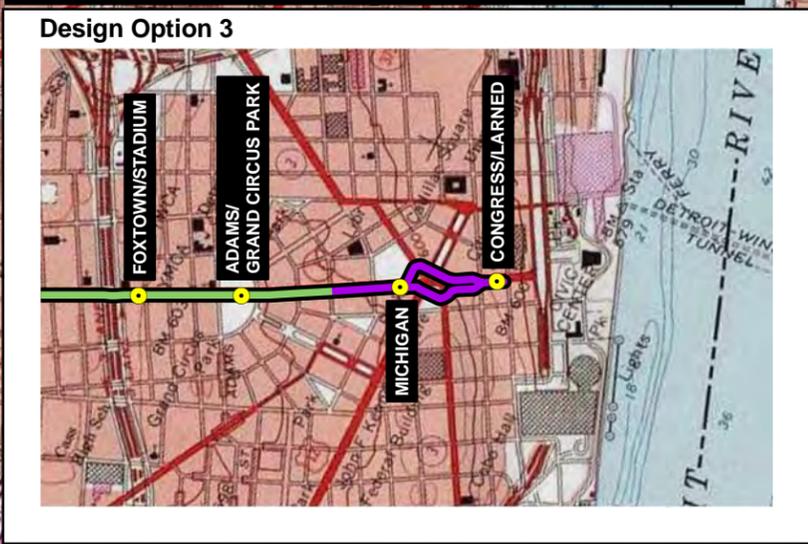
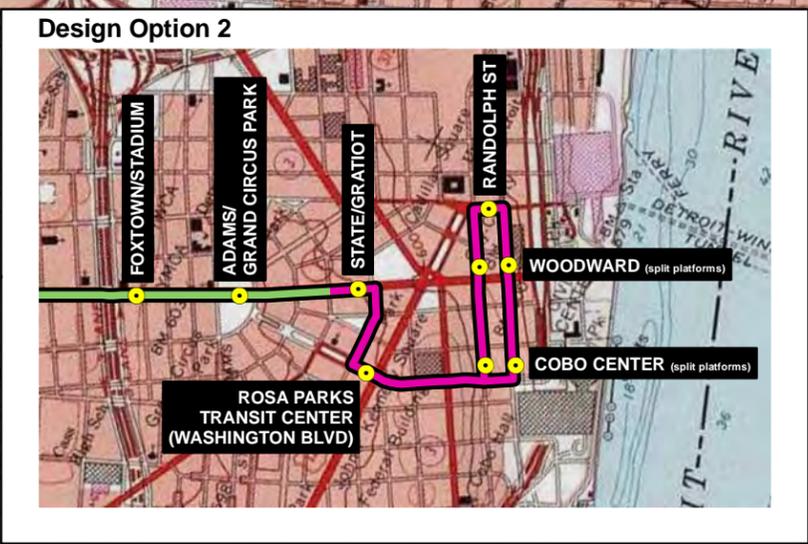
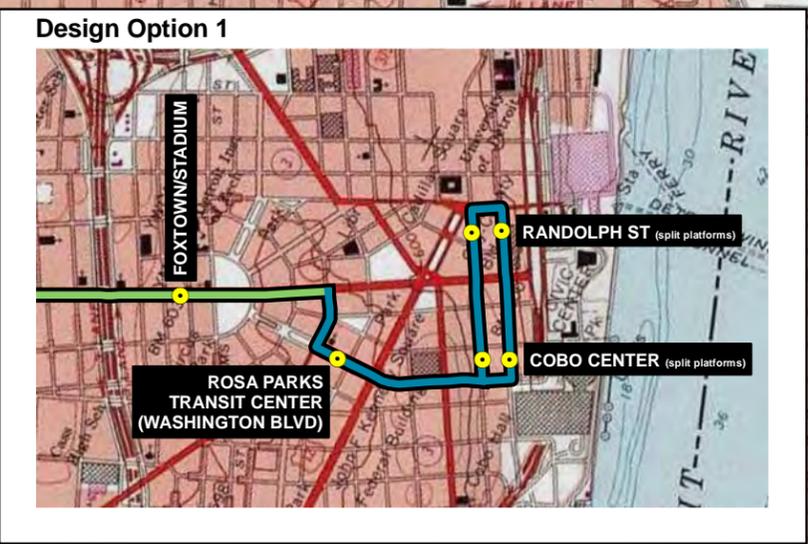
Future project refinements and/or changes that would affect determinations made in this report, including efforts to avoid and/or minimize identified adverse effects, will be coordinated with the SHPO through appropriate documentation (amendment reports and/or technical memoranda). All such documentation will be provided to consulting parties for comment.

