

Minutes

Indiana Historic Preservation Review Board

January 24, 2024, 1:30 P.M.

Fort Harrison State Park Inn & Conference Center, Roosevelt Room (Inn Building)

5830 N. Post Rd., Indianapolis, IN 46216

Board members present: Ryan Mueller (chair by proxy), Dr. April Seivert, Jason Larrison, Chandler Lighty, Anne Shaw, Scott Keller, Daniel Kloc, and Beth McCord (DHPA Director/Ex-Officio)

Staff members present: Paul Diebold, Holly Tate, Noah Sandweiss, Amy D. Ward, Toni Griffin, Chad Slider, Caitlin Lehman, Melody Pope, Steve Kennedy

Visitors/Speakers present: Kurt Garner, IN; Mark Dollase, Indiana Landmarks; Steve Gill and Robert Donahue, both representing Town of Vernon; Timothy Higgins and Christopher Culp, both from Messick Masonic Temple; Ross Brown, Iron Bridge Works; Elizabet Biggio, Butler, Fairman and Seufert (representing INDOT); Nathan Edwards, INDOT; Scott Ash, citizen; Art Suckewer, Iron Bridge Works (Mr. Suckewer attended via conference telephone).

Call to Order

Chair Ryan Mueller called the meeting to order at 1:30 p.m.

Approval of October 2023 minutes

Lighty made a motion to approve the minutes, Larrison seconded, the motion was approved unanimously.

Division Director's Report

McCord presented her report. She noted that the DHPA website has been updated. Survey activities continue in Morgan County, and INDOT has funded a survey of Marion County, which will begin this spring. Review Board member Dr. April Sievert, a board member since 2016, received the DHPA's Historic Preservation Award just before the meeting was convened today. At this point, board members, staff, and the audience paused to applaud Dr. Sievert.

II. National Register Applications

1. United States Corrugated-Fibre Box Company Plant, 1411 Massachusetts Avenue, Indianapolis, Marion County (2586)
Diebold presented the staff comment. Sievert asked if the owner planned to note the location of the boiler house and smokestack with a plaque or in some other way. Diebold said he would ask Ashley Thomas, who manages the tax credit programs for DHPA. Sievert made the motion to approve, Shaw seconded the motion, the motion was approved unanimously.
2. Akron Historic District, roughly, both sides of Rochester St. between Marcus St. to the west and State Road 14 North to the east and both sides of Mishawaka St. between North St. to the north and Rochester St. to the south, Akron, Fulton County (2731)
Diebold presented the staff comment. Shaw made a motion to approve, Larrison seconded the motion, the motion was approved unanimously.
3. South Delphi Historic District, roughly bounded by the north boundary of Riley Park on the north, Prince William Road on the northeast, the alley south of Summitt St. on the southeast, and Wabash St. and the west boundary of Riley Park on the south and southwest, Delphi, Carroll County (2733)

Diebold presented the staff comment. Kloc made a motion to approve, Lighty seconded the motion, the motion was approved unanimously.

4. Crothersville Independent Order of Oddfellows (IOOF) Lodge, 121 E. Howard St., Crothersville, Jackson County (2742)
Diebold presented the staff comment. Keller made a motion to approve, Larrison seconded the motion, the motion was approved unanimously.
5. Messick Masonic Temple, 519 S. Harrison St., Shelbyville, Shelby County (2743)
Diebold presented the staff comment. Chris Culp and Tim Higgins, representing the board and foundation for the temple, spoke in favor of listing. Larrison made a motion to approve, Shaw seconded the motion, the motion was approved unanimously.
6. Lakeview Drive Historic District, West side of Lakeview Drive, addresses 3 through 17, and 8 Western Ave., Clarksville, Clark County (2747)
Diebold noted that a majority of the owners in the district have submitted letters of objection to the listing. Kurt Garner stated that the group who sponsored the nomination would like to withdraw the application and present it to the board at a later date, if owners can be persuaded to rescind their objections. No board action was taken.

