

Mr. Reid Nelson
Advisory Council on Historic Preservation
1100 Pennsylvania Avenue NW, Suite 803
Old Post Office Building
Washington, DC 20004

Re: Invitation to Participate in a Memorandum of Agreement for Compliance with
Section 106 of the National Historic Preservation Act (36 CFR. 800 et. seq.).
Springfield, IL, Springfield Rail Improvements Project,
Carpenter Street Underpass

Dear Mr. Nelson:

The Federal Railroad Administration (FRA) invites the Advisory Council on Historic Preservation to participate in a Memorandum of Agreement (MOA) for the Carpenter Street Underpass Project (the Project). The Project is a component of the Springfield Rail Improvements Project (Original Project), for which a Tier 2 Final Environmental Impact Statement (Final EIS), dated November 2012, and a Record of Decision (ROD), executed on December 18, 2012 by the FRA, were completed. The Project is also a component of the larger Chicago to St. Louis High Speed Rail Corridor development in Illinois.

In June 2012, the City of Springfield submitted a Transportation Investment Generating Economic Recovery (TIGER) Discretionary Grant application for construction of the Project. In September 2013, the City was selected to receive TIGER V funding. The improvements identified within the grant include the design and construction of the Carpenter Street underpass.

The Illinois SHPO issued a *No Effect* determination for historic resources in the 2012 ROD, which includes the Carpenter Street underpass. However, a commitment to the ROD includes continued coordination with the Illinois SHPO for the evaluation of potential impacts to unknown archaeological resources within the Original Project area. As a result of this ongoing coordination, various construction segments of the Original Project (including the Project) may adversely affect archaeological resources.

To facilitate compliance with Section 106 of the National Historic Preservation Act, the FRA and the City of Springfield are working closely with the Illinois SHPO to develop a Memorandum of Agreement (MOA) for the Project. The MOA will establish procedures for the evaluation and assessment of effects and potential effects of the proposed undertaking.

FRA respectfully requests that the Council consider FRA's invitation to participate in this process. If you have any questions, or wish to be a party to the MOA, please contact me at (202) 493-6201 or by email at andrea.martin@dot.gov.

Sincerely,

David Valenstein
Chief, Environment and Systems Planning Division
Federal Railroad Administration

232 - 6 - 14

cc:

Anne Haaker, Illinois Historic Preservation Agency
Brad Koldehoff, Illinois Department of Transportation

Enclosures

Memorandum of Agreement among The Federal Railroad Administration, The Illinois Historic Preservation Officer, and the City of Springfield, regarding compliance with Section 106 of the National Historic Preservation Act, as it pertains to the proposed Carpenter Street Underpass, Springfield, Sangamon County, Illinois.

Plan and Schedule for Phase II Archaeological Investigations for the Carpenter Street Underpass, Springfield Rail Improvements Project, Springfield, Illinois.

Phase III Data Recovery Plan (DRP) for National Register Eligible Archaeological Sites Located within the Carpenter Street Underpass Project Area, Springfield, Sangamon County, Illinois.

**MEMORANDUM OF AGREEMENT
AMONG
THE FEDERAL RAILROAD ADMINISTRATION,
THE ILLINOIS STATE HISTORIC PRESERVATION OFFICER,
AND THE CITY OF SPRINGFIELD,
REGARDING COMPLIANCE WITH
SECTION 106
OF THE NATIONAL HISTORIC PRESERVATION ACT,
AS IT PERTAINS TO THE PROPOSED CARPENTER
STREET UNDERPASS,
SPRINGFIELD, SANGAMON COUNTY, ILLINOIS**

Whereas, the Federal Railroad Administration (FRA) has entered into a Transportation Investment Generating Economic Recovery (TIGER) grant agreement with the City of Springfield (CITY), to assist with the construction of an vehicular underpass for the Norfolk- Southern Railroad (NSRR) tracks at their crossing with Carpenter Street (otherwise known as the Carpenter Street Underpass Project) (Project);

Whereas, this undertaking is subject to the provisions of Section 106 of the National Historic Preservation Act of 1966, as amended (NHPA), 16 U.S.C. §470f, and its implementing regulations, 36 C.F.R. part 800; and

Whereas, CITY, in consultation with the FRA, has defined the undertaking's area of potential effect (APE) as the proposed Project area (as shown in Exhibit A); and

Whereas, the FRA, in consultation with the SHPO, has conducted a Phase I archaeological survey within the Project area, and has identified several archaeological sites that warrant Phase II archaeological testing to determine potential National Register of Historic Places eligibility (see attached letter from SHPO dated 21 February 2014); and

Whereas, the Project area is in an urban environment, the majority of which is a paved surface parking lot, making Phase II archaeological testing (and a National Register of Historic Places determination of the archaeological sites) impractical to conduct prior to property acquisition has been completed and the removal of the surface parking lot can be accomplished; and

Whereas, no human remains are expected to be found during archaeological site investigations covered by this MOA; however, if encountered, the provisions of the Illinois Human Remains Protection Act (20 ILCS 3440, 17 IAC 4170) would be followed; and

Whereas, the FRA has made every reasonable effort to avoid and minimize impacts to the archaeological properties in the Project, and potential adverse effects cannot be avoided; and

Whereas, the FRA notified the Advisory Council on Historic Preservation (ACHP) of the preparation of the Memorandum of Agreement (MOA), and **in a letter dated, xxxx the ACHP declined to participate in the consultation for the Project;** and

NOW, THEREFORE, the FRA and the CITY shall ensure that the Project shall be implemented in accordance with the following stipulations to ensure that potential effects on historic properties are taken into account.

STIPULATIONS

The FRA and the CITY shall ensure that the following steps will be undertaken for the Project:

1. ARCHAEOLOGICAL MITIGATION MEASURES

- A. In consultation with the SHPO, the appropriate THPO(s), the FRA, and the other consulting parties, the CITY will evaluate for eligibility all significant historic properties by applying the National Register criteria (36 CFR Part 60.4).
 - 1. For those properties that the CITY, the SHPO/THPO(s), the FRA, and the other consulting parties agree are not eligible for inclusion on the National Register, no further historic properties investigations will be required, and the Project may proceed in those areas.
 - 2. If the survey results in the identification of properties that the CITY, the SHPO/ THPO(s), the FRA, and the other consulting parties agree are eligible for inclusion on the National Register, the CITY shall treat such properties in accordance with Part II below.
 - 3. If the CITY, the SHPO/THPO(s), the FRA, and the other consulting parties do not agree on National Register eligibility, or if the Council or the National Park Service so request, the CITY will request a formal determination of eligibility from the Keeper of the National Register, National Park Service, whose determination shall be final.
- B. CITY shall conduct Phase II archaeological investigations, as outlined in the attached *Plan And Schedule For Phase II Archaeological Investigations For The Carpenter Street Underpass, Springfield Rail Improvements Project, Springfield, Illinois* (Plan and Schedule).
- C. Should significant archaeological sites be encountered, the FRA and CITY will ensure that data-recovery excavations are completed prior to construction, as outlined in the attached Plan and Schedule. Excavations will be conducted by Fever River Research, Inc., and will follow the data-recovery plan presented in the Plan and Schedule.
- D. The CITY will ensure that all reconnaissance surveys and subsurface testing are conducted in a manner consistent with the Secretary of the Interior's *Standards and Guidelines for Identification and Evaluation* (48 FR 44720-23) and take into account

the National Park Service publication *The Archaeological Survey: Methods and Uses* (1978) and any extant or most recent version of appropriate SHPO(s)/THPO(s) guidelines for historic properties reconnaissance surveys/reports, related guidance, etc. The reconnaissance surveys and subsurface testing will be implemented by the CITY and monitored by the SHPO/THPO(s).

2. PROFESSIONAL STANDARDS

The CITY shall ensure that all historic preservation work carried out pursuant to this MOA is completed by or under the supervision of a person or persons meeting, at a minimum, the *Secretary of the Interior's Professional Qualification Standards* in the fields of archaeology and architectural history, as published in 36 CFR Part 61.

3. DURATION

This MOA will be null and void if its stipulations are not carried out within five years from the date of its execution. In such an event, the FRA shall so notify the parties to this MOA and, if it chooses to continue with the Project, then it shall reinstate review of the Project in accordance with 36 CFR Part 800 or the parties may extend the MOA by mutual written consent.

4. POST REVIEW DISCOVERIES

- A. **Human Remains.** In the case of an unanticipated discovery of human remains or burials during Project construction activities, CITY shall halt construction, secure the area, and follow the provisions of the Illinois Human Skeletal Remains Protection Act (20 ILCS 3440, 17 IAC 4170).
- B. **Historic Properties.** In the event of an unanticipated discovery of historic properties during Project construction activities, CITY shall halt construction, secure the area, and consult with the FRA and SHPO for the purposes of Section 106 pursuant to 36 CFR § 800.13(c).