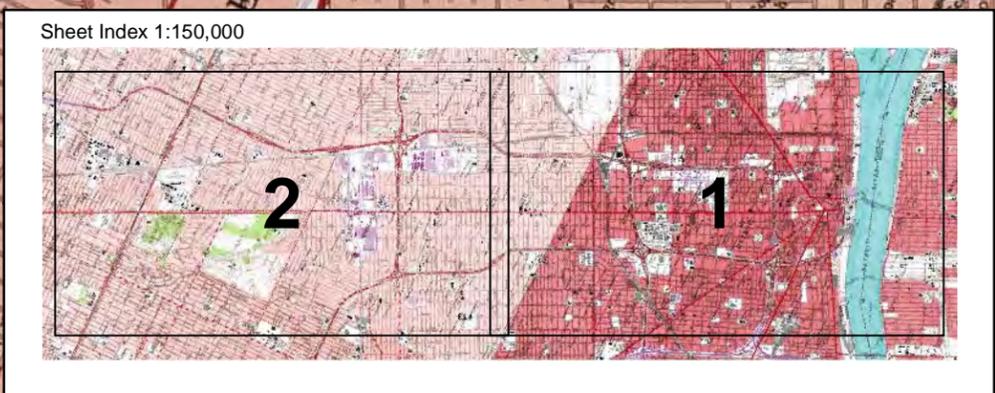
Attachment B
Project Location Map

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See design options in insets below