III. Certificates of Approval

1. Application for a certificate of approval by the Indiana Housing and Community Development Authority to demolish 515 East Street in the State Street-Division Street Historic District to construct a 60-unit affordable housing apartment in the City of Elkhart, Elkhart County
Lehman read the staff comment. A completed application form was received by the Division of Historic Preservation and Archaeology staff ("DHPA staff") on January 10, 2023, from Meagan Heber, Placemaking and Environmental Review Manager, Indiana Housing and Community Development Authority. Refer to item III-1 in your digital folder. The application was withdrawn on January 26, 2023, and resubmitted on December 6, 2023. Additional information to supplement the application was received on December 18, 2023.
The building at 515 East Street lies within the State Street-Division Street Historic District adjacent to the district's northern boundary along Hug Street. The district was listed in the Indiana Register of Historic Sites and Structures on October 14, 1998, and in the National Register of Historic Places on February 26, 1999.
According to the nomination, the subject building (Site # 039-186-31128, "Contributing") was formerly a planing mill consisting of a c. 1860s two-story gabled structure wrapped by a turn of the century or earlier brick façade. Sanborn Fire Insurance maps provided by the applicant on pages 29-38 of the application packet show that the original gabled section of the subject building was actually built between 1889 and 1892 at the northeast corner of the project area for Jones & Hill Co., manufacturers of chewing gum. At least three additions to this original building completed prior to 1950 resulted in the current building footprint. During the c. 1970s, between 10 and 15 feet of depth was removed from the original gable facing East Street. Although the subject building has undergone numerous alterations, it continues to contribute to the district.
This project, proposed by Real America, LLC, will receive a Development Fund loan from the Indiana Housing and Community Development Authority in conjunction with Rental Housing Tax Credits. Since a historic site or historic structure that is listed on the State and National Registers will be demolished by a project funded, in whole or in part, by the state, it was appropriate that the Indiana Housing and Community Development Authority first obtain a certificate of approval from the Board, pursuant to Indiana Code § 14-21-1-18.

The project will demolish the subject building. Once removed, a new four-story, 60-unit affordable housing complex will be constructed in its place, also extending into the vacant parcel to the west. Two commercial spaces will be located on the ground floor. A surface parking lot will be constructed at the west side of the development, and new sidewalk and on-street parking will be added along Hug Street. According to the application, the need for the project stems from the demand for affordable housing within the City as documented by the greater than 99% occupancy rates in both income-based and market-rate apartment housing within Elkhart. The proposed project area was identified by the City of Elkhart's Community & Redevelopment Commission as a location for future housing development in conjunction with their Neighborhood Revitalization Strategy Area Plan due to the presence of a deteriorating, city-owned structure on the lot, proximity to existing parking facilities, and location in the same neighborhood as city amenities. The current occupant (Wheel Chair Help, LLC) will be relocating. Adaptive reuse of the existing building for affordable housing was considered but was ultimately determined not feasible due to the substantial cost that would be needed for rehabilitation and the lack of space within the existing building as compared with that needed for the development. From the photographs submitted, staff notes that while the building appears to be in condition where rehabilitation could be feasible, the building's non-uniform expansion over time through multiple small additions presents a challenge for adaptive reuse. With the exception of four contributing houses immediately south of the subject building, the proposed development is surrounded by vacant lots to the east, west, and southwest within the district and a large parking structure on the north outside of the district. As noted within the application, this proposed four-story complex is greater in scale than surrounding buildings, but the subject property is located at a slightly lower elevation than the adjacent, two- to two-and-a-half story contributing houses on Division Street, which will aid in minimizing the height difference and visibility of the proposed development. Additionally, staff noted that both sides of East Street between Division Street and the Elkhart River were historically occupied by manufacturing facilities, and thus it has always retained a different character than the residential neighborhood to the south.

Regarding archaeological resources, the proposed project area is located within one of the earliest residential neighborhoods within the City. The project area included portions of a working-class neighborhood, lumber yard, wood manufacturing and a chewing gum manufacturer. In particular, the vacant lot to the west of the existing structure has potential for preserved below ground archaeological deposits, the contents of which have potential to address questions about early settlers and industries of the St. Joseph River Valley. As shown in the supplied Sanborn maps, residential structures were located on Division Street by 1885. Portions of back lots of demolished late 19th and early 20th century residential structures (e.g. Site #039-186-31008 and 039-186-31010) appear to extend into the project area, suggesting the possibility for below ground features or yard midden related to the residences. Between 1896 and 1901 the maps show the Lehman Lumber Company in portions of the western project area, the current vacant lot. Lumber-related businesses are present on the lot through 1927 (Winey Brothers Planning Mill). In the eastern part of the project area where the current structure slated for demolition stands, a lumber yard was present as early as 1885, followed by a chewing gum factory in 1892, and Winey Brothers Planning Mill and door manufacturing through 1927. After 1927 and continuing through the late 1960s, the lot contained an auto sales business. Due to the high potential for Euroamerican archaeology to contribute to the State Street-Division Street Historic District, staff recommends an archaeology Phase Ia survey, including records review and historic archival research, be completed for the proposed project area.