5. DISPUTE RESOLUTION

Should any signatory to this MOA object at any time to any actions proposed or the manner in which the terms of this MOA are implemented, FRA shall consult with such party to resolve the objection. If the FRA determines that such objection cannot be resolved, the FRA will:

- A. Forward all documentation relevant to the dispute, including the FRA's proposed resolution, to the ACHP. The ACHP shall provide the FRA with its advice on the resolution of the objection within thirty days of receiving adequate documentation. Prior to reaching a final decision on the dispute, the FRA shall prepare a written response that takes into account any timely advice or comments regarding the dispute from the ACHP and signatories

and provide them with a copy of this written response. The FRA will then proceed according to its final decision.

- B. If the ACHP does not provide its advice regarding the dispute within the thirty day time period the FRA may make a final decision on the dispute and proceed accordingly. Prior to reaching such a final decision, the FRA shall prepare a written response that takes into account any timely comments regarding the dispute from the signatories to the MOA and provide them and the ACHP with a copy of such written response.
- C. The parties' responsibilities to carry out all other actions subject to the terms of this MOA that are not the subject of the dispute remain unchanged.

6. AMENDMENTS

This MOA may be amended when such an amendment is agreed to in writing by all signatories. The amendment will be effective on the date a copy signed by all of the signatories is filed with the ACHP.

7. TERMINATION

If any signatory to this MOA determines that its terms will not or cannot be carried out, that party shall immediately consult with the other parties to attempt to develop an amendment. If within thirty days an amendment cannot be reached, any signatory may terminate the MOA upon written notification to the other signatories. Once the MOA is terminated and prior to work continuing on the undertaking, the FRA must request, take into account, and respond to the comments of the ACHP under 36 CFR § 800.7. The FRA shall notify the signatories as to the course of action it will pursue.

Execution of this MOA by the FRA, SHPO, and CITY and the implementation of its terms evidence that FRA has taken into account the effects of this undertaking on historic properties and afforded the ACHP an opportunity to comment.

FEDERAL RAILROAD ADMINISTRATION

By: _____ Date: _____

ILLINOIS STATE HISTORIC PRESERVATION OFFICER

By: _____ Date: _____

CITY OF SPRINGFIELD

By: Michael Hoover^{TS} Date: 6/18/2014

and provide them with a copy of this written response. The FRA will then proceed according to its final decision.

- B. If the ACHP does not provide its advice regarding the dispute within the thirty day time period the FRA may make a final decision on the dispute and proceed accordingly. Prior to reaching such a final decision, the FRA shall prepare a written response that takes into account any timely comments regarding the dispute from the signatories to the MOA and provide them and the ACHP with a copy of such written response.
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FEDERAL RAILROAD ADMINISTRATION

By: 

Date: 5/14/14

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- B. If the ACHP does not provide its advice regarding the dispute within the thirty day time period the FRA may make a final decision on the dispute and proceed accordingly. Prior to reaching such a final decision, the FRA shall prepare a written response that takes into account any timely comments regarding the dispute from the signatories to the MOA and provide them and the ACHP with a copy of such written response.
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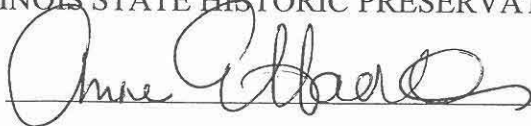
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ILLINOIS STATE HISTORIC PRESERVATION OFFICER

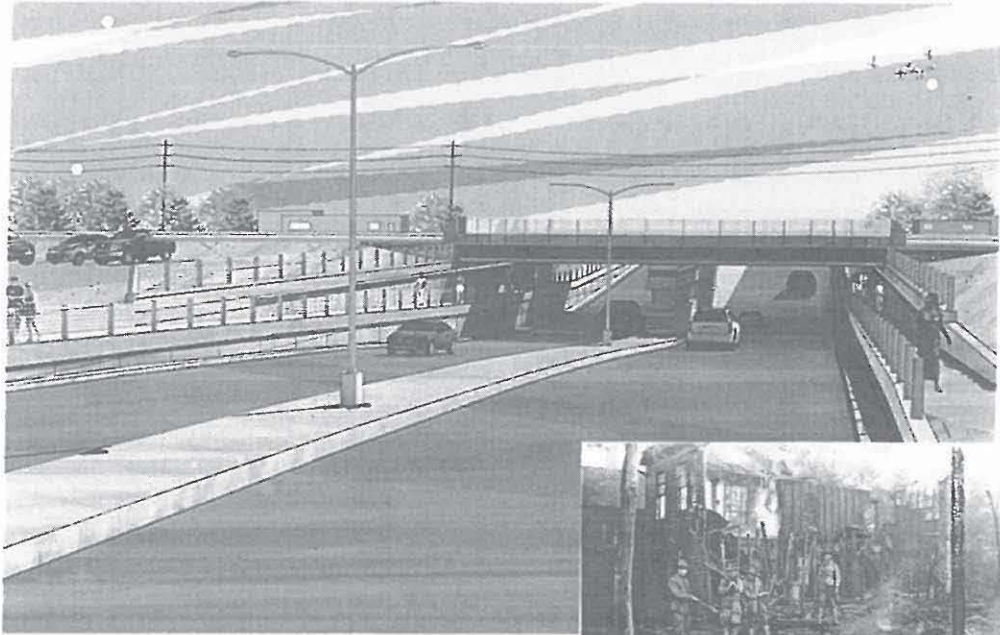
By: _____



Date: _____

5/27/14

**PLAN AND SCHEDULE FOR
PHASE II ARCHAEOLOGICAL INVESTIGATIONS
FOR THE CARPENTER STREET UNDERPASS,
SPRINGFIELD RAIL IMPROVEMENTS PROJECT,
SPRINGFIELD, ILLINOIS**



Renderings courtesy of RDG Planning & Design n



by
Floyd Mansberger

Fever River Research, Inc.
Springfield, Illinois

Prepared for
Hanson Professional Services Inc.

March 2014

Introduction

The City of Springfield proposes to construct a vehicular underpass along Carpenter Street (between Ninth and Eleventh Streets). This underpass will replace a grade-level rail crossing for the Norfolk Southern Corporation's rail line, which runs along Tenth Street. This proposed construction is the first stage of the greater Springfield Rail Improvements Project, which is part of the Illinois High-Speed Rail Chicago to St. Louis program. The Springfield Rail Improvements Project involves the consolidation of rail lines in Springfield along Tenth Street, and improving rail crossings throughout the city.¹ The project ultimately will involve the reconstruction of approximately four miles of new rail corridor, eight new underpasses, one new overpass, and reconstruction of four existing underpasses, and ultimately will reduce the number of at-grade rail crossing in the city from 68 to 32 (<http://www.hanson-inc.com/news.aspx?page=news-release-text&articleid=hanson-submits-preliminary-plans-for-carpenter-str>; <http://springfieldrailroad.com/newsiteD>).

Participants in the Springfield Rail Improvements Project include the City of Springfield, the Illinois Department of Transportation (IDOT), the Federal Railroad Administration (FRA), the Illinois Commerce Commission (ICC), Norfolk Southern Corporation, and the Union Pacific Railroad Corporation. Funding sources for this project are varied, and include major sources of federal funding, including a Transportation Investment Generating Economic Recovery (TIGER) grant, as well as monies from the Grade Crossing Protection Funds managed by the ICC.

The Carpenter Street Underpass project area is identified as the western side of the existing Tenth Street right-of-way beginning a half block north of Carpenter Street and proceeding south to Madison Street (Figures 1-3). The proposed new right-of-way is approximately 130' wide on the north end of the project area (near Carpenter Street) and 75' wide on the south end of the project area (at Madison Street). Additionally, approximately 50' of new right-of-way along the north side of Madison Street (from Ninth to Tenth Street) and 40-45' along both the north and south sides of Carpenter Street (from Ninth to Tenth Street) are required for development of the underpass. The majority of the project area currently is a paved surface parking lot (see Figures 1-4). A single late twentieth century commercial building is located on the north end of the project area.

¹ The purpose of the Springfield Railroad Improvements Project is to accommodate a projected increase in passenger and freight rail traffic through Springfield in the near future. There presently are three principal rail lines passing through Springfield: the Union Pacific (UP) Railroad, which runs down Third Street; the Norfolk Southern (NS) Railroad, following Tenth Street; and the Canadian National (CN) Railroad, centered on Nineteenth Street. The UP alone expects to increase the number of freight trains it runs through the city per day to twenty-two over the next few years. In the event funding is secured for high-speed passenger service between Chicago and St. Louis, eighteen passenger trains could also pass through Springfield on the UP's tracks per day, thereby bringing the total daily traffic on this line to forty trains (a figure independent of the current or future traffic on the NS and CN lines). An increase in the rail traffic of this magnitude will present significant challenges to the residents of Springfield-challenges the Springfield Railroad Improvement Project will address.

In compliance with the provisions of Section 106 of the National Historic Preservation Act of 1966 (36 CFR 800, et. seq.), it is the responsibility of the City of Springfield to assess the impact of the proposed construction activity associated with the new underpass on the historic resources within the project area. With this goal in mind, a Phase I archaeological survey was conducted by Fever River Research (Springfield) under subcontract to Hanson Professional Services, Inc. (Springfield, Illinois) in early 2014 (Mansberger and Stratton 2014). The following is a plan and schedule for conducting the Phase II archaeological testing of the Carpenter Street Underpass project area.

