

**I-375 IMPROVEMENT PROJECT:
ABOVE-GROUND SURVEY AND IMPACTS EVALUATION
CITY OF DETROIT, WAYNE COUNTY, MICHIGAN**

Prepared for

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ABSTRACT

The I-375 Improvement Project seeks to improve the existing freeway system connecting the downtown Detroit commercial district to the Interstate 75 (I-75) (Fisher/Chrysler) freeway via the Jefferson Avenue/I-375 business loop. Three alternatives are currently under consideration: the No-Build Alternative, Practical Alternative 4, and Practical Alternative 5. Commonwealth Heritage Group, Inc. (Commonwealth) was contracted on February 16, 2017, by HNTB Michigan, Inc. (HNTB) on behalf of the Michigan Department of Transportation (MDOT) to provide cultural resources services in association with the Project. Specifically, Commonwealth was tasked with (1) preparing a land use history and archaeological sensitivity study that included an assessment of potential impacts to archaeological resources by each of the Practical Alternatives and the No-Build option (Hagenmaier and Lee 2017); and (2) updating and assessing impacts to historic above-ground resources, including visual effects.

This report deals with above-ground cultural resources, including buildings, structures, and historic districts. Above-ground properties that have been previously identified, listed, or determined eligible for the National Register of Historic Places (NRHP) in close proximity to the Area of Potential Effects (APE) for each of the Practical Alternatives and the No-Build Alternative were researched through the Michigan State Historic Preservation Office (SHPO), the City of Detroit Historic Designation Advisory Board (HDAB), and online sources. A total of 12 resources were identified as a result of this process. Four additional properties were also surveyed and evaluated for impacts as part of this Project.

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1.0 INTRODUCTION

Commonwealth Heritage Group, Inc. (Commonwealth) was contracted on February 16, 2017, by HNTB Michigan, Inc. (HNTB) on behalf of the Michigan Department of Transportation (MDOT) to conduct a land use history and archaeological sensitivity study, as well as update potential impacts to historic above-ground resources, including an assessment of visual effects, for the I-375 Improvement Project. The Project seeks to improve the existing freeway system connecting the downtown Detroit commercial district to the Interstate 75 (I-75) (Fisher/Chrysler) freeway via the Jefferson Avenue/I-375 business loop (Figure 1.0-1).

A project team consisting of representatives from MDOT, the City of Detroit, the project's Government Advisory Committee (GAC), and the Local Advisory Committee (LAC), reviewed the amended Planning and Environmental Linkages Study (PEL) completed in 2017. With input from a Community Conversation held on May 17, 2016, the Purpose and Need for the Project considered six Illustrative Alternatives and two Interchange Illustrative Alternatives. Using screening criteria developed in conjunction with Federal Highway Administration (FHWA), MDOT, the City of Detroit, the LAC, and the GAC, a matrix of review was established. Among the issues considered were:

- deterioration of bridges
- deterioration of pavement
- existing and future transportation needs for users of all modes and abilities
- connectivity to surrounding areas for vehicular traffic
- connectivity to surrounding areas for non-motorized users
- access to existing and future transit
- foreseeable changes in mobility technologies, services, and demands
- walkability and access
- place-making opportunities envisioned in official land use plans

Aspects also considered in the review included safety, pedestrian access, bicycle access, community access improvements, traffic access, transit access, economic development, environmental impact (including contaminated sites, historic properties, direct and indirect impacts, and reduction of storm water runoff), and implementation. Each Illustrative Alternative and Interchange was reviewed separately and scored using set measurements. After each of the Illustrative Alternatives and Interchanges were evaluated, the highest scores were given to what are now known as Practical Alternative 5 (85 points) and Practical Alternative 4 (77 points) (MDOT 2017). The No-Build Alternative, which would include bridge work and repaving, but not change the road configuration, along with Practical Alternative 4 and Practical Alternative 5, are the subject of this report (Figures 1.0-2, 1.0-3, and 1.0-4). The alternatives were contained in GIS shape files provided by HNTB to Commonwealth on October 4, 2017, and updated on November 22, 2017.

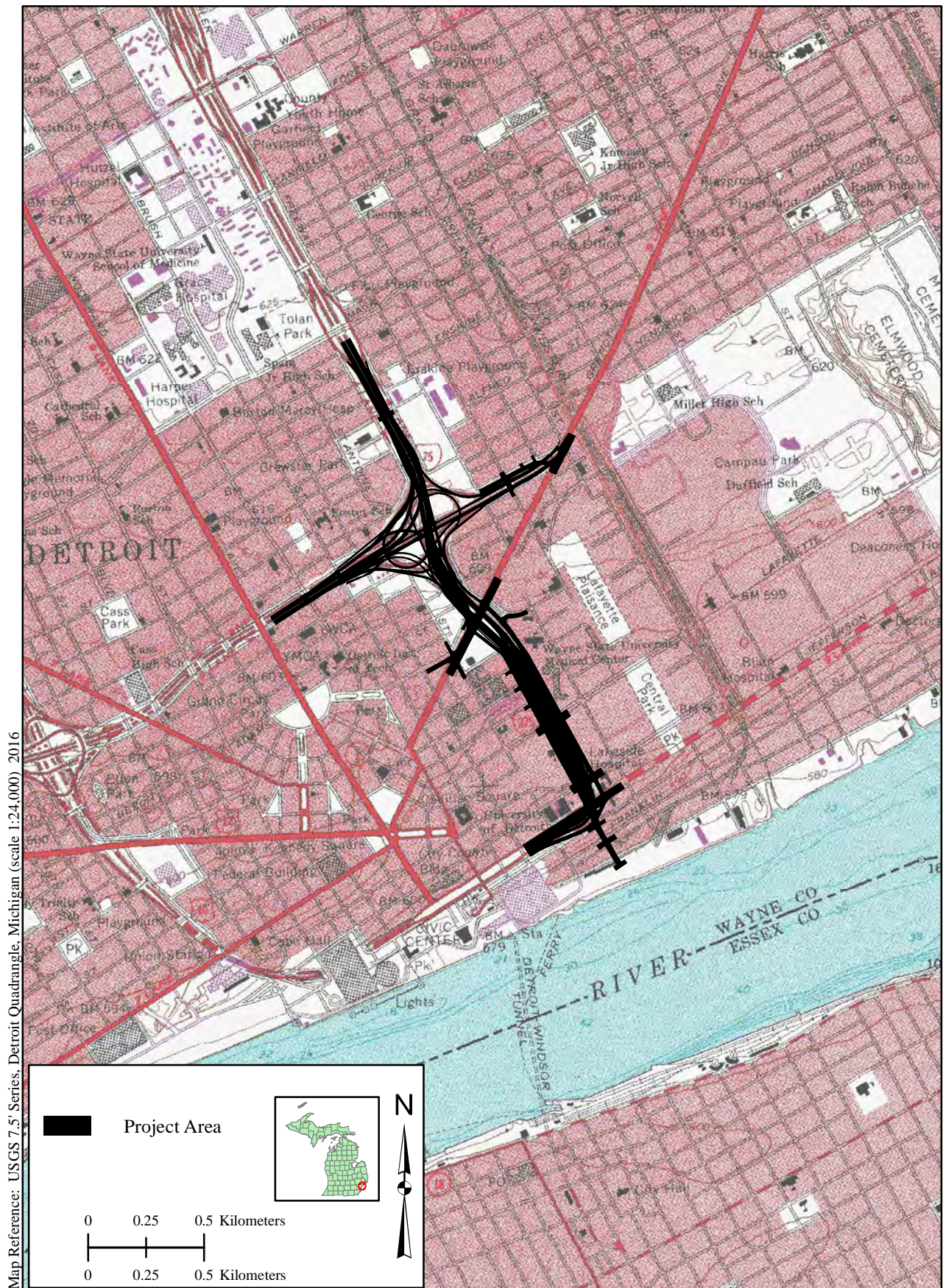


Figure 1.0-1. Project Area

The No-Build version of the Project includes keeping the current roadway/shoulder/sidewalk configuration, but repaving the roads and reconstructing all the bridges (see Figure 1.0-2; Figure 1.0-5).

Practical Alternative 4 (see Figure 1.0-3; Figures 1.0-6 and 1.0-7) returns the entire roadway to a grade that is level with the surrounding area. For the portion of the road south of Clinton Street, the bulk of the roadway moves to the east, including four traffic lanes in each direction divided by a landscaped median. East of the northbound lanes are two landscaped buffers that define a two-lane public bike lane that is positioned west of the paved sidewalk. West of the southbound lanes is an open space, and the current southbound service drive is replaced with three travel lanes, one in each direction with a center turn lane.

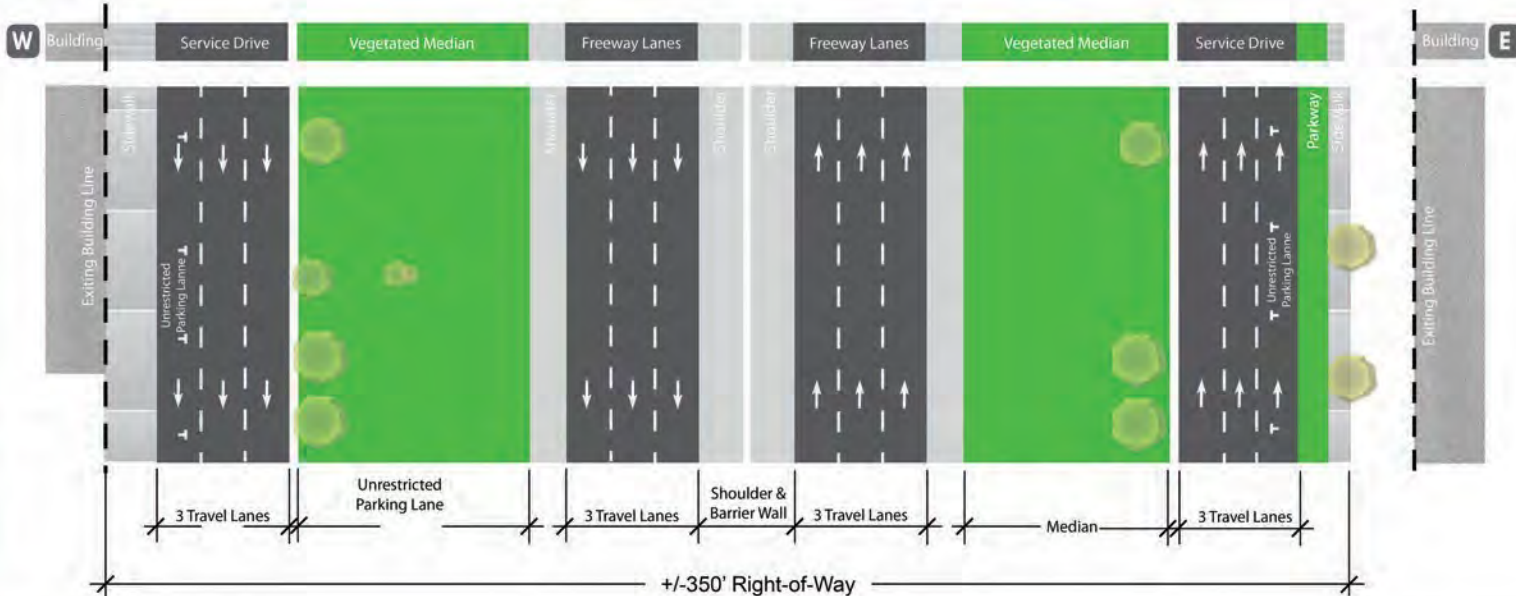
In Practical Alternative 4, the new northbound and southbound lanes angle slightly to the west, beginning at Navarre Place, to align with the previous southbound service drive at Woodbridge Street. At this point the road reduces to five lanes, including two southbound, two northbound, and a center turn lane. This new section of road terminates at Atwater Street. Intersection improvements and the reconfiguration of East Jefferson Avenue are planned for the new portion of the road.

North of Clinton Street, the interstate placement remains largely in its original form with the major changes focused on the ramp configuration. The cloverleaf exchange that enabled traffic to connect to East Gratiot Avenue from the interstate will no longer be required, as there will be direct access from southbound I-375. The land currently occupied by the eastbound portion of the ramps will therefore be available for new uses. Some additional local street work will be required due to this change, with improvements on Winder near Eastern Market, as well as in the same area on Russell and where Winder meets Gratiot Avenue. There will also be a newly constructed connector from the northbound service drive at Antietam Avenue, south of Gratiot. On Gratiot Avenue west of I-375, the road will be modified and intersections at St. Antoine and Madison Streets will be improved. Finally, the ramp from westbound I-75 (Fisher Freeway) will be reconfigured to open additional land for new uses to its south, near Ford Field, and a new ramp will be constructed to connect northbound I-375 traffic with I-75 (Fisher Freeway).

These improvements, including several current ramps, will open land for new uses on the east side of I-375 south of East Jefferson Avenue, between East Jefferson and Larned Street, and between Larned and Navarre Streets. There will also be newly available land between Antietam and Gratiot Avenues, where the eastbound ramps of the interchange were located, and south of the new southbound ramp near Montcalm and St. Antoine Streets in the southwest corner of the junction of I-75 (Fisher Freeway) and I-375.