The staff recommends that, if a certificate of approval is granted, the Board condition the certificate on the following:

1. Indiana Housing and Community Development Authority shall document the building at 515 East Street in accordance with the "DHPA Minimum Architectural Documentation Standards." A draft copy of the documentation shall be submitted to DHPA for comment, and a final copy incorporating any requested edits or changes shall be approved by DHPA prior to any demolition work.

2. Indiana Housing and Community Development Authority shall develop one (1) interpretive sign discussing the history of manufacturing on the subject property and within the surrounding neighborhood. The proposed design of the sign and a map showing its proposed location shall be submitted to the DHPA for review and approval prior to installation. The design and content of the interpretive signage shall be prepared by historic preservation professionals (“qualified professionals”) who meet the Secretary of the Interior’s Professional Qualifications Standards, as Amended and Annotated [<https://www.nps.gov/articles/sec-standards-prof-quals.htm>].

3. Indiana Housing and Community Development Authority shall have a qualified professional archaeologist conduct a Phase Ia archaeological survey for the proposed project area, including records review and historic records (e.g., deeds, photographs, business, and census records) research for the historic parcels that overlap with the project area. The archaeologist shall provide the report of the survey to the DHPA staff for review and comment and shall conduct Phase II and Phase III investigations and/or monitoring, if necessary, with reports also being provided to the DHPA staff for review and comment.

4. If any archaeological artifacts or human remains are uncovered during construction, demolition, or earth moving activities, the discovery shall be reported to the Department of Natural Resource within two business days, in accordance with Indiana Code §§ 14-21-1-27 and –29.

5. This certificate of approval shall remain valid for 2 years.

Following Lehman’s staff comment, Shaw asked if there will be archaeological monitoring during demolition and earth moving portions of the project. Staff replied that the conditions recommended for the certificate are the only ones required, unless artifacts or human remains are discovered. Larrison made a motion to approve, subject to the staff conditions in the staff comment, Sievert seconded the motion, the motion was approved unanimously.

2. Application for a certificate of approval by the Indiana Department of Transportation to remove the Vera Cruz Bridge over the Wabash River, near SR 301 in Harrison Township, Wells County

Staff arranged for Art Suckewer to call into the meeting on a teleconference table-top device in the center of the board’s tables. Toni Griffin read the staff comment. The application for a certificate of approval is contained in item III-2a in your digital folder, which was received by the Division of Historic Preservation and Archaeology staff (“DHPA staff”) on Friday, December 15, 2023, from Elizabet Biggio, Architectural Historian, Butler, Fairman & Seufert, Inc., on behalf of the Indiana Department of Transportation (INDOT). Images and drawings are in item III-2b.

The Vera Cruz Bridge (Indiana State Highway Bridge Number 316-90-6418) is a state-owned bridge that was surveyed in the Indiana Historic Sites and Structures Inventory as Site # 179-361-20051. It was also included in the Indiana Historic Bridges Inventory as HB-1853, and it was determined eligible for inclusion in the National Register of Historic Places in 1978. Therefore, Staff considers the Vera Cruz Bridge to be “historic,” as that term is used in Indiana Code §14-21-1-18.

The project to remove the bridge is receiving state funds through INDOT.

Since a state-owned historic site or historic structure that is eligible for inclusion on the state or national register will be removed by a project funded, in whole or in part, by the state, it is appropriate that the applicant first obtain a certificate of approval from the Board, pursuant to Indiana Code § 14-21-1-18.

The Vera Cruz Bridge was constructed in 1887 by the Indiana Bridge Company. It was designed by Naman T. Miller. The bridge is a single span, wrought iron single intersection Whipple through truss

structure approximately 150 feet long. One of the earliest known contracts of the Indiana Bridge Company, the Vera Cruz Bridge has twelve panels with both bolted and riveted connections. The truss has a clear roadway width of 18 feet and a vertical clearance of 17 feet. Each portal has a decorative shield inscribed "1887" and two plaques, one listing the County Commissioners, and one reading "Indiana Bridge Co. Builders Muncie Ind." The bridge has cut stone abutments and wingwalls.

The Vera Cruz Bridge carried SR 301 over the Wabash River until it was bypassed in 1985. The timber deck was covered with asphalt at an unknown date. The bridge retains its original members. The bridge was photo documented for the Historic American Engineering Record in 1974 (HAER IN-22).