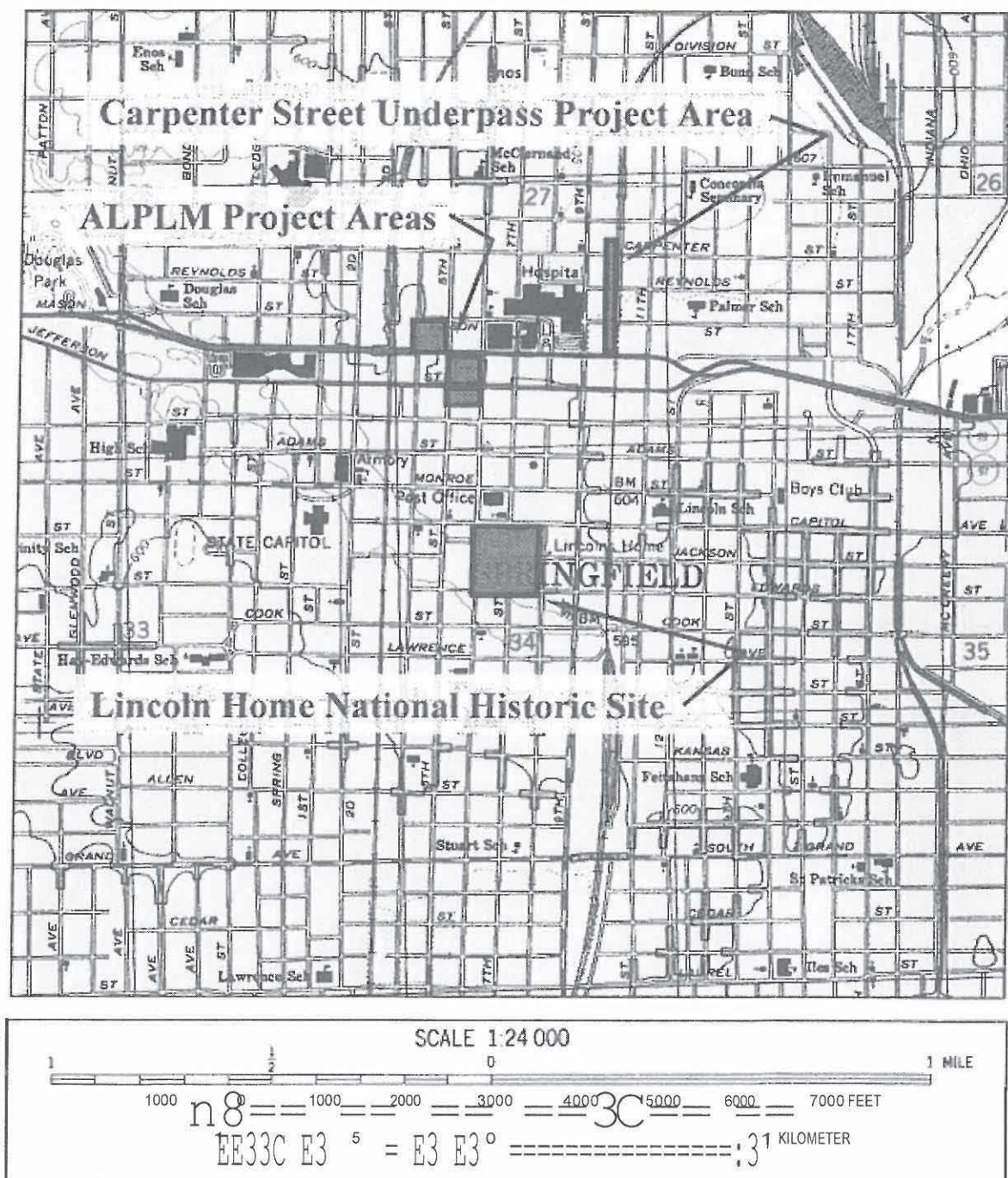


Figure 1. Location of the proposed Carpenter Street Underpass in Springfield, Illinois (*Springfield West, IL 7.5-minute U.S.G.S. topographic map, 1998*). The location of both the Lincoln Home National Historic Site, and the Abraham Lincoln Presidential Library and Museum (ALPLM) project area also are indicated. Significant subsurface archaeological resources have been identified in both urban areas.

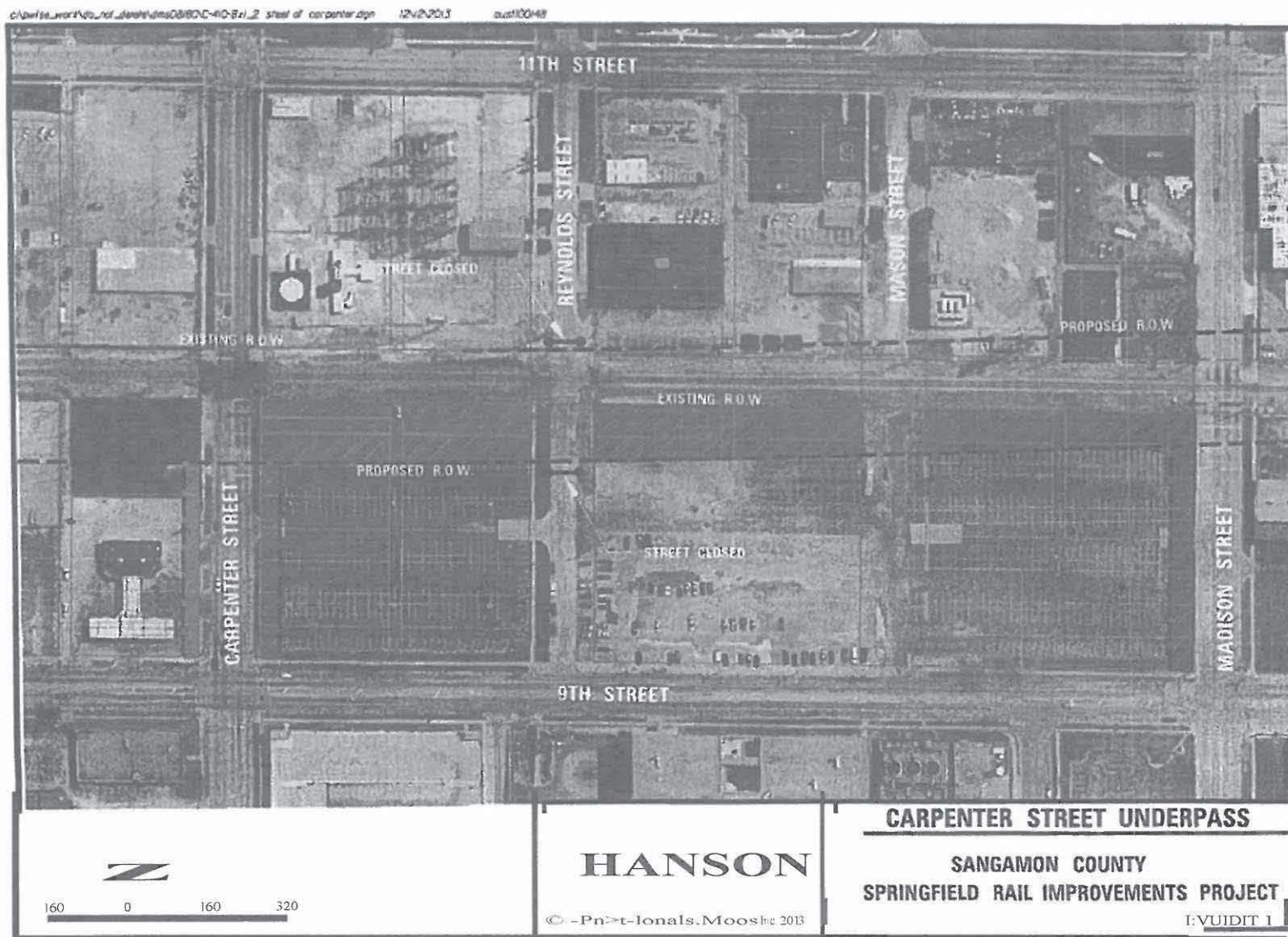


Figure 2. Location of the proposed Carpenter Street Underpass in Springfield, Illinois (Hanson Professional Services, Inc. 2013). The areas of new right-of-way are color coded (red, green, and blue) by existing property owner.

Results of the Phase I Archaeological Survey

As the project area was in an urban environment with no ground surface visibility (which precluded a traditional archaeological survey), the objective of the Phase I archaeological survey conducted for the Carpenter Street Underpass was the preparation of a model for predicting the probability of intact archaeological resources in the project area. The modeling was based on two primary factors: 1) the probability of early archaeological resources with good integrity being present (based on a thorough archival review); and 2) the potential of the archaeological resources having a significant research potential (i.e. can provide significant data to address relevant research questions). A greater emphasis was placed on early archaeological resources, with 1870 serving as the benchmark date. Later archaeological components do exist within the project area but are considered to have less significance— one exception being those specifically related to the 1908 Race Riot, as was discussed in the Phase I report. As part of this model, all parcels of ground in the project area were assigned one of four rankings (Very Low Probability, Low Probability, Moderate Probability, or High Probability).