Like Practical Alternative 4, Practical Alternative 5 also returns the roadway to a grade that is level with the surrounding area south of Clinton Street (see Figure 1.0-4; Figures 1.0-8 and 1.0-9). The changes described above for the interchanges, and connectivity to Gratiot Avenue, all

I-375 No-Build Reconstruction Option



Source: MDOT 2017

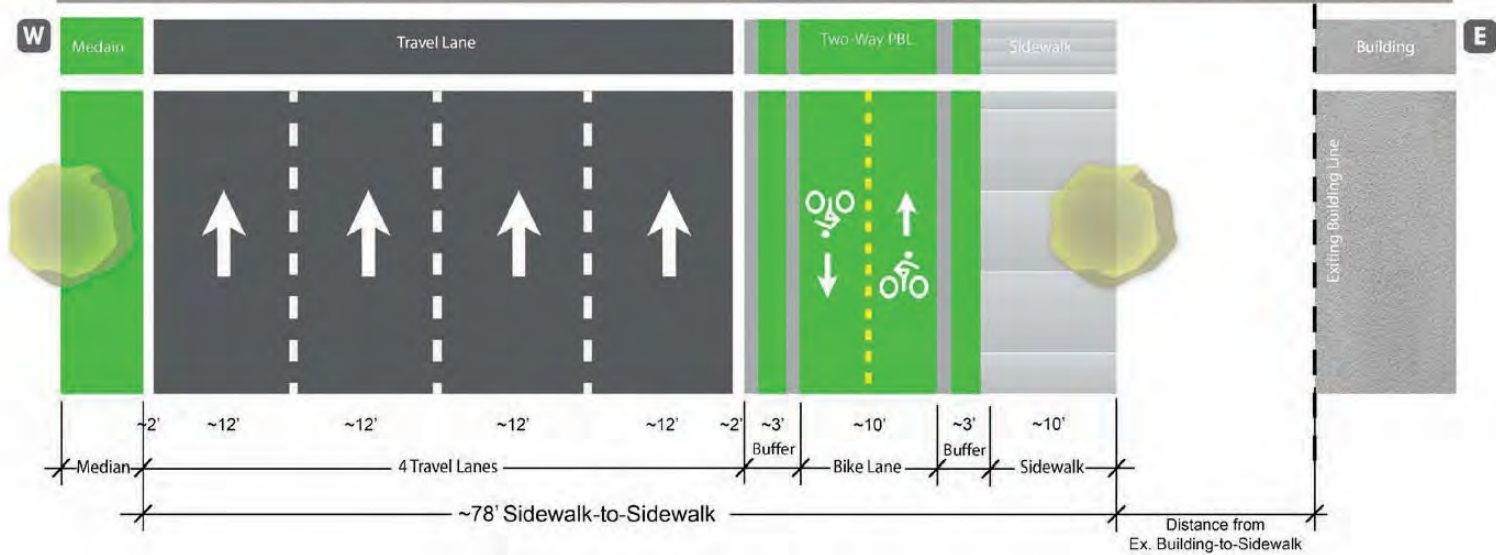
Figure 1.0-5. Detail No-Build Alternative Schematic

I-375 Practical Alternative 4



Figure 1.0-6. Draft Practical Alternative 4 Schematic

I-375 Practical Alternative 4 Enlarged



Source: MDOT 2017

Figure 1.0-7. Draft Detail Practical Alternative 4 Schematic

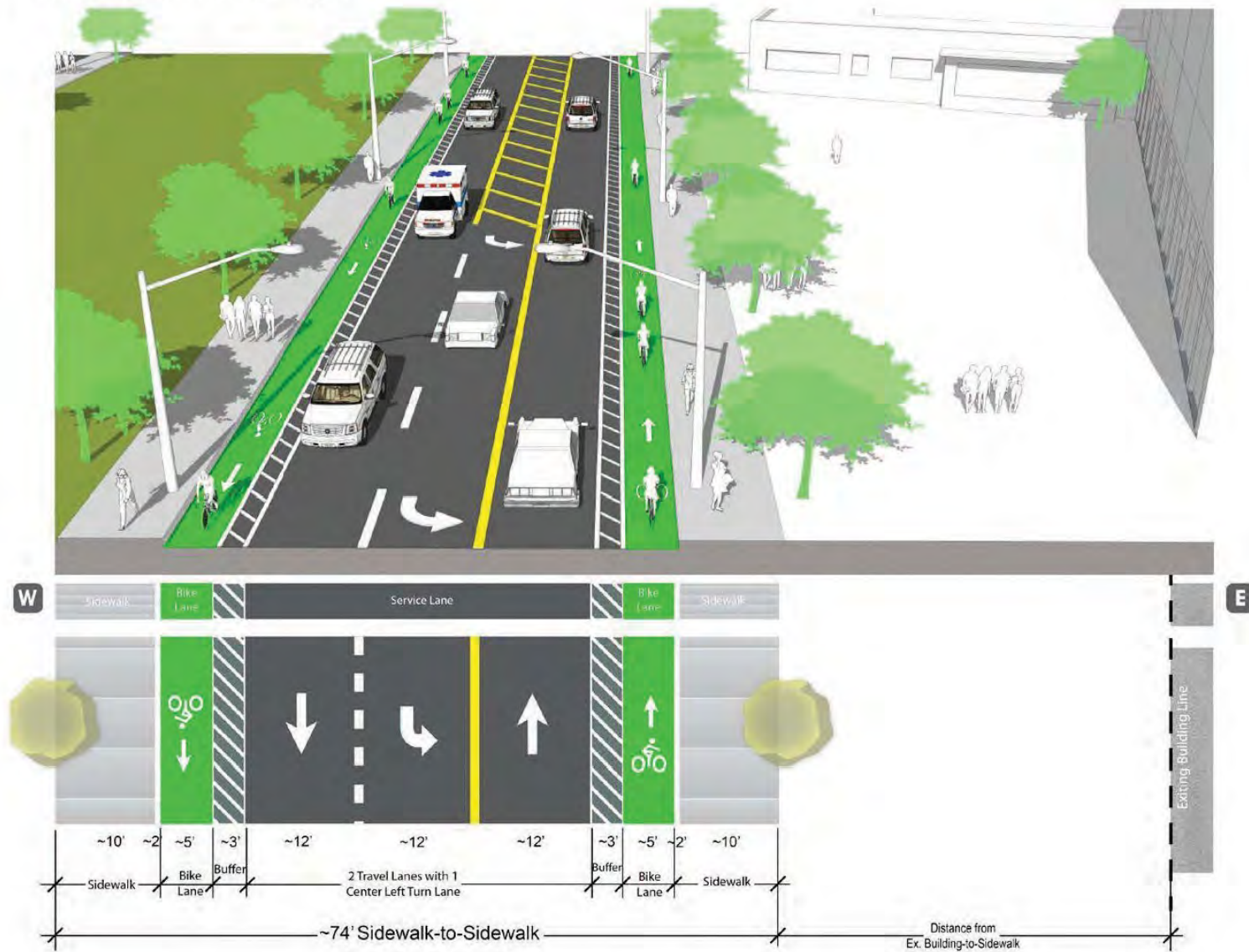
I-375 Practical Alternative 5



Source: MDOT 2017

Figure 1.0-8. Draft Practical Alternative 5 Schematic

I-375 Practical Alternative 5 Enlarged



Source: MDOT 2017

Figure 1.0-9. Draft Detail Practical Alternative 5 Schematic

remain in Practical Alternative 5. The major difference between the two alternatives is that the new roadway moves to the west side of the Project Area. With the exception of keeping the bike trail on the east side of the Project Area, the proposed road configuration south of Gratiot Avenue is essentially flipped, with the three-lane road on the east side and the paired four-lane roads with the center boulevard on the west side. Because the bulk of the roadway is already positioned on the west side of the Project Area, the new road would not require the distinct angle south of Navarre Place that is present in Practical Alternative 4, but would continue south of Jefferson Avenue to terminate at Atwater Street. Newly available land created as a result of Practical Alternative 5 includes property between East Jefferson Avenue and Woodbridge Street, both east and west of I-375.

The ultimate goal of the current study is to determine which of the I-375 routing alternatives developed by MDOT and HNTB will result in no adverse effect. If an effect is unavoidable, it must be minimized or mitigated as appropriate. To assess the impacts of the Project on cultural resources, a field inspection, background research on previously identified properties completed, and an evaluation of those resources within the Area of Potential Effects (APE) were completed. Field investigations, including photo-documentation of the various alternatives, was conducted on July 14, 2017.

2.0 METHODOLOGY

2.1 PRE-FIELD RESEARCH

Prior to the initiation of fieldwork, a records check was conducted at the Michigan State Historic Preservation Office (SHPO) for previously recorded above-ground resources. The records check included a review of relevant cultural resource management reports, National Register of Historic Places (NRHP) nominations, the State Register of Historic Sites (SRHS), and other research reports.

Additional background investigations were carried out at the Library of Michigan, Lansing. Extensive online research, including the *Detroit Free Press* [DFP] and published city histories, biographies, and other information on individual buildings, was conducted to supplement the materials gathered at the SHPO.

2.2 AREA OF POTENTIAL EFFECTS DEFINITION

The Area of Potential Effects (APE) related to above-ground resources includes the area of direct impact and is expanded to also consider indirect effects to any viewshed. Direct impacts are those that result directly from the Project, such as removal of soil or construction of bridges. In contrast, indirect impacts are those that occur because of issues such as sound or vibration, or the changes that are made in the viewshed, and are of concern where the setting of a historic property may be impacted. Because the I-375 Improvement Project is largely limited to existing roadways and paved surfaces, there are no anticipated direct effects to above-ground historic properties. Buildings, structures, sites, objects, or districts adjacent to the direct APE must also be considered, however, and therefore comprise the indirect APE. With two different Practical Alternatives plus the No-Build, there are three different above-ground APEs (Figures 2.2-1, 2.2-2, 2.2-3). Each APE includes those properties adjacent to the planned construction, except where the construction is simply resurfacing of the existing roadway (in which case the indirect APE is identical to the direct APE). If a building or resource will be removed, the APE expands to include the properties that will then have a view of the Project.

The above-ground APE for the I-375 Improvement is further refined by the limits of the planned Project. Because the planned roadway will maintain its present location along the north side of Jefferson Avenue in all of the Practical Alternatives, the resources adjacent to this portion of the Project have been excluded from the APE. Similarly, because the new road configurations will not extend into either the Eastern Market or the Brewster Wheeler Recreational Center for either of the Practical Alternatives, these resources are also considered to be outside the above-ground APE. However, for informational purposes, these buildings and districts are included in the list of previously identified properties presented in Section 3 and are illustrated on the associated maps.

Map Reference: USDA-FSA-APFO Aerial Photography Field Office NAIP Digital Ortho Photo Image m_4208348_ne_17_1_20140628.tif

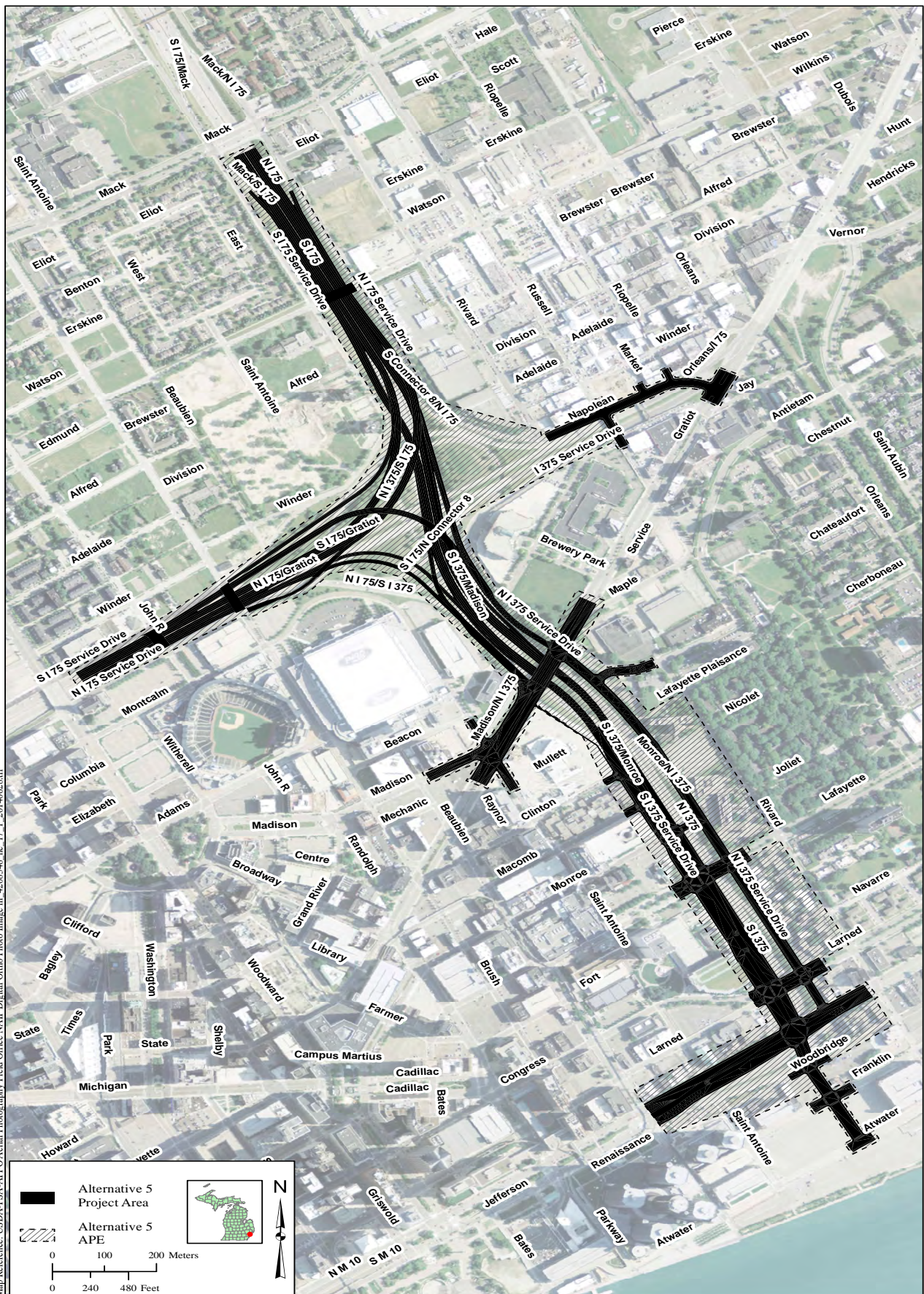
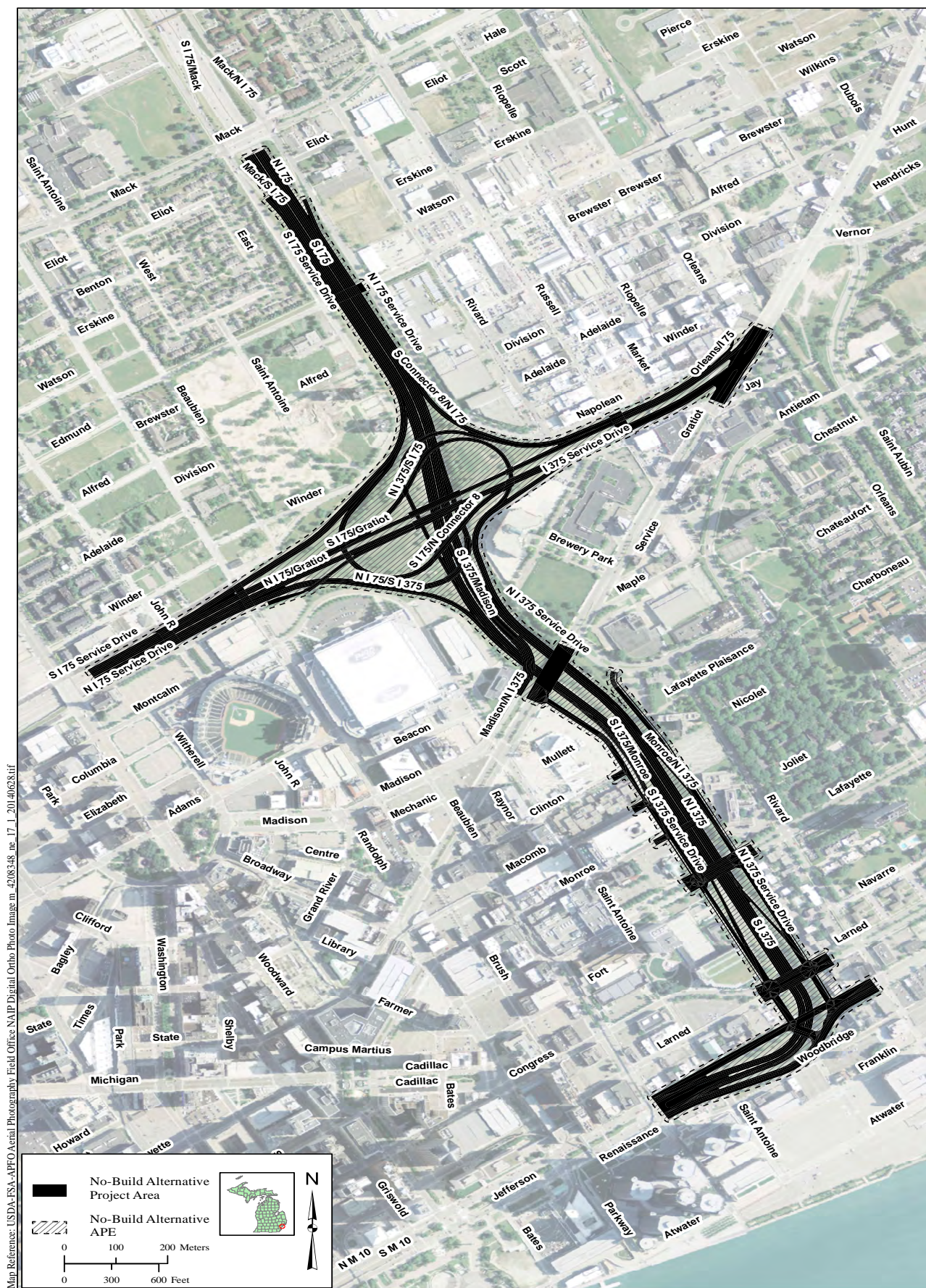