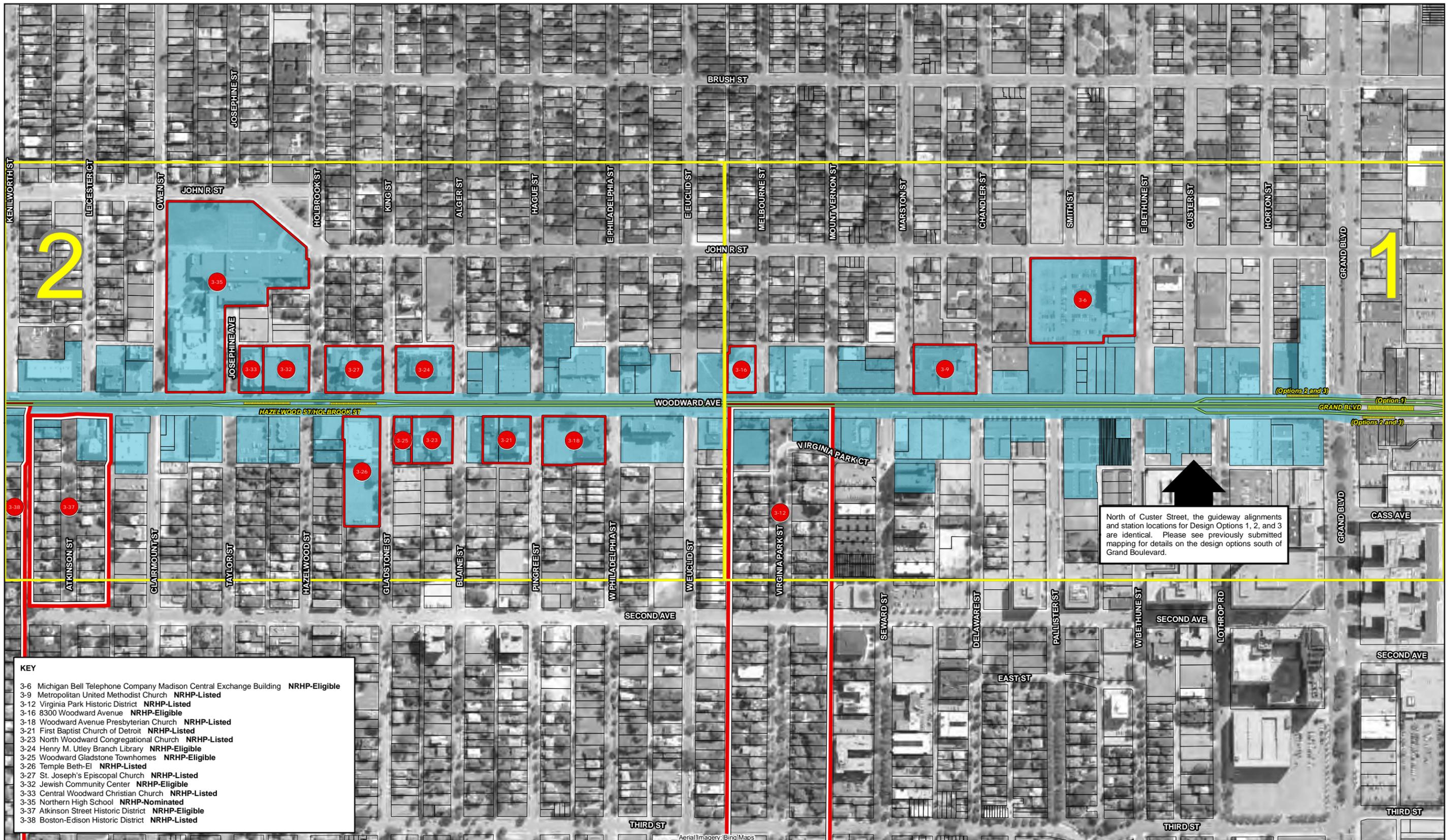


Attachment C

Determinations of Effect

Downtown Design Options 1, 2, 3

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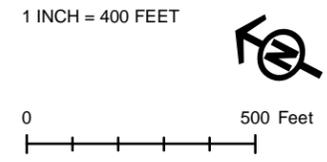
KEY

- 3-6 Michigan Bell Telephone Company Madison Central Exchange Building **NRHP-Eligible**
- 3-9 Metropolitan United Methodist Church **NRHP-Listed**
- 3-12 Virginia Park Historic District **NRHP-Listed**
- 3-16 8300 Woodward Avenue **NRHP-Eligible**
- 3-18 Woodward Avenue Presbyterian Church **NRHP-Listed**
- 3-21 First Baptist Church of Detroit **NRHP-Listed**
- 3-23 North Woodward Congregational Church **NRHP-Listed**
- 3-24 Henry M. Utley Branch Library **NRHP-Eligible**
- 3-25 Woodward Gladstone Townhomes **NRHP-Eligible**
- 3-26 Temple Beth-El **NRHP-Listed**
- 3-27 St. Joseph's Episcopal Church **NRHP-Listed**
- 3-32 Jewish Community Center **NRHP-Eligible**
- 3-33 Central Woodward Christian Church **NRHP-Listed**
- 3-35 Northern High School **NRHP-Nominated**
- 3-37 Atkinson Street Historic District **NRHP-Eligible**
- 3-38 Boston-Edison Historic District **NRHP-Listed**