The Carpenter Street Underpass project area consists of four discreet areas located along the west side of the Tenth Street rail corridor (see Figure 2). From north to south, these consist of: 1) an area north of Carpenter Street (in Block 6, Wells and Peck's Addition), 2) an area bounded by Carpenter and Reynolds Street (in Block 11, Wells and Pecks Addition), 3) an area bounded by Reynolds and Mason Street (in Block 14 Wells and Pecks Addition), and 4) an area bounded by Mason and Madison Streets. The later parcel, located on the far southern end of the project area, is comprised of two parcels of land from two separate additions to the City, which together form the typical city block. The eastern third of this block— and that portion which comprises the majority of the project area in this block— was platted as Block 3 of the Jonas Whitney Addition. The western two-thirds of this block— only a small portion of which, fronting Madison Street, is located within the project area— was platted as Block 17 of Wells and Pecks Addition. As discussed earlier, both additions were platted during the later 1830s (circa 1836-37).

The results of the Phase I survey are detailed in the report entitled *A Cultural and Historical Resources Study for the Proposed Carpenter Street Underpass, Springfield Rail Improvements Project, Springfield, Illinois* (Mansberger and Stratton 2014). The potential for archaeological resources, as determined by the variety of cartographic and historical resources available for each of these parcels and discussed in detail in the above referenced report, is summarized below (see also attached Figure 3).

Areas identified as *Very Low Potential* on the map indicates that no early (pre-1870) resources were identified for this area. The only areas falling into this category are Lots 1 and 15-16 of Block 11, which were developed between 1873 and 1896.

Areas identified as *Low Potential* indicate 1) that historic resources associated with a pre-1870 component were identified for this area but 2) that these resources have a low research potential. Low research potential may be due to loss of integrity, caused by subsequent building construction (particularly in the case of buildings with deep basements) or other disturbance. Such is the case with Lots 1-2 of Block 14, which is the site of an early house pre-dating 1854 and destroyed prior to 1867, but which also witnessed multiple later building episodes involving

multiple dwellings and (later on) a wholesale grocery store. Lot 2 of Block 11 also was developed prior to 1870, but the early house here was replaced by a second-generation dwelling later in the century, which likely impacted the earlier resources. The accessibility of archaeological resources (and/or the presence of the resource within the project area) also impacts research potential. The project area includes narrow easements along both sides of Carpenter Street (impacting Lots 9-14 of Block 6 and Lots 3-8 of Block 11) and along the north side of Madison Street (impacting Lots 9-12 of Block 17). Most of the lots in question were developed prior to 1870; indeed several of those on Block 17 had been built up by 1854. Even so, the easements will encroach upon only what historically were the front yards of these properties and possibly clip the front edge of whatever building remains may still be present as well. The rear yards of these properties—typically the most fertile area of archaeological investigation—generally will not be impacted. One exception to this is that portion of the easement along Madison Street through Block 3, which represented the rear yard of the South 80' of Lots 12-16 historically (and associated with the Westenberger family early on). This segment of the easement has a higher probability of archaeological resources being present.

Areas identified as *Moderate Potential* indicate that 1) historic resources associated with a pre-1870 component were documented for this area and 2) that subsequent disturbances associated with the construction of later buildings have occurred but the extent of its impact to the early archaeological component remains undetermined. One area considered to have moderate potential is Lots 15-16 of Block 6. Both lots were developed in the late 1850s or early 1860s but have seen later building activity. A small commercial building was erected on the rear of Lot 16 early in the twentieth century, and a modern commercial structure has since been erected on the two lots. While this later construction activity likely impacted the early domestic component to some degree, the extent of damage remains to be determined. The use of a slab foundation for the modern commercial building may have had a minimal impact on the subsurface archaeological resources in this area. Another area of moderate potential is the northern three-quarters of Lots 1-4 of Block 3. This area was fully developed by 1867, with some parcels having houses on them by 1854. By the late nineteenth century, this area had become a black enclave, which would be targeted in the 1908 Race Riot. As such, it represents a prime area of research potential. Yet, the construction of a large building here by the Barker Lubin Company in the middle twentieth century raises questions as to integrity of the subsurface archaeological resources. However, if this building had a slab foundation (as we suspect it did) its construction and subsequent demolition may have had minimal impact on these resources.

Areas identified as *High Potential* indicate that 1) historic resources associated with an early component (pre-1870s) were documented for this area and 2) subsequent disturbances associated with later construction are suspected as being light. These areas also have a direct association with several significant research themes, including the early period of settlement in Springfield, the city's Portuguese community (one of the earliest in the Midwest), and the 1908 Race Riot. Two of these themes overlap on Block 3, which contained early-settlement-period housing that later was occupied by black residents and destroyed during the race riot. The south 40' of Lots 1-4 and Lots 13-16 of Block 3 appear to have been exposed to limited construction activity after 1908, being left vacant initially, later incorporated into the Barker Lubin lumber yard, and finally used as a surface parking lot. Similarly, mid-nineteenth-century buildings on Block 14 persisted post-1950 and were later replaced by a parking lot. Springfield's early Portuguese community

on the Near North Side extended onto Block 14, and two lots here within the project area were developed by and occupied by Portuguese immigrants in the late 1850s— specifically Lot 15, which had a residence, and Lot 16, with a grocery store. These buildings persisted post-1950 and were later replaced by a parking lot. Should subsurface resources (such as privy pits, carriage houses, cisterns, and rear yard middens) remain intact on Blocks 3 and 14 they would have the potential to contribute significantly to our understanding of early lifeways in Springfield, including those related to several immigrant groups— the Portuguese, of course, but also Germans as represented by the Westenberger family on Block 3. The archaeological resources on Block 3 also offer the potential to illuminate the material culture of blacks in Springfield at the tum of the twentieth century. Indeed, the fact that this block was cleared of housing in one devastating event and never reoccupied, presents a unique opportunity to examine one enclave of black residents at one pivotal point in time. The archaeological resources may represent a significant alternative source of information on a community that often was neglected or painted in an unfavorable light by contemporary written sources.

In a letter dated February 21, 2014, the Illinois State Historic Preservation Officer stated that "Phase II archaeological investigations to evaluate the significance of these sites [identified in the Phase I survey report] will be necessary prior to construction [of the Carpenter Street Underpass] (Letter from Anne Haaker, Deputy State Historic Preservation Officer, IHPA to Floyd Mansberger, Fever River Research, Springfield, Illinois). On February 28, 2014, Mr. Kevin Seals (Hanson Professional Services, Inc.) and Floyd Mansberger (Fever River Research, Inc.) met with Ms. Anne Haaker (Deputy SHPO, IHPA) and Mr. Joseph Phillippe (Chief Archaeologist, IHPA) regarding the implementation of the Phase II investigations requested by the IHPA. The "*Plan and Schedule ...*" presented here is a result of that discussion.