The INDOT-Fort Wayne District proposes to remove the Vera Cruz Bridge from its current location and relinquish the structure to a new owner for reuse at a new location. The bridge would be shored and moved off the waterway, then deconstructed. All components would be labeled. The bridge and abutments would be transported and possibly stored awaiting preparation of the new site. According to the application, the total cost of removal of the bridge is estimated at \$705,000 (compared to \$300,000 for demolition). Right-of-way acquisition would not be required for the removal of the bridge.

The application states that the need for the project derives from the deteriorated condition of the Vera Cruz Bridge. The timber bridge deck is in poor condition (rated 2 out of 9). Persons have been removing the barricades in order to access the bridge, creating a safety hazard. There is also a planned kayak launch at the site, wherein kayakers would be paddling under the bridge. The purpose of the removal project is to address the safety of the Wabash River crossing at Vera Cruz.

The Vera Cruz Bridge would be shored and moved off the waterway, then deconstructed. All components would be match-marked and labeled. The abutments would be carefully disassembled using specialized tooling to allow abutment stones to be picked and placed without damage.

The potential new owners, Art Suckewer and Ross Brown of Wrought Iron Bridge Works, LCC, propose to reuse the bridge for a crossing of (Carroll) County Road 500 South over Wildcat Creek in Cutler, Indiana. The site was formerly the location of the Cutler Covered Bridge, a bowstring pony truss of approximately the same length as the Vera Cruz Bridge. No bridge currently exists at this location; only the ruins of the covered bridge's abutments remain. The site is adjacent to the west side of Cutler. It is in an area with a rich history of historic bridges of its own, including the Adams Mill Covered Bridge, approximately 1.13 miles to the east. Another Indiana Bridge Company Truss, Carroll County Bridge 119, formerly carried CR 300 W over Deer Creek near Camden, was located in the adjoining township. Carroll County Bridge 119 was very similar to the Vera Cruz Bridge, also being an 1887 Whipple through truss with comparable decorative portal work.

According to the proposal, the disassembled Vera Cruz Truss and abutments would be transported by truck to Cutler for restoration and future non-vehicular use. All work would be performed according to the *Secretary of the Interior's Standards*. All components of the truss would be painted with Carboline three-part paint. The Vera Cruz Bridge abutments would be restored and placed so that the remaining covered bridge abutment will be encased by the Vera Cruz abutment. The other Vera Cruz abutment would be placed beyond the collapsed covered bridge abutment, leaving the ruin exposed in the stream. The shift in position of the span by approximately 10 feet corresponds with the shift the course of stream has taken, and has the same span, minimizing any effect to the stream hydrology, and would preserve the covered bridge's abutments.

Staff notes that the Vera Cruz Bridge has been abandoned in place since being bypassed in 1985, just under 40 years ago. While doing so avoided the destruction of an historic bridge, bypassing it did not provide for a productive use or for its ongoing maintenance. While the bridge is currently closed to

pedestrian and vehicular traffic, the severely deteriorated deck poses a significant risk for potential trespassers. In regard to the “No Build Alternative”, the Vera Cruz Bridge would continue to deteriorate in place and would continue to pose a safety hazard for the community. As for the “Removal and Storage Alternative”, this option would remove and store the bridge for possible future use. However, in discussing this potential alternative, it was noted to DHPA staff that relatively few historic bridges which are disassembled and stored have been claimed and reused; many being scrapped at the end of the agreed storage and marketing period. Based on the photos and information provided with the application, it does not appear that there is a feasible alternative to removal of the bridge, given its current condition and lack of other viable alternatives for reuse at the current site. Therefore, Staff believes that INDOT’s and Wrought Iron Bridge Works, LCC’s proposal to deconstruct the Vera Cruz Bridge and transport it to Cutler, for reassembly at the site of the former Cutler Covered Bridge, may be the best opportunity to preserve the historic fabric and engineering significance of this important bridge.

In terms of archaeological impacts, Staff has not identified any currently known archaeological resources listed in or eligible for inclusion in the State or National Registers within the present location of the bridge; however, we note that two archaeological sites have been identified as being located immediately adjacent to the bridge. Although these two archaeological sites were identified during archaeological investigations in the late 1970s and were subsequently assessed by the archaeologist as being ineligible for inclusion in the National Register of Historic Places (NRHP), the archaeological surveys were not conducted to present standards as laid out in the current Indiana Guidebook for Indiana Historic Sites and Structures Inventory—Archaeological Sites.

Staff believes that if project-related ground-disturbing activities at the present location of the bridge are limited to the area within the existing footprint of the bridge (i.e., the areas previously disturbed by recent, non-historical construction activities related to the bridge), then the proposed project is unlikely to impact any potentially NRHP-eligible archaeological resources. However, if project plans should be changed to include areas outside the existing footprint of the bridge, then additional archaeological investigations may be necessary. Plans relating to subsurface archaeological investigations must be submitted to the DHPA for review and comment.