Figure 2.2-2. Above-Ground APE, Practical Alternative 5



2.3 NATIONAL REGISTER OF HISTORIC PLACES ELIGIBILITY

In 1970, the National Environmental Policy Act (NEPA) became law, requiring that federal agencies complete environmental impacts (including impacts to cultural resources) of their proposed actions prior to making decisions on a project under their jurisdiction. Additionally, the use of federal funds, licensing, or authorization requires project compliance with Section 106 of the National Historic Preservation Act of 1966 (as amended). To be eligible for listing or to become listed, a resource must typically be over 50 years old and meet one of four criteria:

- A. association with events that have made a significant contribution to the broad patterns of history;
- B. association with the lives of persons significant in the past;
- C. embodiment of distinctive characteristics of a type, period, or method of construction; representative of the work of a master; possession of high artistic values; or representation of a significant and distinguishable entity whose components may lack individual distinction; or:
- D. ability to yield information important in prehistory or history.

Cemeteries, birthplaces of or graves of historical figures, properties owned by religious institutions or used for religious purposes, structures that have been moved from their original locations, reconstructed historical buildings, properties primarily commemorative in nature, and properties that have achieved significance within the last 50 years shall not ordinarily be considered eligible for the NRHP.

In part, NRHP eligibility is also based on the current level of historic integrity. The NRHP Criteria for Evaluation (36 Code of Federal Regulations [CFR] 60.4) direct that the property must possess integrity of location, design, setting, materials, workmanship, feeling, and association, in addition to meeting one or more of the major points of evaluation. Typically, integrity is thought of in terms of high or excellent, good, low, or no integrity in an effort to remove some subjectivity from the evaluation. A property with a high or good level of integrity will exhibit several aspects of integrity; a resource with low integrity will exhibit a correspondingly low level of observable integrity. It is important to not confuse integrity with condition. For example, a Queen Anne house with original cladding and all its ornamental details intact, but no paint, has a higher level of integrity than a similar building with the ornament removed to make way for replacement windows and vinyl siding. In the first example, the house retains integrity of design, materials, and workmanship; the house in the second example has lost integrity in the same areas.

3.0 PREVIOUSLY IDENTIFIED CULTURAL RESOURCES

There are 12 buildings or districts immediately adjacent to the planned Project Area that have been previously identified as historically significant. These resources have either been listed in the NRHP or determined eligible for the NRHP by the Michigan SHPO. Table 3.0-1 provides the name, address, and date of listing or determination for each of these sites. Each property is also indicated on maps presented in Appendix A, with the page number also provided in Table 3.0-1. Photographs of each building are presented in Appendix B.

Table 3.0-1. Previously Listed or Determined Eligible Sites in Proximity to the APE

Name	Address	Status	Date Listed/ Determined	Within Above- Ground APE	Appendix A Page Number
Double House	547-549 East Jefferson Avenue	NRHP Eligible (National Park Service Determination)	1985 ¹	No	A1, A3
Charles Trombly House	553 East Jefferson Avenue	NRHP Listed	August 12, 1979	No	A1, A3
Detroit Racquet Club	626 East Woodbridge Street	NRHP Eligible	May 15, 2000	Yes	A1, A3
Saints Peter and Paul Church	629 East Jefferson Avenue	NHRP Listed	September 3, 1971	No	A1, A3
University of Detroit Dowling Hall	651 East Jefferson Avenue	NRHP Eligible	May 15, 2000	No	A1, A3
Christ Church Detroit	960 East Jefferson Avenue	NRHP Listed	March 11, 1971	Yes	A1, A3
Mrs. Solomon Sibley House/Christ Church Detroit Rectory	976 Jefferson Avenue	NRHP Listed	April 16, 1971	Yes	A1, A3
Thomas A. Parker House	975 E. Jefferson Avenue	NRHP Listed	November 12, 1982	No	A1, A3
The Palms Apartments	1001 E. Jefferson Avenue	SRHS Listed	August 1979	No	A1, A3

¹ Property was determined eligible, but listing declined by owner. Personal communication with Diane Tuinstra, Michigan SHPO, August 17, 2017. Although not formally listed, the property is still treated as if it is listed for the purposes of all Section 106 or Section 4(f) reviews.

Name	Address	Status	Date Listed/ Determined	Within Above- Ground APE	Appendix A Page Number
Holy Family Roman Catholic Church	641 Walter P. Chrysler Highway	SRHS and Marker	February 16, 1989	Yes	A1, A3
Eastern Market Historic District	Roughly bounded by Gratiot Ave., Riopelle St., Wilkins St. Grand Trunk RR, and Division St.	NRHP Listed	February 1, 2017	No	A2, A4
Brewster-Wheeler Recreational Center	657 Brewster Street	City of Detroit Listed	June 11, 2015 ²	No	A2, A4

Four properties that were previously listed in the NRHP or determined eligible are within the above-ground APE. As listed or eligible properties, they are considered historically significant and therefore require evaluation to determine if any potential impacts by the planned Project would occur. The properties, Detroit Racquet Club, Christ Church Detroit, Mrs. Solomon Sibley House/Christ Church Detroit Rectory, and Holy Family Roman Catholic Church are each evaluated in Section 5.1. The remaining eight previously identified properties are either outside the APE, or are adjacent to areas where only road repair would be required. There will be no impact to these recourses, and therefore, an evaluation of impacts is not required.

² Janese Chapman email to Elaine H. Robinson, July 6, 2017.

4.0 HISTORIC CONTEXT

4.1 COMMUNITY DEVELOPMENT

The Project Area is located within or near the location of Detroit's founding and earliest development during the eighteenth through early nineteenth centuries. The area generally bounded by Wayne (west), Larned (north) Griswold (east), and Woodbridge (south) Streets mark the limits of the French and English stockade settlement as it existed from 1701 through 1765. Subsequent development under the latter regime up through the time of Detroit's surrender to the United States in 1796 expanded the stockade westward to just beyond First Street and eastward to beyond the old line of Bates Street (Demeter and Weir 1999). Other modifications included the construction of Fort Lernoult (i.e., Fort Shelby; later renamed Fort Detroit during the American occupation) (Dunbar 1995) to the north (within the blocks now encompassed by Lafayette [north], Griswold [east], Congress [south], and Wayne [west]), and the creation of the Protestant Burying Ground at the northeast corner of Woodward and Larned.

About 1734, an organized approach to repopulating Detroit was attempted on the part of the colonial administration. In June and July of that year, the Governor General authorized the award of 17 patents for farmlands abutting the east side of the settlement (Michigan Pioneer and Historical Society [MPHS] 1905[34]:120-121). In addition to these lands, it was also noted that tracts still held by three or four inhabitants, based on Cadillac's earlier concessions, would not be disturbed (MPHS 1905[34]:136). Four years later, the number of families residing in the fort and surrounding country was estimated at 100 (Wisconsin Historical Society 1906[17]:326).

During the mid-1740s through 1750s, another 17 farms were established on the west bank of the Detroit River, along with an additional 40 farms on the east bank (Farmer 1890:20; Lajeunesse 1960:LIX). A census made of the settlement in 1750 placed the population at 483 individuals, with 30 percent of the population consisting of males who were 15 years old or older (Lajeunesse 1960:54-56). By 1773, 13 years into the occupation of Detroit by the British, the population had nearly tripled. Standing at a total of 1,357, the inhabitants included 222 residing within the stockade, 660 distributed among the farms along the "north" shore, and another 475 residing on the "south" or Canadian shore (MPHS 1886[9]:649). A total of 2,602.5 French arpents (2,198.6 acres) were under cultivation, more than double the 1,020 arpents (861.7 acres) cultivated in 1750. The number of dwellings within the fort was placed at 68, with another 93 standing on the south shore and 119 distributed among the farms bracketing either side of the fort.

During the first decade following American occupation, the built environment of Detroit remained little changed from that of the previous century of its existence. However, a fire in June 1805 leveled all of the old community. The creation of Michigan Territory two months earlier, with Detroit designated as its capital, proved to be almost providential. In the rebuilding of the settlement an entirely new plan, based on the spoke wheel design, was adopted (i.e., Woodward Plan). However, the Woodward Plan was never fully implemented as the Governor and most judges thought it too wasteful of public building space (Demeter and Weir 1999).

Both Silas Farmer (1890:4) and John Lodge (1949:34) credited the use of payment (i.e., land contract) purchasing as being chiefly responsible for Detroit's dynamic housing growth during the latter half of the nineteenth century. The simple single-family cottages that dominated large portions of the city's built environment during this period had the advantages of low cost and easy maintenance. Essentially designed as starter homes, many original purchasers subsequently let them out for rental income. This transition in use became quite noticeable during the late 1880s and 1890s as the need for unskilled labor multiplied with continued industrial expansion. The increased demand for housing coupled with the lack of inexpensive building sites also led to the more widespread development of two-story flats and the introduction of multiple-family apartment units in 1892 (Davies n.d.:51).

During the 50 years following the 1890 census, the area of the city forming "Old Detroit," or the "inner city," witnessed a dramatic shift in ownership. As of 1940, just under 20 percent of the housing in this zone was owner-occupied, 74 percent of occupancy was on a tenant basis, and the remaining approximately 6 percent of structures were abandoned (Pound 1940:356-357).

The movement away from the inner city with its array of older housing choices, often in need of repair or updating of obsolete service systems (i.e., sanitation, electrical, heating, etc.), was to some extent fostered by accelerated industrial growth in the city's fringe areas beginning around World War I. People tended to move closer to job opportunities. The advent of the automobile and the improvement of the rural road systems of Wayne County and adjacent counties during this period added yet another dynamic to this process; they allowed workers greater choice of housing in outlying communities not plagued by the congestion of the nineteenth-century neighborhoods.

Expansion of the automobile industry also had a dramatic impact on city demographics. Spurred by increased production cycles and the demands of two world wars, the need for labor rose just as European immigration was subjected to severe legislative restrictions. To offset this loss of workers, industrial recruiting campaigns in the rural South drew thousands northward. This new worker population consisted of both white and black immigrants.

Between 1910 and 1940, Detroit's population grew by some 349 percent, from 465,766 to 1,623,452 people. In terms of overall city demographics, this represented an increase of from 12,000 to 120,000 African-Americans, or from about 2.5 percent to 7.7 percent of the total city population. As of 1940, fully 57.5 percent of the city's population consisted either of foreign-born or first-generation native-born residents with at least one parent who was an immigrant (Demeter and Weir 1999).

The first freeways, or expressways as they were known, arrived in Detroit in the early 1940s. The first new freeway, the Davison Limited Highway, was completed in November 1942 to aid traffic movement through a very congested portion of Highland Park (Barnett 2004:66). About the same time the Davison was under construction, there was an impetus to aid movement of the Detroit-based labor force to the planned Ford Bomber Plant constructed east of Ypsilanti. The

first portion of this, the Detroit Industrial Expressway, was approved by the War Department on January 17, 1942, with the road to parallel the Wabash Railroad from about Romulus east to the Detroit city limits at Michigan and Wyoming (Barnett 2004:67). The road, now part of I-94, was constructed from west to east and opened in sections between December 1942 and August 1945 (Barnett 2004:68). The final link in the expressway network constructed to aid the war effort was the Willow Run Expressway, begun in August 1941 and placed into service in September 1942 (Barnett 2004:240-241).

Within the City of Detroit, the first major freeway completed was the north–south portion of the John C. Lodge in 1950. Following this, the Willow Run Expressway was extended eastward toward Mount Clemens and renamed the Edsel Ford Expressway (I-94). Following the passage of the Federal Highway Act of 1956, initiating the creation of the interstate highway system, the city’s freeway system was again expanded. Over the next two decades, the system grew to include the Chrysler (I-75 northbound), the Jeffries (I-96), and the Reuther (I-696). By the early 1970s, almost 200 miles of freeway had been constructed, with an additional 65 miles of freeway either under construction or planned for development (Woodford 2001:163-164).

While the freeways allowed for the rapid movement of vehicles into and out of the city, they caused the dislocation of thousands of people who lived in their path. By 1970, an estimated 20,400 homes had been demolished for freeway construction within the Detroit metropolitan area. Additionally, the freeways divided and destroyed many of the city’s neighborhoods, either through outright destruction or inaccessibility (Woodford 2001:164.)