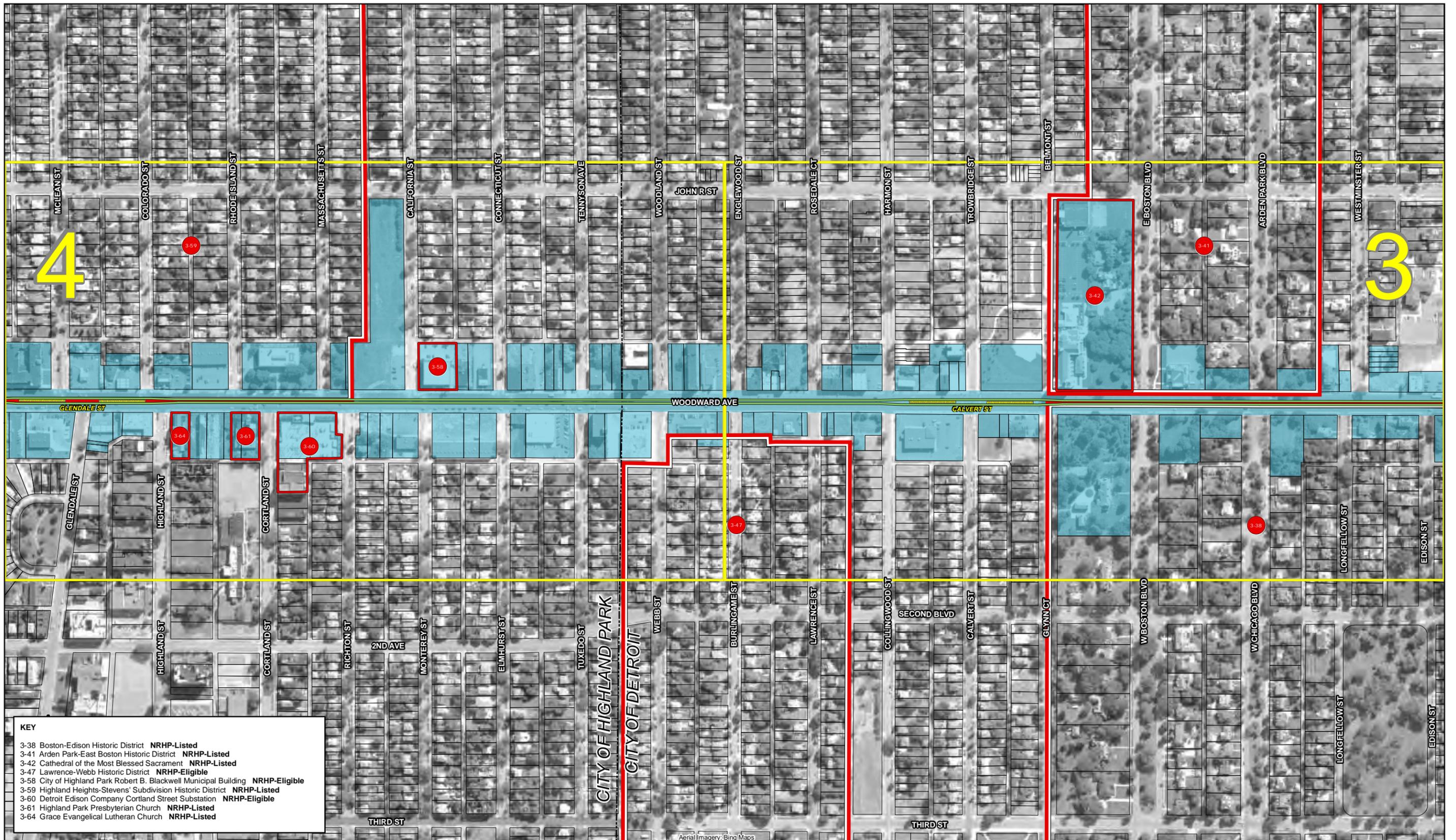
North of Custer Street, the guideway alignments and station locations for Design Options 1, 2, and 3 are identical. Please see previously submitted mapping for details on the design options south of Grand Boulevard.



WOODWARD LIGHT RAIL



- Guideway Alignment
- Proposed Station
- Parcel
- NRHP-Listed or Eligible Historic Property
- Area of Potential Effects
- Sheet Index