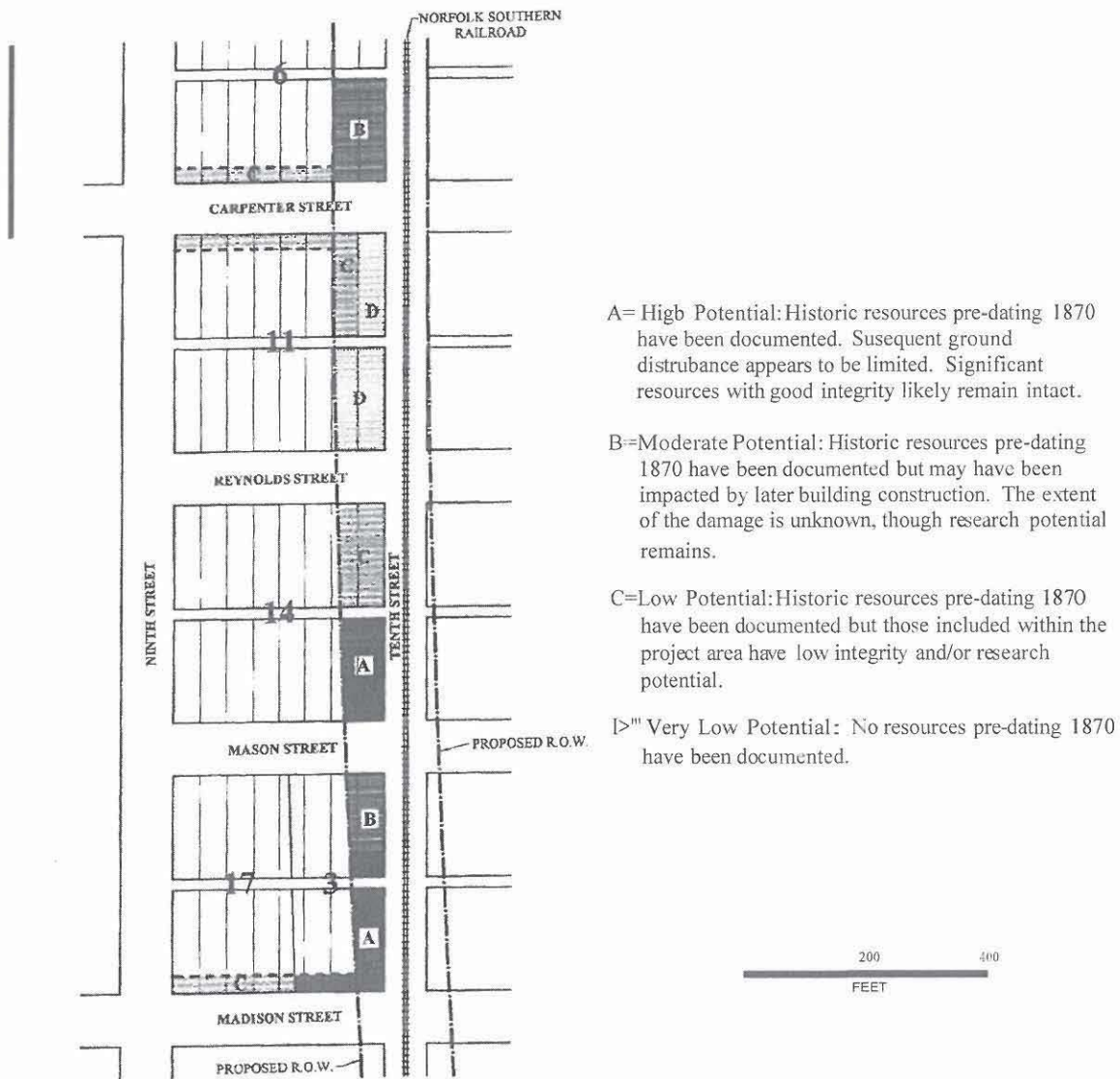


Figure 3. View of the Carpenter Street Underpass project area illustrating the archaeological probability areas, as discussed in the Phase I archaeological report (Mansberger and Stratton 2014).

Plan and Schedule of Proposed Phase II Archaeological Testing

The Phase II archaeological testing will require the excavation of multiple backhoe trenches within the areas of "High Potential" and "Moderate Potential" (identified as Areas A and B, respectively on the accompanying Figure 3). Areas ranked "A" and "B" comprise two distinct areas within the Carpenter Street Underpass project area. The smaller of the two areas is located north of Carpenter Street, and is referred to as the South Part, Block 6. Currently a modern, commercial building, believed to be sitting on a slab foundation, is present on this property. The Phase II investigations of this particular parcel will consist of the monitoring of the demolition of the building and removal of the construction debris by the General Contractor. Should archaeological resources be encountered, the General Contractor shall allow the archaeologist sufficient

The largest of the two areas ranked "A" and "B" consists of a long, narrow, trapezoidal area that is approximately 900' long stretching from the alley located between Reynolds and Mason Street south to Madison Street. This area is approximately 110' wide on its north end and constricts down to approximately 60' in width on its south end. This area is comprised of three separate parcels of ground, as defined by the existing streetscape, and from north to south is referred to as 1) South Part, Block 14, 2) North Part, Block 3, and 3) South Part, Block 3.

Upon commencement of construction, the General Contractor, working with an archaeologist, will remove the existing pavement and subsurface gravels and/or underlayment in these three areas to a depth at or near the base of the parking lot gravels. Pavement stripping should begin at the midpoint of Block 14 (at the alley between Reynolds and Mason Street), and extend south to the north side of Madison Street (which would encompass all of those areas with an "A" and "B" ranking in this area). Pavement stripping will extend laterally from the existing Norfolk Southern Railroad right-of-way, west to the proposed project construction limits. The Contractor shall allow this area to remain open for a period of time sufficient for a professional archaeologist to conduct subsurface trenching and subsequent archaeological investigations, if required.

Upon completion of the pavement removal, archaeologists will excavate a series of backhoe trenches in each of the three areas to determine the presence or absence of subsurface features. The number, size, and location of backhoe trenches excavated in each block will be determined in consultation with the SHPO's Chief Archaeologist (Preservation Services Division, Illinois Historic Preservation Agency). It is anticipated that minimally two to three 5'-wide backhoe trenches will be excavated in each of the three parcels. These backhoe trenches will be oriented with their long axis running north/south, and will be excavated to determine the presence or absence of subsurface archaeological features. Should subsurface archaeological features be encountered, they will be sufficiently investigated (minimally mapped in plan view and photographed) to determine their potential significance. During the course of these Phase II investigations, additional site-specific documentary research, particularly early chain-of-title research and a more thorough understanding of the early city directories, will be conducted. The archaeological testing shall be commenced immediately upon completion of the pavement stripping by the General Contractor.

Phase II archaeological testing will not be conducted in areas of Low and Very Low Probability (identified as Areas C and Don accompanying Figure 3).

Upon completion of the Phase II testing, if historic properties are identified by the archaeologists, and adverse impacts cannot be avoided, the following steps will be undertaken by Fever River Research, Inc. (in coordination with the CITY and FRA; as outlined in the subject *Memorandum of Agreement*): 1) shall seek SHPO concurrence in the identification of historic properties, and the finding of "Adverse Effect," and 2) shall carry out the provisions of the treatment plan for mitigating the Adverse Effect of the undertaking on the significant archaeological sites (consisting of data-recovery excavations as outlined in the attached Data Recovery Plan).

References Cited

Mansberger, Floyd and Christopher Stratton

2012 *A Cultural and Historical Resources Study for the Proposed Carpenter Street Underpass, Springfield Rail Improvement Project, Springfield, Illinois.* Fever River Research, Springfield, Illinois.

ATTACHMENT I

Mitigation Plan for the Carpenter Street Underpass Project

TO BE ATTACHED

**PHASE III DATA RECOVERY PLAN (DRP)
FOR NATIONAL REGISTER ELIGIBLE ARCHAEOLOGICAL SITES
LOCATED WITHIN
THE CARPENTER STREET UNDERPASS PROJECT AREA,
SPRINGFIELD, SANGAMON COUNTY, ILLINOIS**

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INTRODUCTION

The following document presents a program of scientific data recovery that will be implemented to mitigate the adverse effects of the construction of the Carpenter Street Underpass (located between Ninth and Eleventh Streets) on the subsurface archaeological resources determined eligible for listing on the National Register of Historic Places. The Carpenter Street Underpass project area is identified as the western side of the existing Tenth Street rail right-of-way beginning a half block north of Carpenter Street and proceeding south to Madison Street (Figures 1-2). The proposed new right-of-way is approximately 130' wide on the north end of the project area (near Carpenter Street) and 75' wide on the south end of the project area (at Madison Street). Additionally, approximately 50' of new right-of-way along the north side of Madison Street (from Ninth to Tenth Street) and 40-45' along both the north and south sides of Carpenter Street (from Ninth to Tenth Street) are required for development of the underpass. The majority of the project area currently is a paved surface parking lot.

The Carpenter Street Underpass project area consists of four discreet areas located along the west side of the Tenth Street rail corridor (see Figure 2). From north to south, these consist of: 1) an area north of Carpenter Street (in Block 6, Wells and Peck's Addition), 2) an area bounded by Carpenter and Reynolds Street (in Block 11, Wells and Pecks Addition), 3) an area bounded by Reynolds and Mason Street (in Block 14 Wells and Pecks Addition), and 4) an area bounded by Mason and Madison Streets. The later parcel, located on the far southern end of the project area, is comprised of two parcels of land from two separate additions to the City, which together form the typical city block. The eastern third of this block— and that portion which comprises the majority of the project area in this block— was platted as Block 3 of the Jonas Whitney Addition. The western two-thirds of this block—only a small portion of which, fronting Madison Street, is located within the project area—was platted as Block 17 of Wells and Pecks Addition.

The sites to be investigated were initially documented by Fever River Research in the Phase I archaeological report entitled *A Cultural and Historical Resources Study for the Proposed Carpenter Street Underpass, Springfield Rail Improvements Project, Springfield, Illinois* (Mansberger and Stratton 2014a). Whereas, the project area is in an urban environment, the majority of which is a paved surface parking lot, Phase II archaeological testing (and National Register of Historic Places determination of the archaeological sites) was impractical to conduct prior to completion of the property acquisition (and the removal of the surface parking lot), and as such a *Memorandum of Agreement* (MOA) was entered into between the City of Springfield, the Federal Railroad Administration, and the Illinois State Historic Preservation Officer outlining the commitment by the City of Springfield and the FRA to conduct Phase II investigations within the High Probability ("A") and Moderate Probability ("B") areas identified in the Phase I report, after completion of land acquisition (and during the early stages of the Carpenter Street Underpass project construction activity, as outlined in the attached *Plan And Schedule For Phase II Archaeological Investigations For The Carpenter Street Underpass, Springfield Rail Improvements Project, Springfield, Illinois* Mansberger and Stratton 2014b). The consulting parties also agreed, should any archaeological sites be determined eligible for listing on the National Register of Historic Places, and these sites could not be avoided by the proposed construction activity, that the accepted treatment plan for mitigation would be the implementation of this Data Recovery Plan. As of the writing of this data recovery plan, Phase II archaeological testing has not been conducted and no sites have, as yet, been identified as being eligible for listing on the National Register.