The Black Bottom, one of Detroit’s predominately black residential neighborhoods, was one of those destroyed. The Black Bottom neighborhood was located east of downtown between Chene and Woodward and has been reputed to have been may have been named during Detroit’s colonial period after the dark, rich soils of the River Savoyard that had been buried in a sewer in 1827 (Detroit Historical Society 2017). Subsequent research indicates that the attribution to loamy soil, was incorrect, since the River Savoyard was infilled with dirt taken from the grading of Campus Martius (Farmer 1890:74). It is more likely, that like the Black Bottom neighborhood in Nashville, Tennessee, the name came from the black mud and stagnant pools of water left after periodic flooding (Lovett 2009). Before World War I, the area was home to Italian, Greek, Polish, and Jewish immigrants, it was also one of the few neighborhoods that accepted black residents in the 1910s. The main thoroughfare through the Black Bottom was Hastings Street, which was obliterated by the construction of the Chrysler Freeway (I-375) (Woodford 2001:170-174), as discussed further in Section 4.2.

It was not only the development of expressways that resulted in dramatic changes to the land use in the City of Detroit. At the close of the twentieth century, the Detroit Tigers began construction of a new stadium (Comerica Park) on the south side of I-75, west of Brush Street, east of Witherell Street, south of E. Montcalm Street, and north of E. Adams Street. To make room for the new construction, three historic buildings (the Gem Theatre, the Century building, and the Elwood Bar and Grill) were relocated between 1997 and 1999, to new sites on Brush Street

between Madison Street and Adams Avenue. A fourth structure, a YWCA designed by Albert Kahn, was demolished. Construction of Ford Field, located directly east of Comerica Park, began just after construction of Comerica Park and was completed in 2002 (Woodford 2001).

4.2 GRATIOT AREA REDEVELOPMENT PROJECT

Beginning in the 1940s, city planning in Detroit started to move toward what would eventually be known as urban redevelopment. There was a two-prong focus for much of this effort: to allow for the construction of a network of freeways to ease street traffic congestion, and to eliminate blighted areas (Goodspeed 2004:1-2). One of the largest areas of slum clearance was the area historically known as Black Bottom, roughly bounded by Gratiot Avenue, Brush Street, Vernor Highway, and the Grand Trunk railroad tracks, and referred to as the Gratiot Area Redevelopment Project by city planners. See Section 4.1 for a discussion on how the area likely got its name.

In an effort to modernize the transportation systems in the City of Detroit, a seven-man committee was appointed by Mayor Edward J. Jeffries. The committee produced a document in 1945, titled “Detroit Expressway and Transit System,” that included not only descriptions of the new rail, bus, and freeway transport systems desired by the city, but also architectural sketches and detailed depictions of how the various systems would look and interact with their urban landscape. The plan for the Hastings Expressway (the future I-375) required the complete removal and reconstruction of Hastings Street (Environmental History in Detroit [EHID] 2014).

At the time, the area around Hastings Street was the hub for a large African-American community. The area included African-American-owned shops, restaurants, theaters, clubs, medical practitioners, hotels and night spots, grocery stores, cleaners, and pool halls. On Hastings Street, African-Americans had the freedom to operate their own businesses (EHID 2014). However, the tax revenue from the area was relatively low, and the closely constructed buildings were aging and lacked many of the modern conveniences sought by new homeowners.

In 1946, Mayor Edward J. Jeffries, Jr. introduced the “Detroit Plan,” considered now to be the starting point for Detroit’s urban renewal efforts, covering areas such as “slum clearance” in the downtown area and replacement with new business and government-related development (Coleman 2013). Even with this plan in place it was not until 1949, with the passage of the Federal Housing Act which provided federal matching funds for renewal projects, that a greater financial incentive to embark on the project was provided (Goodspeed 2004:2).

In 1949, there was an election for a new mayor that pitted George Edwards, Common Council president, against Albert Cobo. Edwards supported the portions of the Detroit Plan that called for public housing and indicated he would construct over 12,000 units of public housing with an estimated \$130 million made available by the Federal Housing Act (Goodspeed 2004:40). Edwards was quoted as saying, “Modern housing must be constructed to replace Detroit’s slums.” Essentially, Edwards planned to follow the guidance of the Detroit Plan, which indicated

that following the construction of the freeway, the city would rebuild the Black Bottom neighborhood with new housing complete with public transportation features, sidewalks, bicycle paths, and landscaping features such as trees and grass medians (EHID 2014). While Cobo made public housing a primary issue in the election, after winning the mayoral office he focused on the slum clearance and highway construction portions of the plan, and private redevelopment that took the form of market-rate residences (Goodspeed 2004:2; Keating and Krumholz 1999:108). As a result of Cobo's policies, the planned housing project and beautification features never fully materialized. Instead, displaced families received only 30 days notice of eviction and were offered no assistance in relocating (EHID 2014).

Using eminent domain, the city cleared nearly 130 acres of land just outside downtown Detroit between 1946 and 1958. (Goodspeed 2004:37). The Gratiot Area Redevelopment became the first project in Detroit that used "redevelopment" to clear former slums. The cleared areas were replaced by new, attractive, modern housing, but did not include housing for any of the 1,950 relocated families as initially promised (Goodspeed 2004:37; Keating and Krumholz 1999:108).

The inclusion of the clearance programs in the master plan resulted in the demolition of most of Black Bottom to facilitate the construction of the Chrysler Freeway (I-375). Once it was completed in 1964, the freeway effectively divided the former Black Bottom neighborhood into two halves, lowering property values and imposing significant adverse environmental effects, including noise and air pollution, directly on nearby residents. Many of the former residents of Hastings Street were pushed farther east into the Brewster housing projects (EHID 2014).

The Gratiot Area Redevelopment area sat empty for nearly 10 years as a series of private developers withdrew from the project (Goodspeed 2004:20). Eventually, there were several projects that were constructed on the property roughly between 1959 and 1967, including Lafayette Park, today a National Historic Landmark (Quinn Evans 2014).

5.0 ABOVE-GROUND SURVEY RESULTS

5.1 PREVIOUSLY LISTED OR DETERMINED ELIGIBLE PROPERTIES WITHIN THE APE

There are four properties that were previously listed in the NRHP or determined eligible within the above-ground APE (see Appendix A). As listed or eligible properties, they are considered historically significant and need to be evaluated for any potential impacts by the planned Project. The following provides a brief history on the buildings, considers their current historic integrity, and provides an evaluation of potential impacts based on each of the Practical Alternatives and the No-Build option.

Detroit Racquet Club, 626 East Woodbridge Street

The 1902 Arts and Crafts-styled Detroit Racquet Club was designed by Albert Kahn and enabled Detroiters to join the exclusive ranks of cities such as New York City, Philadelphia, Boston, Montreal, and Chicago, with their own racquet sporting facility for winter-time use (Figure 5.1-1) (Demeter et al. 2000:20). Originally, the building was part of a complex that included a wood frame building housing a curling rink located south of the extant building. Due to crushing debt and waning interest in the sport, the club members arranged the sale of this portion of the property in 1918 to their lessee, the Detroit Gear and Machine Company (Demeter et al. 2000:22). By 1920, the frame building was replaced with a brick addition to the industrial facility. The only major change to the original brick racquet club occurred in 1926, when the two-story squash courts were rebuilt as standard squash courts (Demeter et al. 2000:23).

The club is significant under Criterion A, for recreation, and Criterion C as an excellent example of the Arts and Crafts architecture style and its architect, Albert Kahn. The building continues to illustrate its significance under Criteria A and C, and Commonwealth recommends its continued listing in the NRHP.

Potential Project Impacts

Located on the south side of the No-Build Alternative and Practical Alternatives 4 and 5, there are no direct impacts by the roadwork. However, there remains a potential impact to the building based on the potential for new construction north of Woodbridge Street. In each of the Practical Alternatives, the road is moved north from the building to open a lot for possible redevelopment. Historically, this area was once heavily developed, including a building constructed in 1915 that housed the University of Detroit Dental School (Sanborn 1951:27). Therefore, while there may be an effect, it is likely it would not be an adverse effect.



Figure 5.1-1. Detroit Racquet Club, View to the Southwest



Figure 5.1-2. Christ Church Detroit, View to the Southeast

Christ Church Detroit, 960 East Jefferson Avenue

Christ Church Detroit was the second Episcopal Church constructed in Detroit. The congregation, which split off from St. Paul's due to its growing size, was formed in May 1845, and the church was completed the following year. The building was consecrated on May 31, 1846 (Westlake 1970a:8-1). Designed by Gordon W. Lloyd, the Historic American Buildings Survey completed in 1934 claimed the church displayed "excellence in design for the period" (Figure 5.1-2). In addition to its significance for architecture, the church has served the social and physical needs of the community through programs for the disadvantaged. In 1970, the church hosted more than forty organizations for meetings and social gatherings (Westlake 1970a:8-2).

The Christ Church Detroit has undergone only nominal changes since it was listed in the NRHP on March 11, 1971, and, therefore, retains its historic integrity. The building continues to illustrate its significance under Criteria A and C, and Commonwealth recommends its continued listing in the NRHP.

Potential Project Impacts

Located on the south side of East Jefferson Avenue, the NRHP-listed property is situated on the south side of the sidewalk adjacent to the south curb of Jefferson Avenue (Figure 5.1-3). In addition to the building, the parking lot immediately west is part of the church property (Jane Forbes [Christ Church] to Jonathan Loree [MDOT] email communication December 14, 2017). In Practical Alternative 4, the southern edge of the new roadway moves slightly north, away from the current sidewalk position and the northeast corner of the historic church building (Figure 5.1-4). It is Commonwealth's finding that Practical Alternative 4 will not result in an impact to the historic building. The alternative does clip the parcel of land west of the church parking lot that is part of the MDOT right-of-way.. Because the impacted parcel of land is not part of the church holdings, there is no impact to the NRHP-listed Christ Church Detroit.,

Similarly, Practical Alternative 5 also moves the roadway north from the façade of the church and would not result in a negative impact to the building based on the current plans (see Figure 1.0-4). This alternative also clips the parcel of land west of the church parking lot, that is part of the MDOT right-of-way. Because the impacted parcel of land is not part of the church holdings, there is no impact to the NRHP-listed Christ Church Detroit.

The No-Build Alternative would leave the road in its present configuration and would not result in a negative impact to the building (see Figure 1.0-2).

Map Reference: USDA-FSA-APFO Aerial Photography Field Office NAIP Digital Ortho Photo Image m_4208348 ne_17_1_20140628.tif

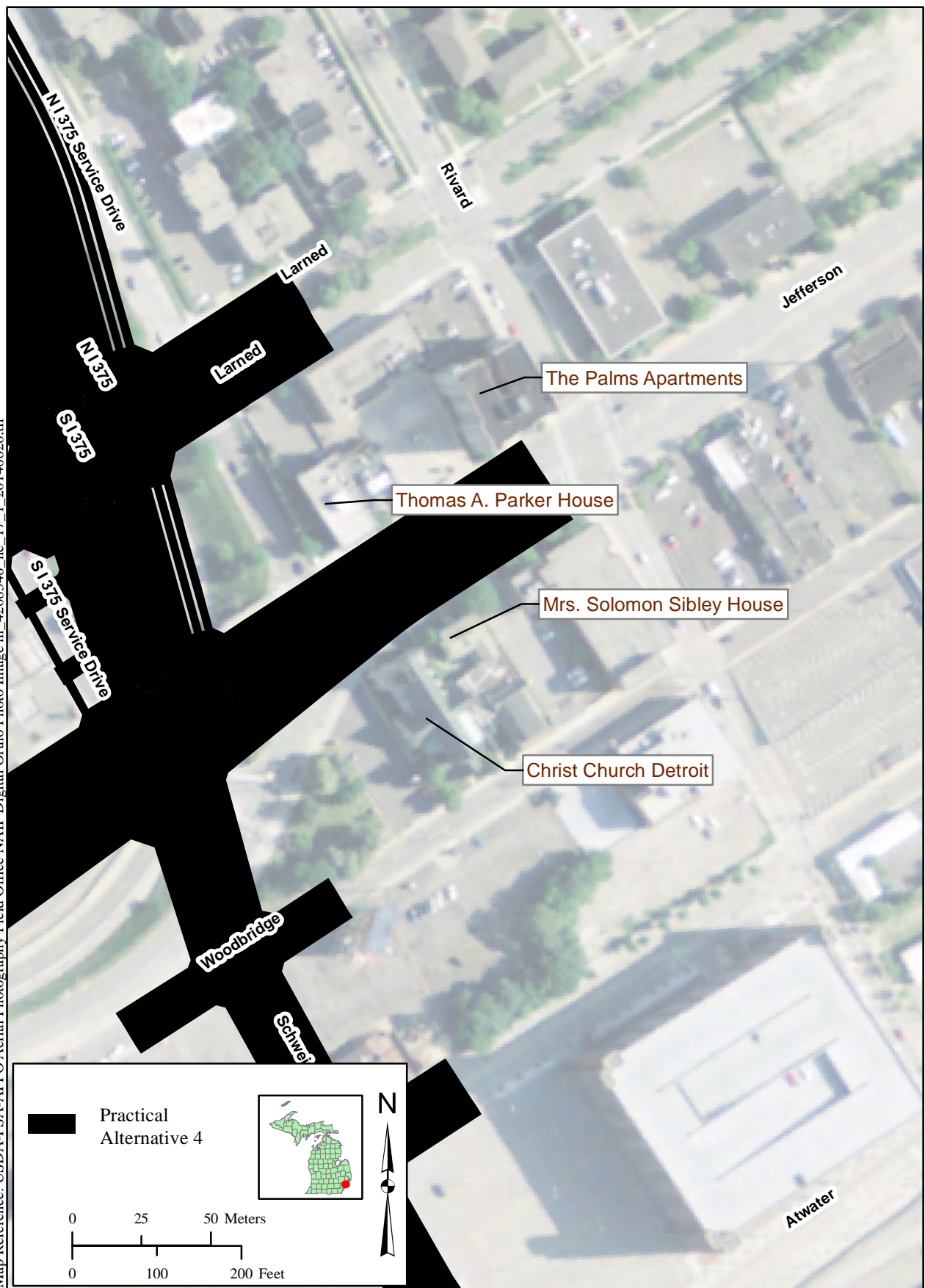


Figure 5.1-3. Christ Church Detroit, Detail of Practical Alternative 4



Figure 5.1-4. Christ Church Detroit, and Jefferson Avenue, View to the West

Mrs. Solomon Sibley House³/Christ Church Detroit Rectory, 976 East Jefferson Avenue

In 1848, Mrs. Sarah Sproat Sibley, the widow of Solomon Sibley, commissioned the construction of a frame house for herself and two daughters on the south side of Jefferson Avenue (Figure 5.1-5) (Westlake 1970b:8-1). The building remained in the hands of the family from 1848 to 1917, when the last surviving member, Miss Sarah Sibley passed away. During World War I, the building was used by a French War Relief organization (sibleyhousedetroit.com 2017). About the same time, the Rector and Vestry determined that a greater effort was needed to assist the Syrian and other foreign-born families who were living in the surrounding neighborhoods. By 1919, the house was opened as a settlement residence under the direction of the Women's Guild, with Miss Kitsey, one of Judge Sibley's granddaughters, serving as the resident hostess. Eventually, the settlement house evolved into the Christ Church Neighborhood Club, considered to be one of the central contributors of Detroit's growth as a multi-ethnic city (sibleyhousedetroit.com 2017). The house was purchased by Christ Church Detroit in 1925, but during World War II, the building was again a relief home, this time for the British. Beginning in 1946, William B. Sperry was the rector at the church and used the house for his residence. It has continued either as a rectory, a place for overnight guests, or a place for special events ever since (Figure 5.1-6) (Westlake 1970b:8-1).