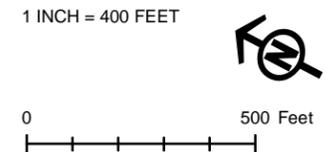


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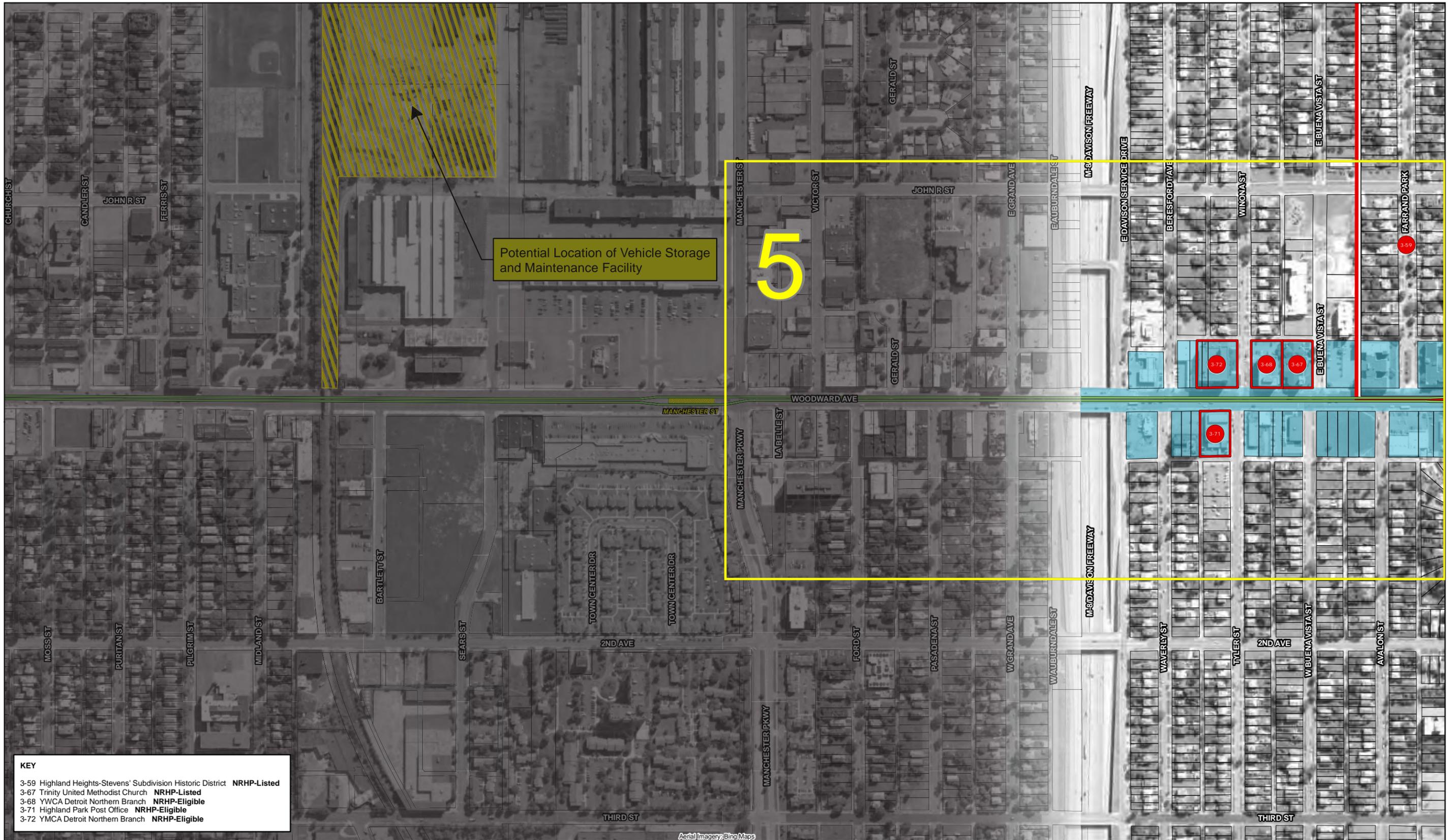
- 3-38 Boston-Edison Historic District **NRHP-Listed**
- 3-41 Arden Park-East Boston Historic District **NRHP-Listed**
- 3-42 Cathedral of the Most Blessed Sacrament **NRHP-Listed**
- 3-47 Lawrence-Webb Historic District **NRHP-Eligible**
- 3-58 City of Highland Park Robert B. Blackwell Municipal Building **NRHP-Eligible**
- 3-59 Highland Heights-Stevens' Subdivision Historic District **NRHP-Listed**
- 3-60 Detroit Edison Company Cortland Street Substation **NRHP-Eligible**
- 3-61 Highland Park Presbyterian Church **NRHP-Listed**
- 3-64 Grace Evangelical Lutheran Church **NRHP-Listed**