The Phase III cultural resource mitigation plan proposed here will be conducted by Fever River Research (Springfield) under contract with the Hanson Professional Services, Inc. (and the City of Springfield). All work will be conducted under the guidance of Floyd Mansberger, principal of Fever River Research. Mansberger meets, and exceeds, the *Secretary of the Interior's Professional Qualification Standards* in the fields of archaeology and architectural history, as published in 36 CFR Part 61. All work conducted by Fever River Research, under the guidance of Mansberger, will be conducted in a manner consistent with the Secretary of the Interior's *Standards and Guidelines for Archaeology and Historic Preservation* (48 FR 44716), and "The Treatment of Archaeological Properties" published in 1980 by the Advisory Council on Historic Preservation.

This Data Recovery Plan will be implemented only if the City of Springfield, Federal Railroad Administration, and the Illinois State Historic Preservation Officer have jointly agreed that the historic sites determined to be eligible for listing on the National Register of Historic Places (as per Criterion D), and that these resources cannot be avoided.

This Data Recovery Plan (DRP) is divided into the following sub-tasks: Pre-Field Investigations, Coordination and Literature Review, Archaeological Field and Laboratory Methods, and Cultural Resources Evaluation Report.

RESEARCH POTENTIAL

Mansberger, Stratton and Lowry (2000) present a detailed historical context for early Springfield. As this report indicates, although much has been written about the early history and architecture of the community, much of this work is based on very limited primary source material and has failed to focus on detailed, site-specific research. For a community of its size and historic significance, Springfield has had comparatively little archaeology done within it, though intensive investigations have been conducted over an extended period within the Lincoln Home neighborhood by the National Park Service (in an area initially settled during the middle 1830s and outside of the Original Town Plat). Another notable exception is the archaeological investigations conducted prior to the construction of the Abraham Lincoln Presidential Library and Museum. The latter project, conducted in several phases, involved the excavation of portions of three city blocks located within the Original Town Plat, in close proximity to the Public Square. These excavations revealed a wealth of information regarding the early formative years of the community and subsequent development. They also illustrated the high probability of early archaeological features surviving intact, with good integrity, in an urban mature environment, even after subsequent episodes of redevelopment.

The identification of cultural deposits within the Carpenter Street Underpass project area has the potential to contribute dramatically to our understanding of lifeways in Springfield during the nineteenth and early twentieth centuries. The project area is located within the Springfield's Near North Side, an area that was platted in the middle 1830s and was well developed by the Civil War. Interposed as it was between the Central Business District and the fashionable Enos Park Neighborhood to the north of it, the Near North Side was a mixed area in respect to its structural composition and resident population during the nineteenth century. Though predominately residential in character initially, the Near North Side also featured scattered businesses, particularly on its southern edge close to the Central Business District. Commercial activity within the neighborhood would expand during the twentieth century. The resident population in the middle nineteenth century included native-born Americans, as well as immigrants from Germany, Ireland, and the Portuguese-controlled Madeira Islands. The latter group was especially noteworthy, as it represented one of the earliest and largest Portuguese settlements in the Midwest. A significant Jewish population resided in the neighborhood during this period as well.

The Near North Side, in a sense, served as a "gateway" neighborhood, where newcomers of divergent backgrounds and lower-to-middle-income status first laid down roots in Springfield. It offered affordable housing and was in close proximity to the Central Business District. These same features attracted Springfield's growing black population to the neighborhood during the late nineteenth century. By the early twentieth century, the current project area represented the western extension of the so-called "Badlands," where a large number of blacks resided. The Badlands was the scene of widespread destruction and violence during the 1908 Springfield Race Riot. The Race Riot was a seminal event in the history of Springfield, as well as that of the current project area, as it was point where the white assault on the Badlands began and multiple black-occupied residences within it were destroyed.

The archaeological resources within the current project area have the potential to provide

significant information for the period 1840-1910, a timeframe during which Springfield developed from raw frontier community of several thousand to a mature urban, industrial center. These resources may provide important site-specific data, and may also compliment data previously yielded from the investigation at the Lincoln Home neighborhood and the Abraham of the Presidential Library and Museum (particularly for comparative purposes). Although several research questions can be addressed by the mitigation of the current project area, this data recovery plan focuses on the recovery of information relevant to four research issues, which are discussed below.

- 1) Changing Structure of the Urban Landscape. Little is known about the structure of the urban house lot during the initial years of settlement within Springfield. Spatial requirements (both within the dwelling as well as the surrounding yardscape) vary between ethnic, regional, and/or racial groups (German versus Irish; Southern versus Northern; white versus black), and between socio-economic strata (the working class versus merchant class). Similarly, changing technologies and cultural values affect the layout of the urban house lot. Documentary research found great diversity among the residents within the current project area between 1840 and 1910.

Research questions to be addressed by the data include: "What are the domestic and commercial requirements of the early pioneer family during the nineteenth century?"; "How did these conditions differ from that of their neighbors?"; and "How did changing technologies (particularly associated with new sanitary, food preparation, and heating improvements) affect the domestic needs of these families through the late nineteenth and early twentieth centuries?".

Our research will focus predominately on defining the structure of the house lot and how it changed through the years. The changing structure of the site as determined from the mapping of structural features, subsurface pits, and activity areas within the greater yard will be used to address these questions. Besides more traditional feature types (such as wells, cisterns, cellars, and structural foundations), the variation in midden content will be sought in an effort to characterize various activity areas associated with the early components.

- 2) Consumer Choices and/or Quality of Life Standards. Tied closely to the above discussion of the structure of the urban landscape, is the discussion of the socio-economic well-being of the occupants of the site. Any discussion of the various components must also attempt to address such questions as: "What was the quality of life of the household that occupied this site?"; "Do the divergent data sets (architectural remains, ceramic and glass tablewares, and dietary remains) from this site reflect similar quality of life assessments of the site occupants?"; "If not, what does the divergent data sets tell us about the character of the early lifeways?"; "Does the quantity and quality of material goods and dietary remains found at this site bespeak of a working class or merchant class family?"; "Does the material goods consumed and dietary remains recovered from this site reflect various ethnic, racial, or socio-economic characteristics of the site's occupants?" Answers to these questions can be sought from the material culture remains from the subsurface features (such as filled cellars, cisterns) and middens at this site. The physical remains of the glass and ceramic tablewares, teawares, and crockery, as well as the faunal and floral remains recovered from the features

will lend themselves to addressing these questions.

- 3) Early Portuguese Community in Springfield: Several Portuguese families are known to have resided within the current project area. They were part of a colony Portuguese who settled in Springfield, en masse in 1849, after fleeing the Madeira Islands due to persecution by authorities for their adherence to the Presbyterian faith. The community established itself on the Near North Side and long remained a presence in the neighborhood. As noted above, this one of the earliest and largest Portuguese settlements in the Midwest. The Portuguese-owned properties within the project areas included a residence and a grocery store (possibly with living quarters above), both of which had been constructed by the late 1850s. Research questions related to the Portuguese primarily revolve around ethnic identity and rate of assimilation. Ethnic identity can be expressed in a number of ways, including language, religion, clothing, customs, and foodways. Although archaeology can not address all of these points of expression (language for instance), it can address others to varying degrees (depending on the material recovered)— particularly foodways. Research questions to be addressed by the data include: "Does the cultural material convey a Portuguese identity?"; "What was the standard living of the immigrants, a decade after their arrival in Springfield?"; "How do these Portuguese-occupied properties compare/contrast to those of their neighbors, in respect to site structure and material goods?"; and "Does the material recovered from the store indicate an orientation towards a Portuguese clientele, or general population?"

- 4) 1908 Springfield Race Riot: By circa 1900, Block 3 on the southern end of the project area largely was occupied by lower-income black families, many of whom experienced the horror of the race riots of 1908 personally. At least four houses facing Tenth Street on this block were torched during the riot, with another two dwellings fronting Madison Street also destroyed. The archaeological resources located within the immediate project area potentially would represent the physical remains of these houses— with the rear yard activity areas being located just outside of the project area. Nonetheless, the houses still have the potential to contribute to our understanding of the dynamics of urban life in Springfield during the nineteenth and early twentieth century years. Post-riot, early-twentieth-century improvements to the project area were limited and not substantial enough to have significantly impacted the earlier archaeological resources. Indeed, the fact that this block was cleared of housing in one devastating event and never reoccupied, presents a unique opportunity to examine one enclave of black residents at one pivotal point in time. The archaeological resources may represent a significant alternative source of information on a community that often was neglected or painted in an unfavorable light by contemporary written sources. Research questions to be addressed by the data include: "What were the living standards of the occupants at the time of the riot?"; "Do the houses deserve the characterization as 'shanties' or 'huts', as so labeled by contemporary sources?"; and "To what degree do the material remains challenge or support contemporary accounts of black living standards in the Badlands?"