The Mrs. Solomon Sibley House/Christ Church Detroit Rectory has undergone only nominal changes since it was listed on the NRHP on April 16, 1971, and, therefore, retains its historic integrity. The building continues to illustrate its significance under Criteria A and C, and Commonwealth recommends its continued listing in the NRHP.

Potential Project Impacts

Located on the south side of East Jefferson Avenue, and immediately east of Christ Church Detroit, the NRHP-listed property sits back slightly from the southern edge of the sidewalk. This distance, combined with the planned road position in either Practical Alternative 4 or 5, indicates that there are no impacts anticipated to the Sibley House/Christ Church Detroit Rectory (see Figures 1.0-3 and 1.0-4). Similarly, the No Build Alternative would leave the road in its present configuration and would not result in a negative impact to the building (see Figure 1.0-2).

³ The NRHP nomination lists the building as the Solomon Sibley House, yet Judge Sibley passed away two years before the building was constructed. Therefore, it is more appropriately either the Mrs. Sarah Sproat Sibley House or the Mrs. Solomon Sibley House.



Figure 5.1-5. Mrs. Solomon Sibley House/Christ Church Detroit Rectory, View to the Southwest



Figure 5.1-6. Sibley House and Christ Church Detroit Streetscape, View to the Southwest

Holy Family Roman Catholic Church, 641 Walter P. Chrysler Highway

It was not until almost the close of the nineteenth century that Italians began to migrate to Detroit from Western Europe (Cotman 1989). Their arrival resulted in the construction of several new churches, including San Francesco in 1898 and, when it reached capacity, Holy Family Roman Catholic Church in 1909–1910 (Figure 5.1-7). The parishes were assigned to the Italian families based on where they lived, with those “using the Italian language and living north of Gratiot belong to the Parish of San Francesco, and those living southerly belong to the Holy Family Church...” (Cotman 1989). The new place of worship was designed by architect Edward A. Schilling, and the building was erected at a cost of \$35,000. In 1966, San Francesco was sold by the Archdiocese after the parish dwindled to about 60 (*The Italian Tribune* 2009:6). The new owners of the church, the City of Detroit, ordered the building demolished (Hansen 1966:4A). With the closing and subsequent demolition of San Francesco, Holy Family Roman Catholic Church became the oldest Italian Roman Catholic congregation in Detroit.

The Holy Family Roman Catholic Church has undergone some changes, including the addition of a rectory at the southwest corner of the building (Figure 5.1-8). This change appears to have been made approximately 50 years ago, and therefore it is Commonwealth’s recommendation that the church continues to illustrate its significance under Criteria A and C, with Criteria Consideration A, and should retain its listing in the NRHP.

Potential Project Impacts

Located on the west side of the southbound I-375 Service Drive, the Holy Family Roman Catholic Church has sidewalk that covers the entire area from the church façade to the western edge of the curb (see Figure 5.1-7). In Practical Alternative 4, mapping indicates that the curb position will not change, and, therefore, even with the greater traffic that would result, there would be no impacts to the historic setting of the church (see Figure 1.0-3). However, because Practical Alternative 4 will have three 12-foot traffic lanes in front of the church, including one in each direction and a center turn lane, there will no longer be space available to park cars for weddings, funerals, or other church functions (Migaldi to Robinson, email communication, November 28, 2017). Practical Alternative 5 moves the bulk of the roadway west, toward the Holy Family Roman Catholic Church. The sidewalk and curb will remain in their current location, leaving the church and associated Memorial Gardens untouched. However, mapping for Practical Alternative 5 indicates that the road will consist of multiple lanes in each direction divided by a boulevard. As a result, there will no longer be space available to park cars for weddings, funerals, or other church functions (Migaldi to Robinson, email communication, November 28, 2017).



Figure 5.1-7. Holy Family Roman Catholic Church, View to the Southwest



Figure 5.1-8. Holy Family Roman Catholic Church Complex, View to the Northwest

5.2 NEWLY SURVEYED AND EVALUATED RESOURCES

Four newly surveyed and evaluated resources are within the Project's above-ground APE (see Figure 5.2-1). Building descriptions, brief histories, NRHP evaluations, and potential impacts based on the Project are presented below.

Annunciation Greek Orthodox Cathedral, 707 East Lafayette Street

Description

The two-story building has a Byzantine Greek cross plan, which includes four equal-length arms placed at a right angle (Figure 5.2-2). Annunciation church modifies the typical plan slightly to have each arm of the cross terminate in either a one-story entrance (south, east, and west elevations) or a semi-circular apse (north elevation). Each wing of the building has a vaulted roof over the two-story portion of the cathedral. These arches further emphasize a massive dome that rises from pendentives and rests on a tholobate or drum at the center of the building.⁴ The exterior walls of the cathedral are clad with brick, and the roof has a combination of standing seam metal on the arched and domed portions and membrane on the flat surfaces. In contrast to the brick walls, details are in light-colored stone.

The primary entrance to the cathedral is located on the south elevation (Figure 5.2-3). Situated at the center of a one-story entrance pavilion, the paired wood doors are flanked by fluted pilasters below an arched pediment. On the second story above the door is a large multi-light arched window, which is, in turn, flanked by a lower multi-light window on either side. The same window configuration is repeated on both the east and west elevations. The north elevation includes a half-domed roof over the second-story window. This, in turn, surmounts the one-story apse.

The most distinctive portion of the church is the large dome, which is surmounted by a Greek cross. The dome itself rises from pendentives that support a lantern directly below the domed roof. The lantern is pierced by a series of arched windows. These windows echo windows and decorative details on the first and second stories of the cathedral. Most of the windows in the cathedral appear to be darkly tinted glass, with only the first-story windows featuring stained glass.

⁴ Pendentives are the curved triangle of vaulting that is formed by the intersection of the dome with its supporting arches. Tholobate or drum is the upright part of a building on which a dome is raised and is generally the shape of a cylinder.

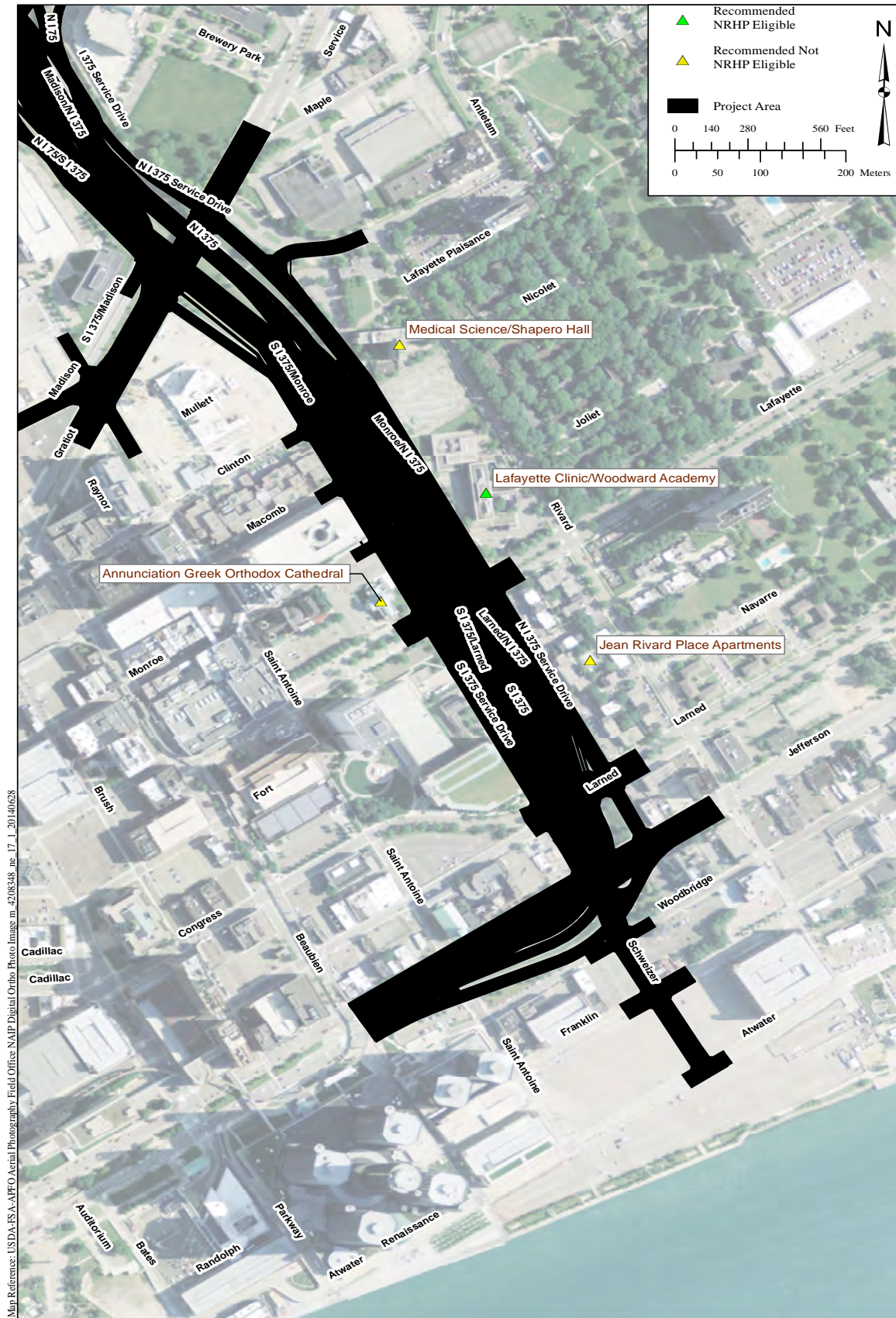


Figure 5.2-1. Newly Surveyed Properties



Figure 5.2-2. Annunciation Greek Orthodox Cathedral, View to the Southeast



Figure 5.2-3. Annunciation Greek Orthodox Cathedral, View to the Northwest

History

The Annunciation Greek Orthodox Church was established in 1909, when the congregation met in a space on the second floor of a store at 38 Miami (old number, street name is now Broadway) (Ward 1964:5). Within just a few years, the congregation relocated to the Annunciation Cathedral at 660 Macomb Street. After almost 50 years at the Macomb Street location, the congregation felt it was time to seek another location for what is the oldest Greek Orthodox parish in Michigan, Ohio, Indiana, and Kentucky (Ward 1964:5).

In 1964, plans were announced for a new facility to be located at the corner of Lafayette and the “new Chrysler Drive” (Ward 1964:5). The new cathedral, designed by architect John W. Loizon of Birmingham in the style of the Church of St. Andrew in Petras, Greece, would be white marble trimmed with black marble, and the interior would have floors of imported onyx marble from Greece. There were also plans for an oil painting in a dome of the Annunciation of Mary (Ward 1964:5).

It was not until the spring of 1965 that the ground breaking occurred for the new cathedral, which was estimated to have a construction cost of one million dollars (*DFP* 1965:3). Construction progress was slow, with the foundation not being poured for over a year after ground breaking (Figure 5.2-4)(*DFP* 1967:8A). By 1968, the foundation was complete and the congregation abandoned its location on Macomb Street, holding services in the basement of the new church (Ward 1968:16C).

Finances, and the growing cost of the church, estimated to be \$1.5 million in 1969, resulted in the congregation continuing to hold services in the basement of the building for a number of years, with the hope that the entire building, including the dome, would be complete by 1975 (*DFP* 1969:7A). At one point, a newspaper article about the building considered it could be “perhaps the only underground cathedral in the world” (*DFP* 1969:7A). The congregation actually grew from 125 members when the old facility was demolished to 250 in June 1969, and hoped for continued growth to reach 400 members. The church leadership, including pastor Rev. Father Ernest Blougouras, suggested at the time that the opening of the Chrysler Expressway made it easier for parishioners to participate in church functions, even when they lived outside Detroit’s city center (*DFP* 1969:7A).

The 1975 estimated date to have the main portion of the church completed was not far off from the actual date of completion. On March 21, 1977, the church was dedicated by the Very Rev. Eusebius Papal Stephanon, Bishop Silas of Amphipoks, New York, and Greek Prelate Archbishop Iakovos (*DFP* 1977:3A).

The church congregation continues to play an active role in neighboring Greektown. Currently, the church is surrounded by paved parking, which is utilized for parking for local events, tourists, and more recently, to accommodate the influx of automobiles for attendees of games at nearby Comerica Park and Ford Field.



FOUNDATIONS OF Detroit's newest cathedral stand out against a backdrop of Detroit churches, as officials of the Greek Orthodox Annunciation Cathedral

survey undergirdings of the inner sanctuary or iconostasis, or altar area. The million-dollar white marble cathedral, shaped like a cross, is rising at Lafayette

and the Chrysler Freeway. In the background, center, is Christ Episcopal Church, left, and Holy Family Catholic Church, right center.

Figure 5.2-4. Annunciation Greek Orthodox Cathedral, Basement Construction

NRHP Evaluation

As was stated in Section 2.3, typically buildings must be over 50 years old for consideration of NRHP eligibility. This is to allow for the proper perspective needed to evaluate historic importance. Construction of the Annunciation Greek Orthodox Cathedral began in 1965, over 50 years ago; however, it was not completed until 1977. The completion date means that the building is actually just 40 years old, and therefore must meet Criteria Consideration G, for properties that have achieved significance within the last 50 years (Andrus 1990:41).

Criteria Consideration G further explains that resources considered for NRHP listing under Consideration G must be of exceptional importance. To determine exceptional level of importance, it is necessary to identify other properties within the geographical area that reflect the same significance or historic associations to determine which properties best represent the historic context in question. It is Commonwealth's opinion that the cathedral does not rise to this level of significance related to the Greek ethnic community it serves, or as a church in Detroit. This is not to say that the significance of the building should not be revisited when it reaches 50 years old, but simply that it has not yet reached the benchmark of 50 years to enable historians to properly evaluate its historic significance. Therefore, at the time of this review, Commonwealth recommends the Annunciation Greek Orthodox Cathedral as not eligible for listing in the NRHP.