WOODWARD LIGHT RAIL



- Guideway Alignment
- Proposed Station
- Parcel
- NRHP-Listed or Eligible Historic Property
- Area of Potential Effects
- Sheet Index

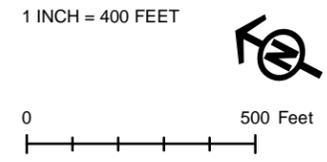


KEY

3-59 Highland Heights-Stevens' Subdivision Historic District	NRHP-Listed
3-67 Trinity United Methodist Church	NRHP-Listed
3-68 YWCA Detroit Northern Branch	NRHP-Eligible
3-71 Highland Park Post Office	NRHP-Eligible
3-72 YWCA Detroit Northern Branch	NRHP-Eligible

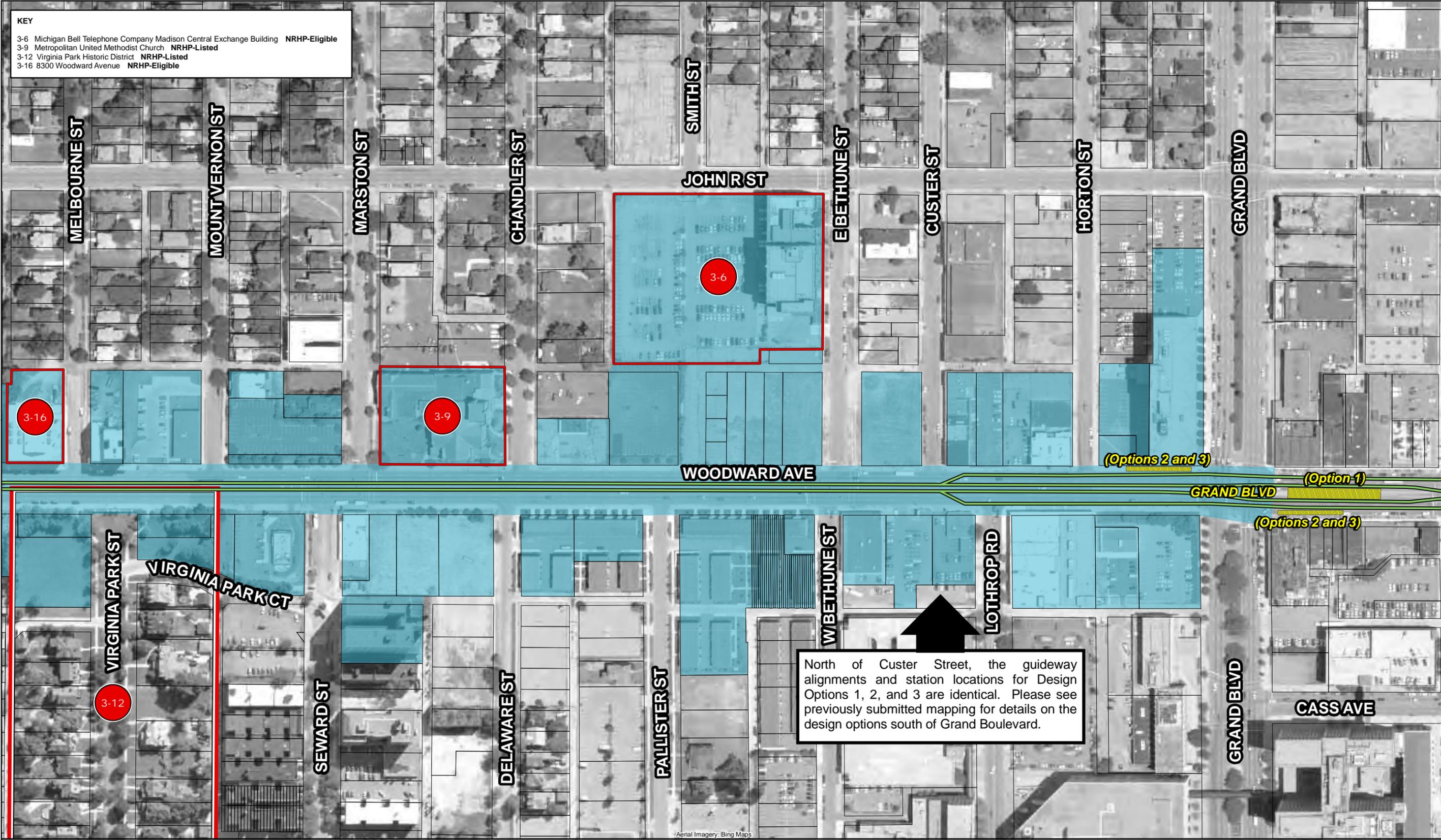


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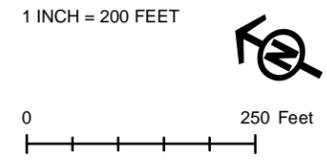


- Guideway Alignment
- Proposed Station
- Parcel
- NRHP-Listed or Eligible Historic Property
- Area of Potential Effects
- Sheet Index

KEY
 3-6 Michigan Bell Telephone Company Madison Central Exchange Building NRHP-Eligible
 3-9 Metropolitan United Methodist Church NRHP-Listed
 3-12 Virginia Park Historic District NRHP-Listed
 3-16 8300 Woodward Avenue NRHP-Eligible