METHODS AND TASKS OF THE DATA RECOVERY PLAN

The archeological work outlined for the Lincoln Presidential Library Site will consist of several individual tasks, each of which is discussed below.

Task 1: Pre-Field Investigations, Coordination and Literature Review

The field investigations and reporting requirements will be coordinated with appropriate regulatory agencies including the Illinois Historic Preservation Agency. The goal of the early coordination is to receive concurrence with the regulatory agencies in regards to field methods, laboratory methods, and data analysis prior to the implementation of field studies. In addition, a literature review of previous research (archaeological, historical and architectural) conducted within or near the project area will be made prior to beginning the fieldwork. These pre-field investigations will have three objectives: 1) to summarize the culture history of the region as they pertain to the evaluation of the historic resources, 2) to summarize previous archaeological investigations within the region, and 3) to provide a National Register of Historic Places context within which the historic resources can be evaluated.

Task 2: Archaeological Field and Laboratory Methods

The proposed Phase III archaeological mitigation will be initiated by mechanically excavating a series of block excavation units down to the base of the topsoil and/or a level in which subsurface features become apparent. This will be conducted in an effort to expose potential subsurface features that might be present (such as refuse pits, wells, cellars, etc.). The size and location of these block excavations will be coordinated with the Illinois Historic Preservation Agency after completion of the Phase II testing, and prior to the initiation of the mitigation.

All features encountered will be assigned a consecutive number, mapped in plan view, and plotted on the site base map. All early to middle nineteenth century features will be excavated using standard archaeological procedures (similar to those conducted during the Abraham Lincoln Presidential Library and Museum mitigation projects). Small features will be excavated in two sections (cross-sectioned). After excavating the first half of each feature (in arbitrary levels), the profile will be drawn and photographed. If determined in the field that the second half of the feature can contribute significant additional information above that which was recovered from the first half, then the second half will also be excavated (in natural stratigraphic levels). Large features (such as cellars) will be excavated in a similar fashion, albeit excavating opposing quarters to create two profile walls. Late nineteenth and early twentieth century features (such as, privies, cisterns and building foundations) will be evaluated as to their potential for addressing the above-referenced research questions. In consultation with the IHPA chief archaeologist, should these late features be determined to not contribute significantly to our understanding of the past, then they will not be further explored (or excavated).

Features will be excavated by a combination of shovel scraping and trowel excavations. Selective contexts will be screened using W' hardware cloth. Artifacts recovered from the features will be bagged and issued a separate catalog (or lot) number. Bags will be labeled with the project name, site number, feature number, catalog number, date, and name of the excavator.

A profile of the feature will be drawn and recorded. If deemed appropriate, a soil (or flotation) sample will be retained and processed to detect the presence of floral and faunal remains. A site base map will be prepared. This map will illustrate the location of hand excavated units, the mechanical excavation blocks, and the exposed features.

Deep shaft features such as wells and cisterns present a special problem of excavation. The upper fills of these features will be excavated by hand. These excavations will proceed to a depth that is determined unsafe, or impractical to excavate by hand. At that point, in consultation with the IHPA Preservation Services Division, an excavation strategy for each feature will be determined. Options include 1) complete hand excavation to base requiring shoring, 2) mechanical excavation with a backhoe, or 3) non-excavation. This decision will be based on the type and volume of artifacts being recovered from the specific feature.

The open trenches and excavation units present a safety concern, and looting of exposed features (by bottle collectors) is a realistic possibility. As such, it is recommended that a fence be placed around the project excavations by the contractor.

Upon completion of the fieldwork, the project area will be backfilled and leveled in a professional manner. Backfill will consist of the same matrix as that which was removed from the excavation units.

All cultural material recovered during the investigations and greater than 50 years in age, will be washed, inventoried, and rebagged in archival plastic bags for curation. The objectives of the cultural material analysis will be to 1) provide a tabulation and description of the artifacts; 2) interpret these materials as indicators of activities conducted at the site by the historic inhabitants, and 3) provide a general chronological framework for site occupation. The emphasis on artifact analysis will focus on the nineteenth century deposits, and to a lesser extent to the early twentieth century deposits associated with the 1908 Race Riot. All cultural material collected during the cultural resource investigations will be curated at the Illinois State Museum's Research and Collections Center in Springfield, Illinois.

Task 3: Archival Research and Context Development

Upon completion of the fieldwork, the archival research and context development will be initiated. One of the first aspects of this task will be the completion of the Chain-of-Title research for the project area. Additionally, several contexts will be developed during the course of these investigations, as outlined in the above-referenced section (Research Potential).

Task 3: Cultural Resources Investigation Report Preparation

The results of the Phase III cultural resources investigations will be submitted in a format acceptable to the Illinois Historic Preservation Agency. The report will address the research questions discussed earlier using data gained from these investigations, as well as comparative data acquired from a range of sites recently investigated by Fever River Research.

SCHEDULE AND WORK EFFORT

The Phase III field investigations (mitigation) will be initiated after completion of the Phase II testing, and coordination with the IHPA. The cultural resource evaluation report will be completed within 12 months following the completion of the field investigations.

REFERENCES CITED

Mansberger, Floyd and Christopher Stratton

2014a *A Cultural and Historical Resources Study for the Proposed Carpenter Street Underpass, Springfield Rail Improvements Project, Springfield, Illinois.* Fever River Research, Springfield, Illinois.

2014b *Plan and Schedule For Phase II Archaeological Investigations For The Carpenter Street Underpass, Springfield Rail Improvements Project, Springfield, Illinois.* Fever River Research, Springfield, Illinois.

Mansberger, Floyd, Christopher Stratton and Christina Lowry

2000 *A Cultural and Historical Resources Study for the Proposed Site of the Abraham Lincoln Presidential Library, Springfield, Illinois.* Fever River Research, Springfield, Illinois.

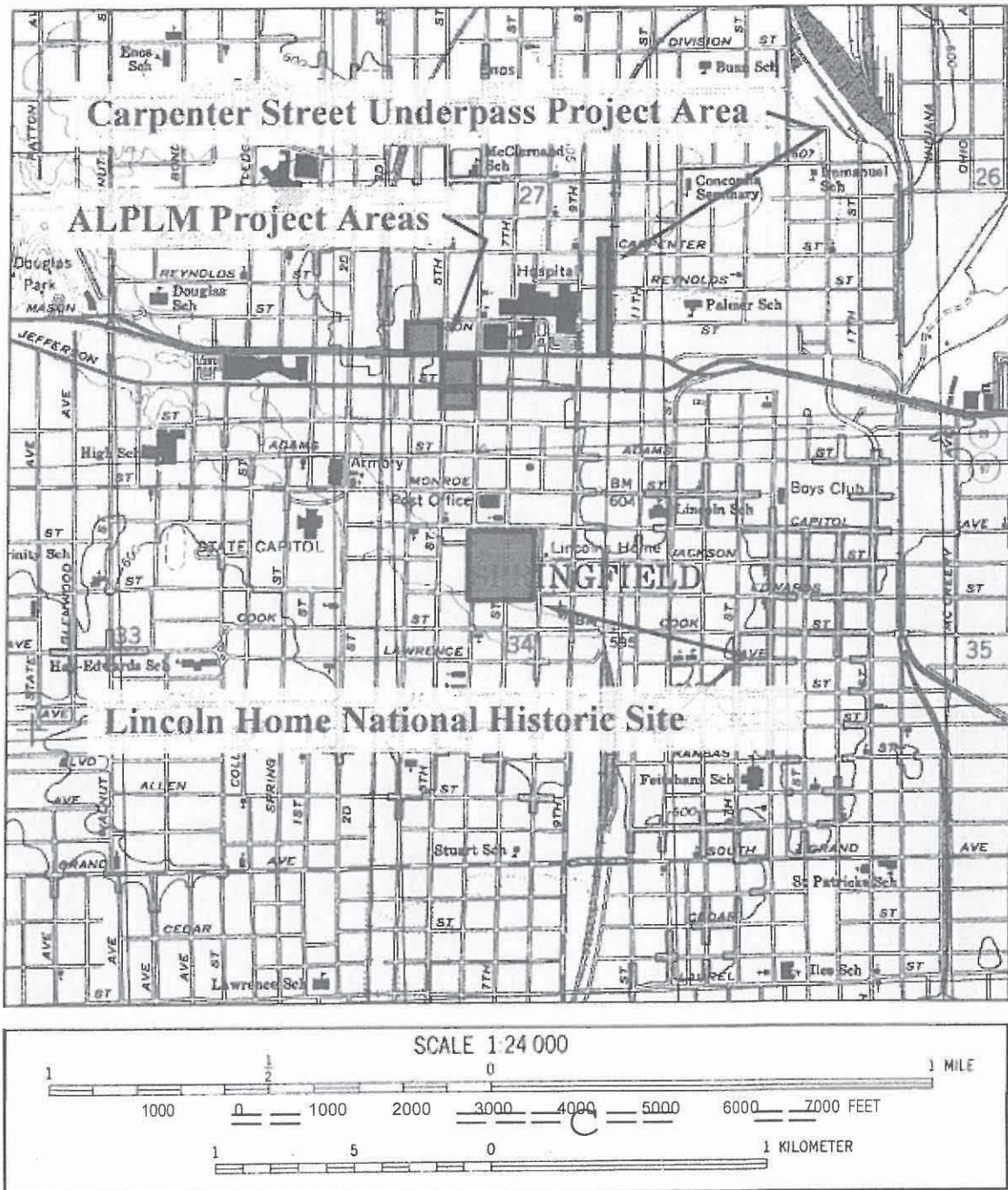


Figure 1. Location of the proposed Carpenter Street Underpass in Springfield, Illinois (*Springfield West, IL 7.5-minute U.S.G.S. topographic map, 1998*). The location of both the Lincoln Home National Historic Site, and the Abraham Lincoln Presidential Library and Museum (ALPLM) project area also are indicated. Significant subsurface archaeological resources have been identified in both urban areas.