It is of interest that this building was mentioned in the 1981 Greektown Historic District NRHP nomination, where it was noted as "a new structure located outside the district" (Rothberg and Vollmert 1981:7-1).

Potential Project Impacts

Because the cathedral is not recommended historically significant, there are no negative impacts to the building by the planned changes in any of the Project alternatives under consideration.

Jean Rivard Place Apartments, 930 East Lafayette Street

Description

The building complex consists of three groups of four buildings arranged into open squares (Figure 5.2-5). The complex is located between Larned Street, Chrysler Service Drive, East Lafayette, and Rivard Street. Narrow parking lots, extending approximately the equivalent of one city block long, are positioned at each of the four corners of the property. The parking lots are oriented parallel to Chrysler Drive or Rivard Street. Buildings adjacent to the parking lots incorporate garages in the lowest level, with additional parking provided on the outer edges of each lot for units without an integrated parking space. Between the buildings are manicured lawns and mature plantings. Paved paths provide internal access to the complex, and to the inground pool and clubhouse positioned at the center of the middle square of buildings.

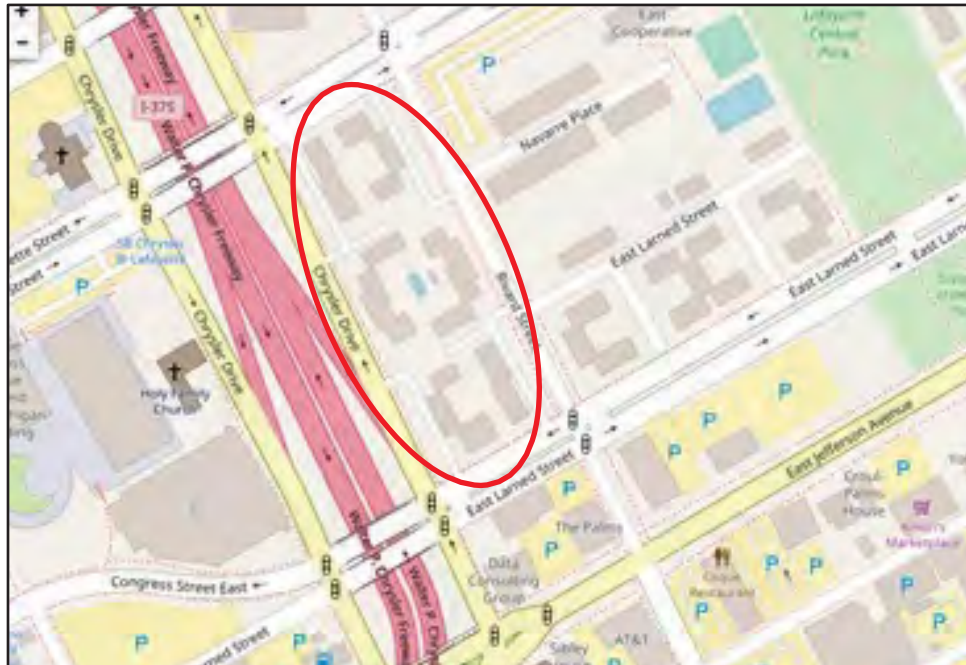


Figure 5.2-5. Jean Rivard Place Apartments Map

The individual buildings are two-and-one-half stories or three stories high, with several sections rising to a peak above the third-story windows (Figure 5.2-6). The four outer, corner buildings are taller than the remaining buildings and incorporate a garden level, or partially below-grade, apartment to reduce their overall height (Figure 5.2-7). The peaked units have a shed roof that slopes down toward the center of the building complex. Remaining buildings have a flat roof surrounded by parapet walls. The exterior walls of the individual apartment buildings are clad with brick and include broad belt courses at the base of the second story and above the third-story units. The same material that forms the belt course is utilized as spandrels between the second- and third-story units. On the buildings at the four corners of the complex, the window bays project slightly, while the three-story-high pedestrian entries are inset to create visual interest along the length of the wall.

Although the buildings in the center group and those forming the east/west structures share the same construction materials as the corner buildings, they lack the alternating projection and recession of the fenestration bays. Instead, visual interest is provided by projecting brick courses lining the outer aspect of each fenestration bay. Entryways for all buildings are identified by projecting flat pent roofs above the pedestrian door. Windows in each of the buildings are large, single light, horizontal sliders. The metal overhead garage doors are wide enough to accommodate two cars (Figure 5.2-8).

History

On August 16, 1962, a *Detroit Free Press* article noted that the Detroit Housing Commission had accepted a bid of \$244,657.20 for the six-acre parcel of land bounded by the Chrysler Freeway (I-375), Larned Street, Rivard Street, and E. Lafayette Street (DFP 1963a:12D). The new development, by Lafayette Terrace Corp., was led by president Bruce W. Polozker and architect George Fonville. At the time of the announcement, plans for the \$5 million project were well underway, with the groundbreaking anticipated for Spring 1963 and completion two years later.

Project architect Fonville designed the 212-unit complex with apartments varying from one to four bedrooms. Smaller units were initially priced at \$18,000 with the larger units listed to sell for \$28,000 each (DFP 1963a:12D).

In 1967, a newspaper article on luxury apartments in Detroit included the Jean Rivard Place apartments (Woerpel 1967:1B). Among the features of the new apartments were two-story studio ceilings in the living rooms and balcony bedrooms. By September 1968, the completed apartments were being advertised as “Suburban Living in the Heart of Downtown Detroit” (DFP 1968:8C). The completed units included amenities such as walk-in closets, air conditioning, double ovens, dishwashers, and a swimming pool, and had rental rates between \$175 and \$200 per month for the one- or two-bedroom units.

The apartment complex was extremely popular at first, although popularity waned between completion of construction and the mid-1970s. However, in 1978, an article on the one-year



Figure 5.2-6. Jean Rivard Place Apartments, View to the Southeast



Figure 5.2-7. Jean Rivard Place Apartments, View to the Northwest



Figure 5.2-8. Jean Rivard Place Apartments, View to the Southwest

anniversary of the Renaissance Center (RenCen) included a quote by the Rivard Place complex manager, who said of the RenCen “it’s turned the city around.” She went on to state that because the center opened, the Jean Rivard Place apartments have had a waiting list, with people hoping to live almost in the shadow of where they work (Conheim 1978:E1). Today, the Jean Rivard Place apartments continue to be a popular residence in the heart of downtown Detroit.

NRHP Evaluation

Constructed between 1963 and 1965, the Jean Rivard Place Apartments are representative of the urban renewal projects that resulted from the Gratiot Redevelopment. Since they were constructed, there appears to be only modest changes to the buildings. George Fonville, who went on to design a number of residential complexes across the metropolitan Detroit area, was the project architect. While Fonville was successful, it too was on a modest scale, with most of his work in small, single-family neighborhood developments.

The Jean Rivard Place Apartments are located immediately southwest of another urban renewal project in the former Gratiot Redevelopment area, Lafayette Park. The 78-acre development of Lafayette Park was designed primarily by architect Ludwig Mies van der Rohe and placed in an Alfred Caldwell-designed landscape about the same time as the Jean Rivard Place complex (Quinn Evans Architects 2014:4-21). In 2015, Lafayette Park was designated a National Historic Landmark (Michigan State Housing Development Authority [MSHDA] 2017). The Jean Rivard Place Apartments are recommended by Commonwealth as not eligible for the NRHP. Although associated with the urban redevelopment that took place in Detroit in the 1960s, the building complex was typical of those constructed in the era and does not rise to the level of historic significance under Criterion A. The buildings or landscape of the Jean Rivard Place Apartments do not display significance similar to the nearby Lafayette Park, precluding NRHP designation under either Criterion B or C.

Potential Project Impacts

Because the Jean Rivard Place Apartments are not recommended as historically significant, there are no negative impacts to the building by the planned changes in any of the Project alternatives under consideration.

Lafayette Clinic/ Woodward Academy, 951 East Lafayette

Description

Situated on the east side of the Chrysler Service Drive, north of Lafayette Street, is the former Lafayette Clinic (Figure 5.2-9). The building has an irregular footprint with the main portion of the structure consisting of four stories with a flat roof. Placed off-center on the roof is a fifth story, which comprises the service plant. Attached to the four-story core is a one-story ell that extends east along the south elevation (Figure 5.2-10). A second series of one-story ells form a small courtyard at the northeast corner of the core block, not visible from the right-of-way. The



Figure 5.2-9. Lafayette Clinic/Woodward Academy, View to the Northeast



Figure 5.2-10. Lafayette Clinic/Woodward Academy, View to the North

building has a secondary mass formed by a north wing that extends west from the north elevation of the core.

The upper three stories of the core block are clad in brick while the first story is clad in a stone veneer. A character-defining feature of the core block are the ribbons of metal-framed windows that extend the full width of each story on the west-facing façade. The majority of these windows are single-light units; however, some have smaller, inset, operable sashes. Windows on the first story are sheltered by a shallow flat roof that extends the full length of the elevation. The focal point of the façade is a central two-story boxed bay on the second and third stories (Figure 5.2-11). The bay is entirely glazed with strings of metal-framed windows and small metal-paneled spandrels. The south one-story wing includes a large recessed porch that provides shelter to a glazed pedestrian entrance.

The north wing of the building is connected to the main facility by a one-story office area. The second story of the north wing extends beyond the walls of the first story, and is supported on the west and north elevations by square piers (Figure 5.2-12). The exterior walls of the wing are clad in brick on the west elevation and concrete on the north elevation. Two glazed entrances are placed near the outside edges of the west elevation. Both consist of paired glass doors with flanking sidelights and transoms. The southern entrance opens to Chrysler Service Drive (Figure 5.1-13) and the northern entrance opens to an enclosed playground (Figure 5.2-14). Between the two doors is a ribbon of single-light windows, inset within glass block panels. Fenestration on the north elevation includes evenly spaced bays of tall, narrow windows, consisting of a large light over a smaller light.

History

The Lafayette Clinic was constructed in what was then known as the “Gratiot Redevelopment Project,” referencing the area that was identified in 1946 as part of the Detroit Plan and later championed by newly elected Mayor Albert E. Cobo in the 1950s as part of his plan to eliminate “blight” and promote highway construction in the city (Goodspeed 2004:2). The goal of the clinic was to assist in the training of specialists in the detection and treatment of “mental deviates” (*DFP* 1955:2).

The new clinic, designed by architect Eberle M. Smith, went under construction in 1953 for an estimated cost of \$3.7 million, which was financed by the State of Michigan (Koyl 1956:514; *DFP* 1955:2). The modern building included Litewall Co. curtain wall in its design and construction. A newspaper article about the new wall material noted that the prefabricated window walls are “light, offer better lighting and come ready to erect...enabling the walls to be erected in one day” (*DFP* 1956:34). The firm had 45 jobs under construction in the Detroit area at the time the article was published, including “Lawrence Tech, the Lafayette Clinic, Woodrow Wilson Junior High School in Wyandotte, Redford Union Junior High School, and the International Institute” (*DFP* 1956:34).



Figure 5.2-11. Lafayette Clinic/Woodward Academy, View to the East



Figure 5.2-12. Lafayette Clinic/Woodward Academy, View to the Southeast



Figure 5.2-13. Lafayette Clinic/Woodward Academy, View to the East



Figure 5.2-14. Lafayette Clinic/Woodward Academy, View to the Northeast

It took two years to move the project through construction and to begin hiring staff. The first new staff member was announced in February 1955, when Dr. Jacques S. Gottlieb, a Miami psychiatrist, was named the head of the Lafayette Clinic (*DFP* 1955:2). Because the construction of the building was being funded by the State of Michigan, the director would serve under the State Mental Health Commission and hold a tenured position with the Wayne University Medical School which, at the time, was governed by the Detroit Board of Education. With the announcement, Gottlieb became the highest paid Michigan State Government employee, earning \$25,000 per year (*DFP* 1955:2). The salary was the same as Detroit's Mayor Cobo and was \$2,500 more per year than Michigan Governor Williams.

Upon completion in April 1955, the building cost close to \$4 million, with over \$350,000 in the cost of equipment alone (Stromberg 1956:18). It was not until March 1956 that patients were first accepted at the facility, although the formal opening was held a few months later, in May 1956. The 145-bed facility was intended for short-stay patients (less than two years) with the majority of those to be served classified as outpatients (*DFP* 1954a:10). Working in the clinic at its March opening were 90 staff members, with a planned total of 300 at peak operating condition. The clinic also anticipated hosting approximately 40 psychiatry residents, and interns in psychology, social work, occupational therapy, and nursing (Stromberg 1956:18).

In the 1950s, the clinic was known for its work in determining if there was a relationship between dietary deficiencies and mental retardation; in the early 1960s, the clinic conducted human stress tests for NASA, and at the end of the decade, it carried out research on methadone and marijuana for treatment of narcotics addiction (Covert 1980:1C). Each of these projects was taken on in addition to the leading research effort: uncovering the biochemical basis of schizophrenia.

In 1974, Dr. Gottlieb retired from the clinic and was eventually replaced by Dr. Samuel Gershon in 1980 (Covert 1980:1C). At the time, the clinic was training a quarter of the state's psychiatrists and was one of the few state institutions in the country that combined a psychological research hospital and training center for mental health professionals (Covert 1980:1C). Additionally, the clinic continued its affiliation with Wayne State University (WSU), allowing medical residents to work with the 160 clinic in-patients.

In spite of its success, the clinic faced major financial problems during the course of its history. In 1980, the clinic faced a state budget that would leave the center underfinanced by \$2.5 million, a full third of the 1979 budget (Covert 1980:1C). Dr. Gershon faced decisions about where to make cuts and how to maintain the reputation of the clinic despite the funding crisis.

By 1989 the reputation of the Lafayette Clinic was also in trouble (Chargot 1989:3A). The clinic was about to select their third leader and was facing issues such as a reduced budget, lay-offs, and two patient suicides in recent months. The clinic had also been without leadership since mid-1986, when an allegation was levied against Director Dr. Samuel Gershon but was later proven to be unsubstantiated (Chargot 1989:15A). WSU psychiatry department chair Dr. Norman

Rosenzweig noted that although the reputation of the clinic had slipped since the departure of Dr. Gershon, that had also happened during the lapse between the original director Dr. Gottlieb's departure in 1974 and the appointment of his successor in 1980. Rosenzweig was quoted as saying "We expect to restore to its former state of glory – the image of Lafayette Clinic as a primary research center in psychiatry in this country" (Chargot 1989:15A).