WOODWARD LIGHT RAIL



- Guideway Alignment
- Proposed Station
- Parcel
- NRHP-Listed or Eligible Historic Property
- Area of Potential Effects

Map Attachment C: Area of Potential Effects and Historic Properties

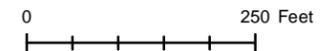
Grand Boulevard to M-8/Davison Freeway
 Design Options 1, 2, and 3 - Sheet 1 of 5 (Page 4 of 8)

- KEY**
- 3-18 Woodward Avenue Presbyterian Church NRHP-Listed
 - 3-21 First Baptist Church of Detroit NRHP-Listed
 - 3-23 North Woodward Congregational Church NRHP-Listed
 - 3-24 Henry M. Utley Branch Library NRHP-Eligible
 - 3-25 Woodward Gladstone Townhomes NRHP-Eligible
 - 3-26 Temple Beth-El NRHP-Listed
 - 3-27 St. Joseph's Episcopal Church NRHP-Listed
 - 3-32 Jewish Community Center NRHP-Eligible
 - 3-33 Central Woodward Christian Church NRHP-Listed
 - 3-35 Northern High School NRHP-Nominated
 - 3-37 Atkinson Street Historic District NRHP-Eligible
 - 3-38 Boston-Edison Historic District NRHP-Listed