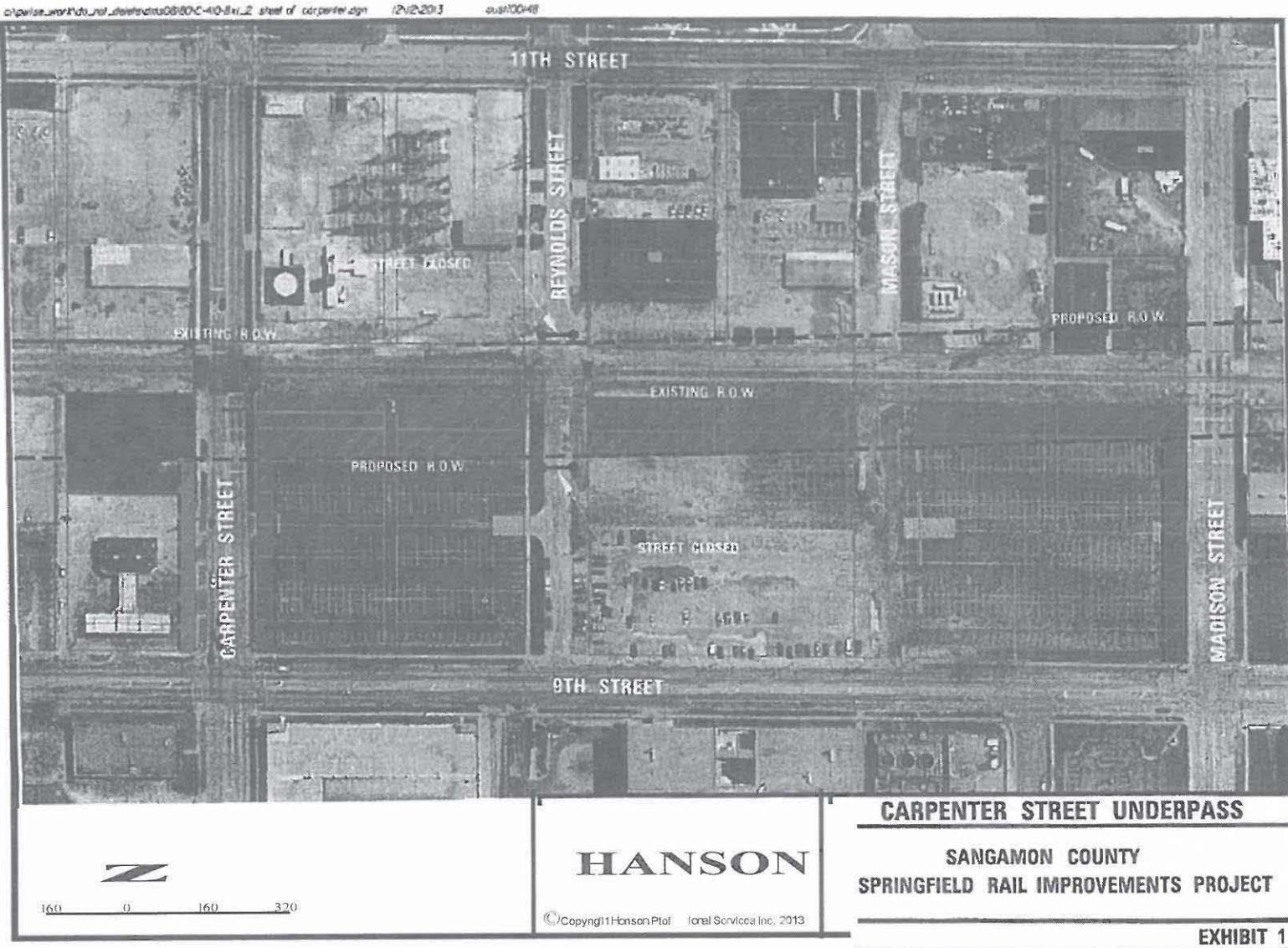


Figure 2. Location of the proposed Carpenter Street Underpass in Springfield, Illinois (Hanson Professional Services, Inc. 2013). The areas of new right-of-way are color coded (red, green, and blue) by existing property owner.

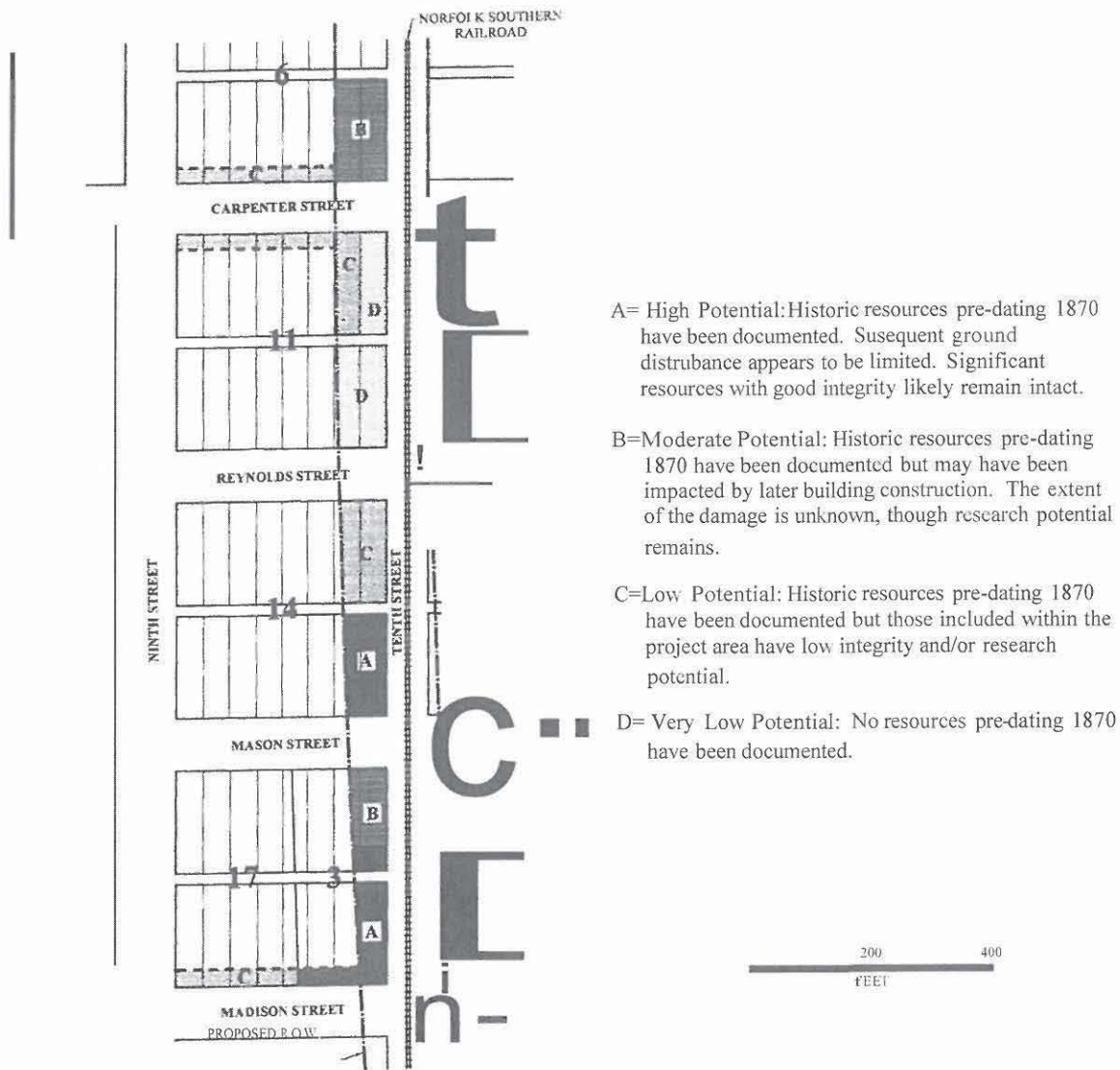


Figure 3. View of the Carpenter Street Underpass project area illustrating the archaeological probability areas, as discussed in the Phase I archaeological report (Mansberger and Stratton 2014a).