Even with Dr. Rosenzweig's confidence for the continuation of the clinic, it was within a few years of closure. In 1992, Governor John Engler recommended closing the facility and eliminating the portion of the budget allocated to the Michigan Department of Mental Health, and instead providing WSU with \$3.8 million to continue its research (Milliken et al. 1992:8A). This decision was challenged even by WSU, whose president, Dr. David Adamany, indicated that at least 32 beds at the clinic would be required to continue the work. In spite of the public outcry against the closure of the facility, the Lafayette Clinic closed on October 16, 1992 (Christoff 1992:3A).

The former Lafayette Clinic remained vacant for several years, but in 1996 plans got underway to locate a new charter school, Woodward Academy, in the building (Fricker 1996:3B). The new school was operated through the Central Michigan University charter schools program. The school purchased the building in 1997, paying the state \$675,000 plus \$162,000 in back rent for their occupation of the building beginning in 1996 (Van Moorlehem 1998:3B). When the school first opened, they had 300 students in grades three through seven. By 1998, the academy expanded their programming to include second graders, bringing the total school census to 500 (Van Moorlehem 1998:3B).

Woodward Academy officially closed its doors in 2017 as a result of low student performance (Guerra 2017).

NRHP Evaluation

Designed by Detroit architect Eberle M. Smith, and constructed between 1953 and 1955, the Lafayette Clinic represented a new partnership between public education and state government in the healthcare field. Because the construction of the building was being funded by the State of Michigan, the director served under the State Mental Health Commission and held a tenured position with the Wayne State University Medical School which, at the time it first opened, was governed by the Detroit Board of Education. The clinic combined research, a small in-patient facility, and extensive outreach to aid in both the treatment of the mentally ill and the training of mental health professionals.

The Lafayette Clinic/Woodward Academy building is recommended eligible for the NRHP under Criterion A, for health/medicine. For over 30 years, the Lafayette Clinic was a leader in its work in mental healthcare, particularly when combining a psychological research hospital and training center for mental health professionals. Advances made at the clinic included human stress tests for NASA in the early 1960s and research on methadone and marijuana use for

treatment of narcotics addiction in the late 1960s. Throughout its history, the clinic was also known as leading research facility in the area of the biochemical basis of schizophrenia.

While the building could be considered for its association with one of the directors, these leaders each stayed a relatively short period of time and are not clearly linked to any of the medical advancements developed at the clinic. Therefore, the former Lafayette Clinic is not considered eligible under Criterion B. Architecturally, while designed by a well-known Detroit architect, Eberle M. Smith, the clinic buildings are typical of those constructed during the period and lack the distinction required for consideration under NHRP Criterion C. Although the original use of the building changed in the last decade, the former Lafayette Clinic continues to have good integrity of location, design, setting, materials, workmanship, feeling, and association. The large addition is distanced sufficiently from the original building, and therefore does not distract from the overall integrity. Commonwealth recommends the Lafayette Clinic/Woodward Academy as eligible for listing in the NRHP under Criterion A and its role in the area of health/medicine.

Potential Project Impacts

Practical Alternative 4 includes the construction of a Service Drive positioned slightly east of the present road. While the road is moving closer to the Lafayette Clinic/Woodward Academy complex, it is not close enough to substantially alter the setting. It is Commonwealth's finding that Practical Alternative 4 will not result in an impact to the historic buildings.

Practical Alternative 5 plans indicate that the present Service Drive will either remain in place or move slightly to the west. This change will not substantially alter the setting of the building complex. It is Commonwealth's finding that Practical Alternative 5 will not result in an impact to the historic buildings.

The No-Build option will result in the building and road configuration remaining the same, and therefore there will be no impact to this historic building.

Medical Science Building/Shapero Hall, 1401 Rivard

Description

The Medical Science Building/Shapero Hall is located on a rectangular parcel, with Rivard Street to its east, Chrysler Service Drive to the west, a parking lot and the Lafayette Clinic/Woodward Academy to the south, and a private drive and neighboring building to the north (Figure 5.2-15). The high-rise building has an offset T-plan footprint consisting of three eight-story wings, each with flat roofs. The entire exterior of the building is clad in brick. Each wing is glazed by evenly spaced strings of windows on the long elevations. Each configuration has a pattern that includes three single lights alternating with two one-over-one units (Figure 5.2-16).



Figure 5.2-15. Medical Science/Shapero Hall, View to the Northeast



Figure 5.2-16. Medical Science/Shapero Hall, View to the North

There are subtle differences between each of the three wings. A recessed entry supported by concrete posts extends along the north elevation, which includes the full length of the east and west wings. The northwest corner of the west wing is cut away, which forms a slight ell on the west elevation.

The east wing includes a nine-story tower that intersects its east elevation. The tower has a rectilinear footprint, flat roof, and brick cladding. Also on the east wing is a walled courtyard that forms an irregular polygon that wraps the northeast corner.

The south wing includes a ninth-story component on the southeast corner of the roof. The component is brick clad with a flat roof. The south wing also includes multiple expansions at its base. One-story ells extend the full length of the east and west elevations. Both ells have flat roofs and brick cladding. The ell on the east elevation is larger than on the west, and it extends south beyond the wall juncture, terminating with an angled elevation that conforms to the alignment of the south parking lot. The ell also includes a loading bay on its east elevation that is accessed by a paved driveway that extends to Rivard Street.

History

Construction was completed for the WSU Medical Science Building in 1954, making it the first educational high-rise building in Detroit (Aschenbrenner 2009:147, 283). Work had begun on the building over two years before they entered into construction for the building in 1951 (*DFP* 1954b:A13). The architectural firm of Smith, Hinchman and Grylls took great care in designing the eight-story building to accommodate 400 students, creating a no-frills design that was well suited to its purpose. One of the points of pride in the full-page newspaper article on the completion of the building was that if needed, the Medical Science Building could be expanded through the construction of a fourth wing that would change the basic footprint from a T to an H (*DFP* 1954b:A13).

The 1.83-million-cubic-foot Medical Science building was erected at a cost of \$4.45 million (*DFP* 1954b:A13). Only the first floor, which housed offices and a cafeteria, had a finished appearance with wood paneling and flush ceilings. The upper floors, which housed laboratories and amphitheaters, had exposed ductwork in the ceilings and painted concrete block walls to reduce the overall construction costs. Customizable interior spaces within the laboratories could be achieved by moving partitions, which were specifically designed to allow flexibility.

Construction of the Medical Science Building was largely credited to the dean of the Medical School at WSU, Dr. Gordon H. Scott. Since 1927, the old school building at St. Antoine and Mullet Streets was lamented as inadequate (Kushner 1954:A13). Dr. Scott was made acting Dean of the college in 1948, preliminary plans were drafted for the new building in 1949, and Scott was named dean of the college in January 1950. 20 months later the groundbreaking was held for the new facility.

In 1974, the Medical Sciences Building was renamed the Health Sciences Building (Aschenbrenner 2009:285). This change occurred at the same time that the College of Pharmacy and Allied Health Professions merged with the School of Medicine (WSU 2017). The building once again was renamed in 1984, becoming Shapero Hall (Aschenbrenner 2009:286).

Shapero Hall continued to house the College of Pharmacy and Health Sciences until 2002, when the new Eugene Applebaum building was completed on Mack Avenue. With the move of the college to their new facility, the building stood vacant. Finally, in 2007, WSU sold the vacant Shapero Hall for \$2.3 million (Pinho 2014). The building had been part of a demolition plan under Mayor Dave Bing's administration, but that plan fell through and the building remained standing seven years later (Pinho 2014).

In 2014, it was announced that the former Shapero Hall was slated to become 180 apartments, each consisting of 400 to 500 square feet and renting for between \$560 and \$700 a month (Pinho 2014). This project has stalled, and in 2017, the building continues to remain vacant.

NRHP Evaluation

The Medical Sciences/Shapero Hall building was used by WSU to house its medical and pharmacology programs from its construction in 1954 until 2002. While this suggests that the building may be eligible under Criterion A for health/medicine or education, background investigations did not reveal substantive significance in either area. In contrast to the nearby Lafayette Clinic, there were no identified reports on the advancement of health or medicine based on investigations carried out in the facility. Additionally, it does not appear that educational activities within the areas of health and medicine were advanced during the WSU occupation of the facility. Therefore, Commonwealth recommends that it is not eligible for the NRHP under Criterion A.

Architects Smith, Hinchman, and Grylls are the architects of the building. The firm, one of the oldest operating architecture offices in the United States, opened its Detroit office in 1855 and continues to evolve as the firm's leadership, and sometimes the company name, changes over time. Among the buildings in Detroit attributed to the firm are the Guardian Building, 500 Griswold Street (attributed to Wirt C. Rowland of the firm); the Penobscot Building, 645 Griswold Street (attributed to Wirt C. Rowland of the firm); the Smith, Hinchman, and Grylls Building, 455 W. Fort Street; the restoration of the Wayne County Building, 600 Randolph Street (with Quinn Evans); Philip A. Hart Plaza, Woodward Avenue at Detroit River; and Joe Louis Arena, 600 Civic Center Drive (Eckert 2012:57, 61, 63, 65). The firm took great care to make the Medical Sciences Building/Shapero Hall utilitarian, and as such it lacks the distinction of many of the other commissions completed by the company. The building, while used for education, could have been either an office tower or residential high-rise based on its basic appearance. Given this lack of distinction, it is recommended not eligible for the NRHP based on Criterion C.

Potential Project Impacts

Because the Medical Science/Shapero Hall Building is not recommended historically significant, there are no negative impacts to the building by the planned changes in any of the Project alternatives under consideration.

6.0 CONCLUSIONS AND RECOMMENDATIONS

Previously Listed or Determined Eligible Properties

Commonwealth identified 12 previously listed or determined eligible properties within the three above-ground APEs for the I-375 Improvement Project. Of the 12 properties, the following four were evaluated: Detroit Racquet Club, Christ Church Detroit, Mrs. Solomon Sibley House, and Holy Family Roman Catholic Church. Of these four buildings, two properties appear to have the potential for impacts based on the version of the Project that is carried forward.

Based on the evaluation carried out by Commonwealth, Practical Alternative 4 will not impact Christ Church Detroit or the nearby Lafayette Clinic/Woodward Academy buildings. The property west of the church will lose a small portion section at the western edge of the triangular, but this is currently part of MDOT's right-of-way holdings and therefore will not impact the church or its associated parking lot (Jane Forbes [Christ Church] to Jonathan Loree [MDOT] email communication December 14, 2017). The Mrs. Solomon Sibley House will also not be impacted by the project, since it is well east of the planned new roadway, and the minor realignment of Jefferson Avenue west of the church. Commonwealth recommends no further work is required on either property related to Practical Alternative 4.

Because the reconfiguration on the south side of Jefferson Avenue is not included in Practical Alternative 5, Christ Church Detroit and the Mrs. Solomon Sibley House will not experience any impacts under this alternative either. Additionally, because Practical Alternative 5 moves the bulk of the roadway to the west side of the current right-of-way, impact to the Lafayette Clinic/Woodward Academy is also avoided. Even though both Practical Alternative 4 and 5 are configured to move the west edge of the roadway at what is now the southbound I-375 Service Drive, they will not expand beyond the current curb limits, resulting in no physical impact to the front of the Holy Family Roman Catholic Church. However, there may be an impact to the parking required by the church for some of its services and other programming. Currently, the church has limited use of the travel lane adjacent to the church when prior arrangements have been made with the appropriate officials. This may no longer be possible with either of the Practical Alternatives. This impact is not to the physical church building, but to the owners use of their property.

Impacts to the Detroit Racquet Club are based on potential future land use for the area immediately north of the building, which may impact the historic setting of the club. This potential impact is present in both Practical Alternatives 4 and 5, and is not anticipated to be adverse in either.

The No-Build Alternative avoids impacts to all previously listed or determined eligible properties, as well as newly recommended historic properties, as the roadway configuration will

remain unchanged.

Newly Surveyed and Evaluated Resources

In addition to the previously listed or determined eligible properties, four properties were newly identified and evaluated. These buildings are the Annunciation Greek Orthodox Cathedral, 707 East Lafayette Street; Jean Rivard Place Apartments, 930 East Lafayette Street; Lafayette Clinic/Woodward Academy, 951 East Lafayette; and Medical Science Building/Shapero Hall, 1401 Rivard. Commonwealth recommends only the Lafayette Clinic/Woodward Academy as eligible for the NRHP, based on Criterion A for health/medicine. The evaluation determined that neither of the Practical Alternatives (4 or 5), nor the No-Build, would result in impacts to the property. Because the other three buildings are recommended not eligible for the NRHP, they were not evaluated for impacts.