WOODWARD LIGHT RAIL

1 INCH = 200 FEET

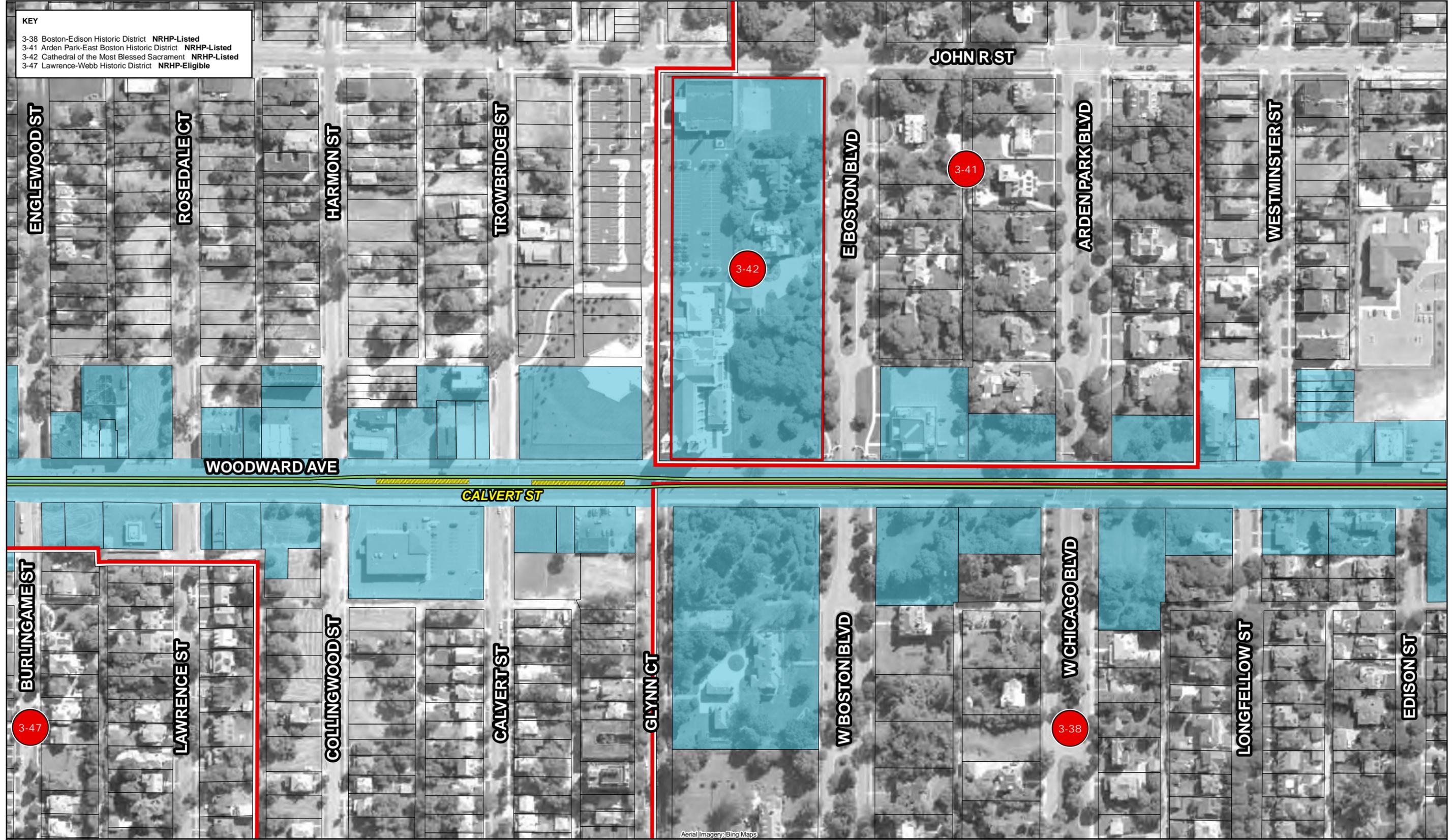


- Guideway Alignment
- Proposed Station
- Parcel
- NRHP-Listed or Eligible Historic Property
- Area of Potential Effects

Map Attachment C: Area of Potential Effects and Historic Properties

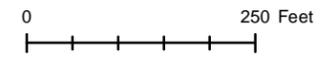
Grand Boulevard to M-8/Davison Freeway
Design Options 1, 2, and 3 - Sheet 2 of 5 (Page 5 of 8)

KEY
 3-38 Boston-Edison Historic District **NRHP-Listed**
 3-41 Arden Park-East Boston Historic District **NRHP-Listed**
 3-42 Cathedral of the Most Blessed Sacrament **NRHP-Listed**
 3-47 Lawrence-Webb Historic District **NRHP-Eligible**



WOODWARD LIGHT RAIL

1 INCH = 200 FEET



- Guideway Alignment
- Proposed Station
- Parcel
- NRHP-Listed or Eligible Historic Property
- Area of Potential Effects

Map Attachment C: Area of Potential Effects and Historic Properties

Grand Boulevard to M-8/Davison Freeway
 Design Options 1, 2, and 3 - Sheet 3 of 5 (Page 6 of 8)