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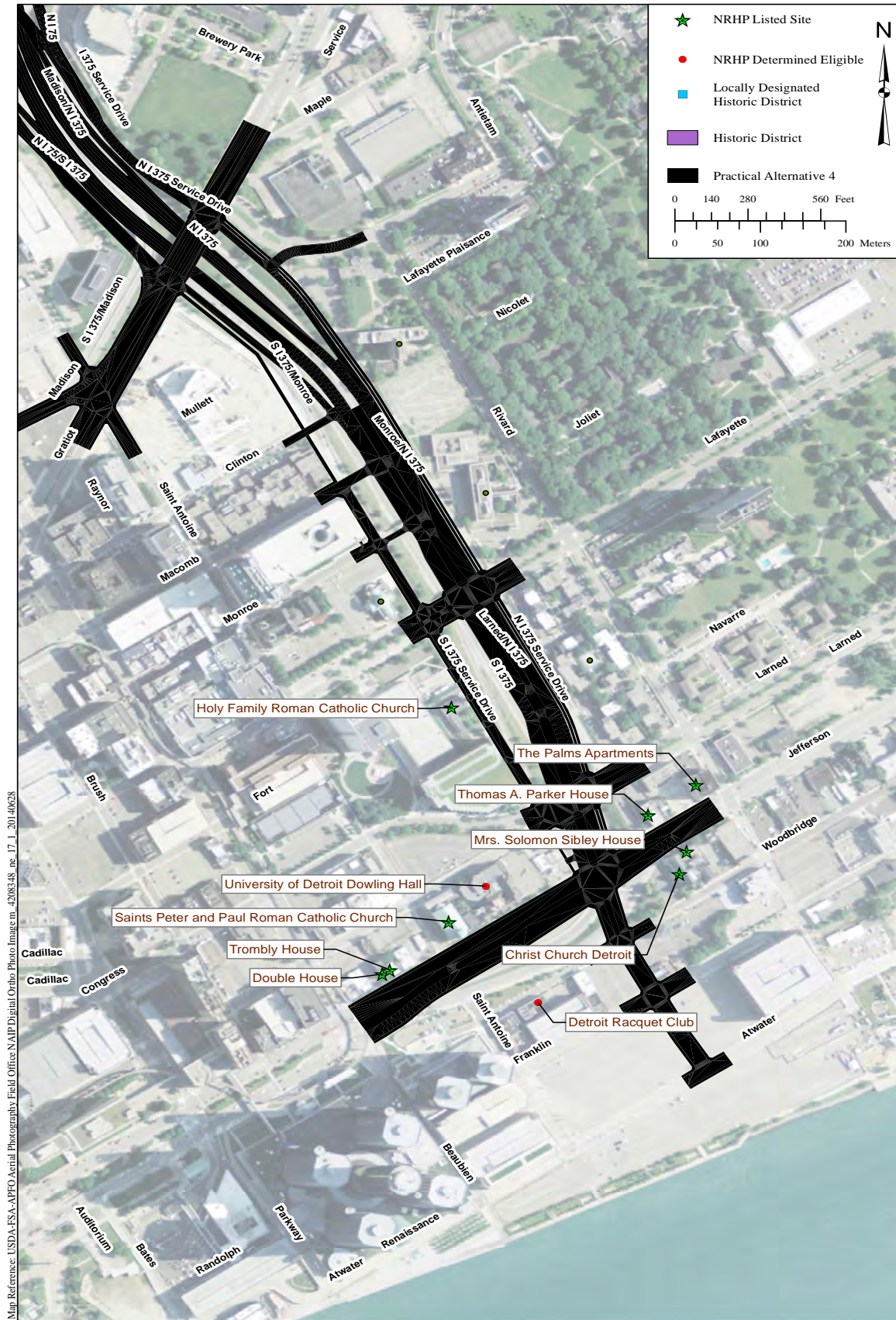
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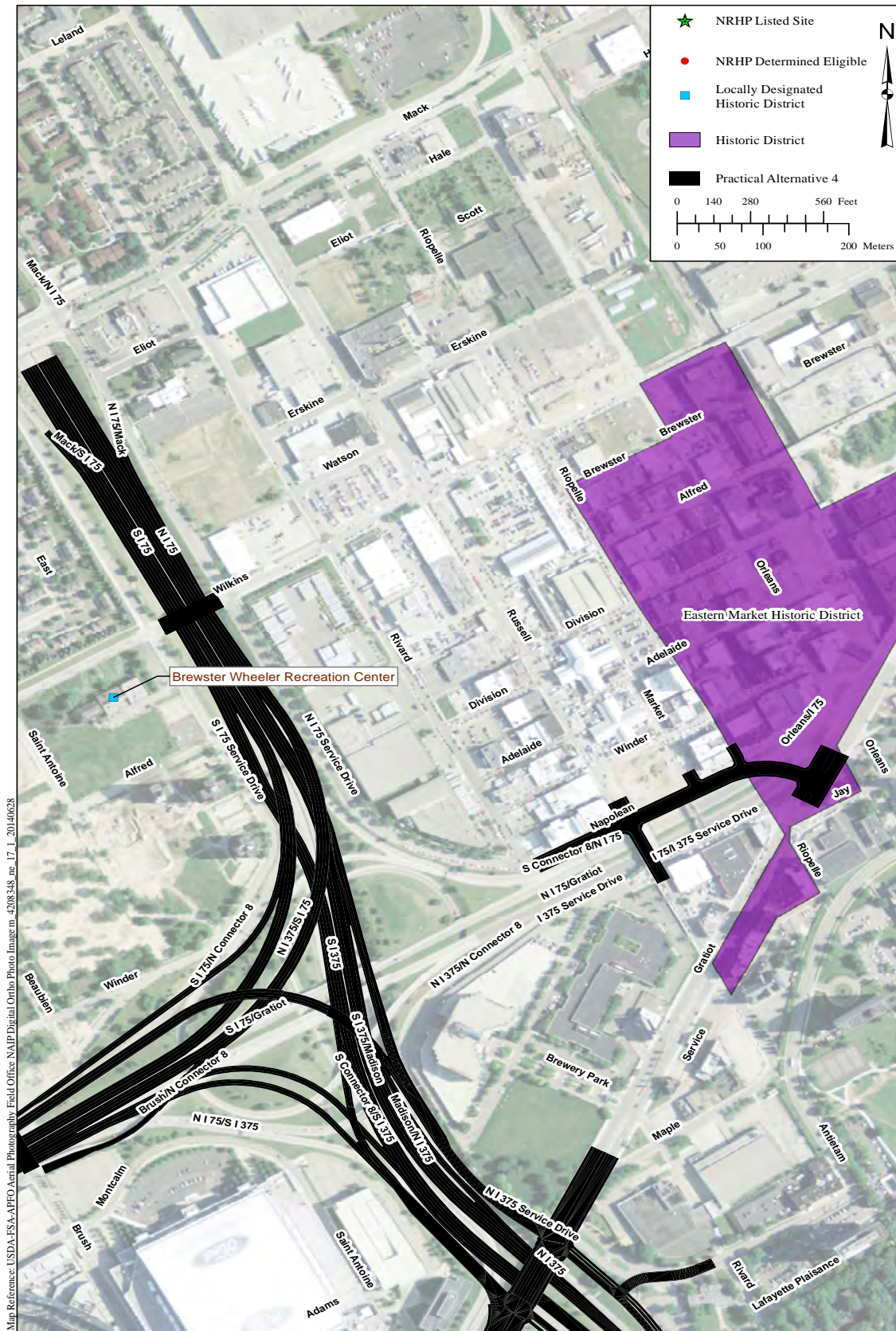
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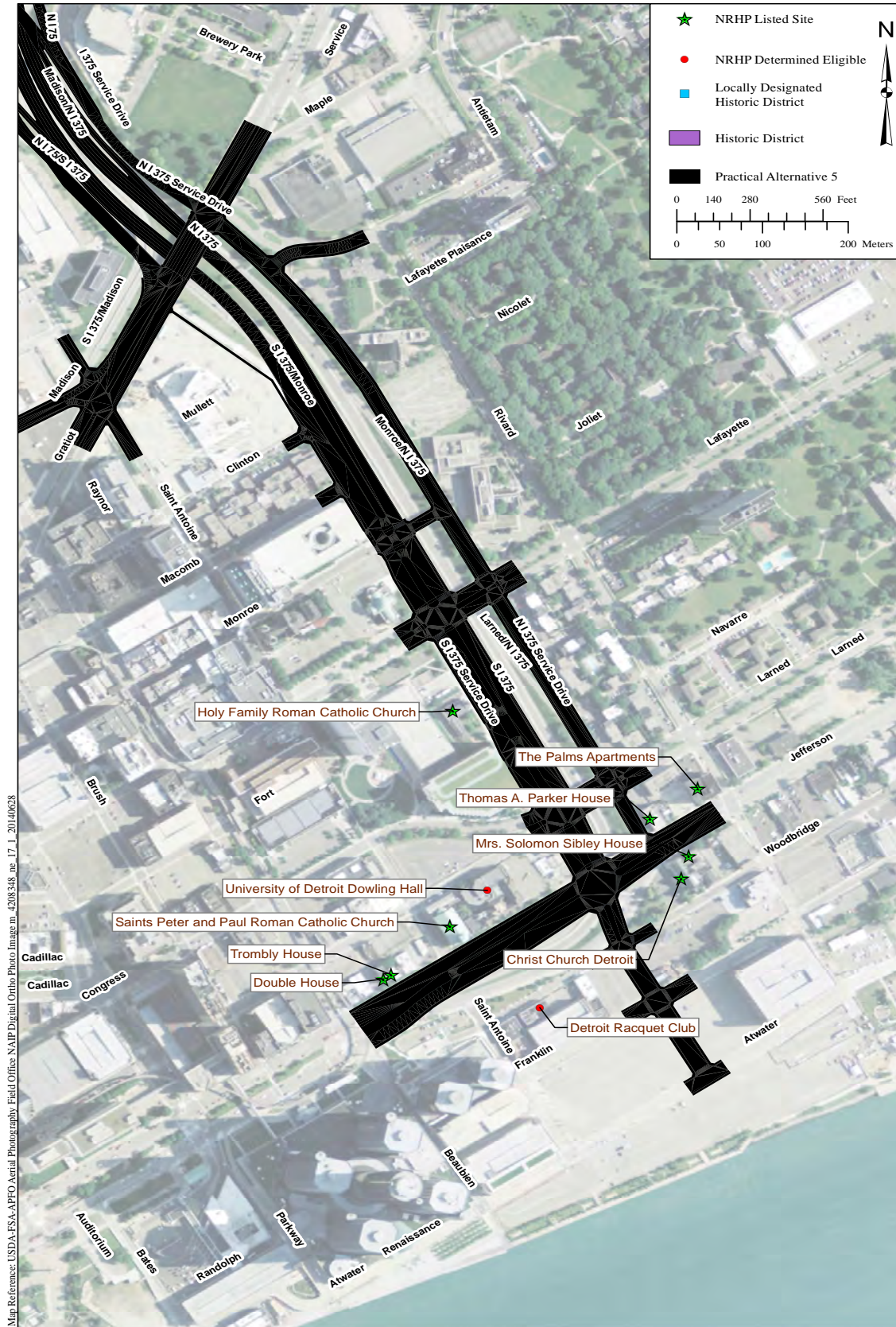
Appendix A

Location of Listed or Determined Eligible Properties in Proximity to the Project

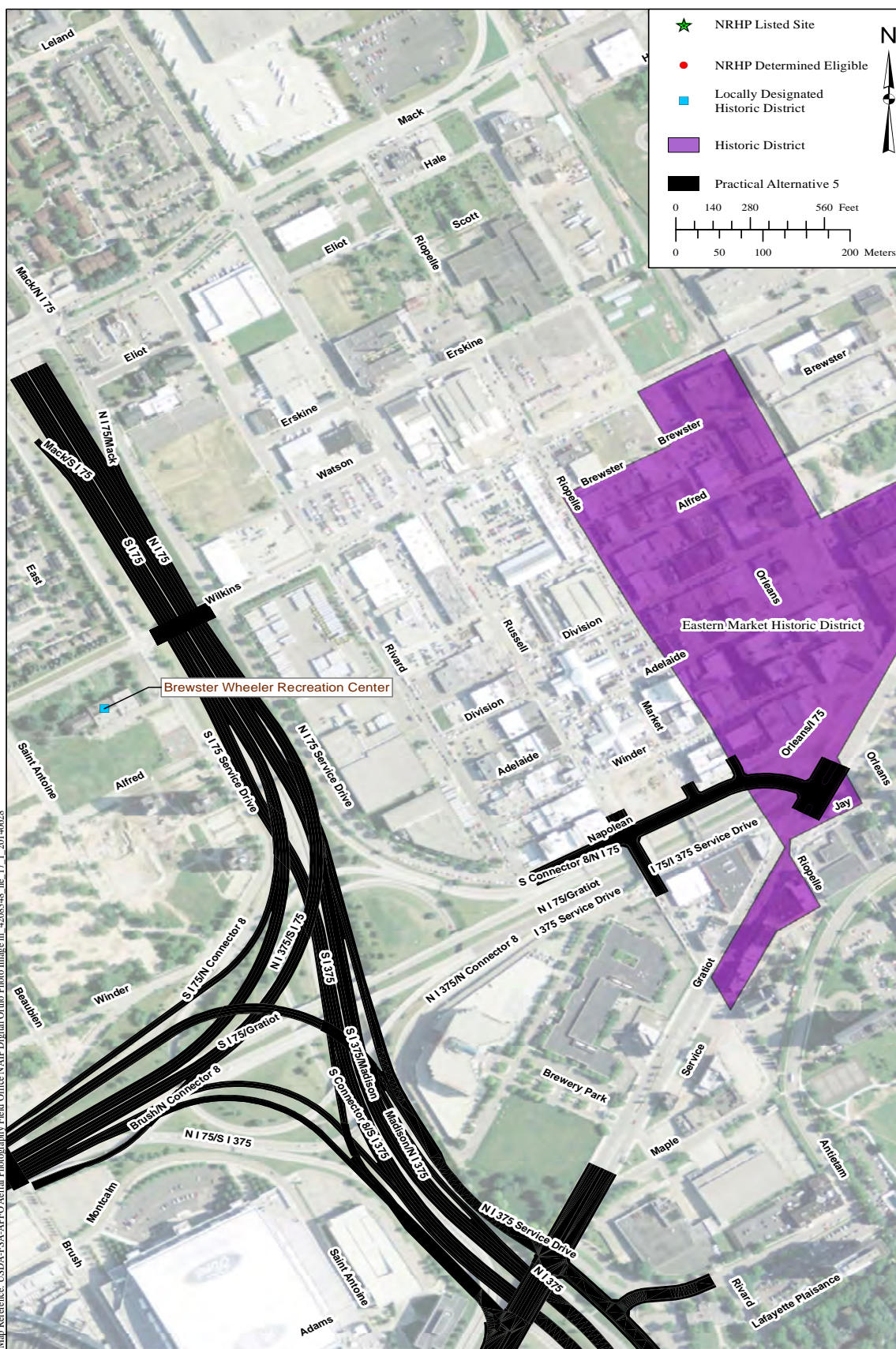


A1. Location of Listed or Determined Eligible Properties in Proximity to the Project





A3. Location of Listed or Determined Eligible Properties in Proximity to the Project



A4. Location of Listed or Determined Eligible Properties in Proximity to the Project

Appendix B

Images of Listed or Determined Eligible Properties in Proximity to the Project



B1. Double House (left), 547-549 East Jefferson Avenue, and Charles Trombly House (right), 553 East Jefferson Avenue, View to the Northeast



B2. Detroit Racquet Club, 626 East Woodbridge Street, View to the Southwest



B3. Saints Peter and Paul Church, 629 East Jefferson Avenue, View to the Northwest



B4. University of Detroit Dowling Hall, 651 East Jefferson Avenue, View to the North-Northwest



B5. Christ Church, 960 East Jefferson Avenue, View to the Southeast



B6. Mrs. Solomon Sibley House/Christ Church Rectory, 976 Jefferson Avenue, View to the Southwest



B7. Thomas A. Parker House, 975 E. Jefferson Avenue, View to the North



B8. The Palms Apartments, 1001 E. Jefferson Avenue, View to the Northeast



B9. Holy Family Church, 641 Walter P. Chrysler Highway, View to the Southwest



B10. Eastern Market Historic District, Russell Street North of East Fisher Service Drive, View to the Northwest



B11. Brewster-Wheeler Recreational Center, 657 Brewster Street, View to the North