Based on the submitted information and the documentation available to Staff, a review of our records indicates that portions of the proposed new location of the bridge are in an environmental setting suitable to contain archaeological resources but have not been evaluated by a qualified archaeologist. As a note, to date, 738 archaeological sites have been recorded within Carroll County. Given this information, a reconnaissance-level Phase Ia archaeological survey will be necessary to determine the presence or absence of archaeological resources within previously undisturbed portions of the proposed new location of the bridge.

Staff recommends that, if a certificate of approval is granted, the Board condition the certificate on the following:

1. An interpretive marker or plaque shall be erected at the new site of the bridge to explain the history of the bridge(s), that the Vera Cruz Bridge was moved, and where it was originally located.
2. All project-related ground-disturbing activities at the present location of the bridge shall be limited to the area within the existing footprint of the bridge (i.e., the areas previously disturbed by construction activities related to the bridge).
3. A reconnaissance-level Phase Ia archaeological survey will be conducted within previously undisturbed portions of the proposed new location of the bridge, in order to determine the presence or absence of archaeological resources.

4. If match-marking and disassembly of the bridge is determined infeasible or cannot be completed for some reason, INDOT shall notify the board so that the certificate of approval may be amended to provide for other mitigation for removal of the Vera Cruz Bridge.
5. If any prehistoric or historical archaeological artifacts or human remains are uncovered during construction, demolition, or earthmoving activities, state law (Indiana Code 14-21-1-27 and Indiana Code 14-21-1-29) requires that the discovery be reported to the Indiana Department of Natural Resources, Division of Historic Preservation and Archaeology within two (2) business days.

The chair recognized Elizabeth Biggio, consultant, who spoke in favor of the project to move the bridge. Next, Scott Ash, citizen, spoke against the project. He asked that the county restore the bridge in its present location. Nathan Edwards of INDOT spoke in favor of the project. The chair called for questions from the board. Shaw asked Suckewer if there was an estimate of the cost of moving the bridge from Wells to Carroll County and rebuilding it in Cutler, Indiana. Suckewer replied that the cost is estimated at 1.5 to 2 million dollars, including reassembly, painting, installing a new deck. Suckewer continued, explaining that Cutler once had a covered bridge and that a metal truss bridge similar to the Vera Cruz span once stood near Cutler. Shaw asked if no other registered non-profit has stepped forward to take the bridge at its present site in Wells County. No group has done so. Shaw asked if adjacent land owners in Cutler are familiar with the idea of moving the bridge to Cutler, and if the necessary 501 (c) (3) group has been formed. Suckewer replied that it has not yet been formed. The chair next recognized Mark Dollase, who asked if the bridge is on the INDOT "Select" list. Griffin responded that the bridge was not included since it was not an active bridge (closed) at the time that the Indiana Historic Bridges Inventory was undertaken. Suckewer next asked about the conditions of the certificate of approval, noting the cost of plaques. Could QR codes be used instead? Lighty noted that QR codes could become useless if technology changes, a web site ceases to exist, or if its URL changes. Scott Ash next asked the board to consider not granting the certificate of approval, stating that the bridge should be preserved on its original site. Shaw next stated that there are many unknowns about the proposal and she suggested tabling the proposal. INDOT staff noted that there is no way to monitor the bridge's condition, and that Wells County officials do not want the bridge. According to INDOT, granted the dangers to boaters using the soon-to-be installed kayak launch site, the proposal by Iron Bridge Works is the best option. Ross Brown was recognized by the chair and he stated that Iron Bridge Works, a soon-to-be incorporated non-profit, wants to bolster the economy of Cutler, Indiana in Carroll County by using the bridge as a catalyst. Ward noted concern for erosion into the stream bed in Wells County if the stone abutments are completely removed. Suckewer stated that the last few courses above grade will probably be left at the original site.

Shaw proposed an additional condition. She proposed that interpretive plaques be placed at the original site in Wells County as well as at the Cutler, Indiana (new) site.

Larrison made a motion to approve, adding Shaw's additional condition to those of staff. Kloc seconded the motion. The motion was approved unanimously.

3. Application for a certificate of approval by the Town of Vernon on behalf of the Division of State Parks to alter the Vernon Historic District by constructing a recreational trail in the Town of Vernon, Jennings County

Pope presented the staff comment. A completed application form was received by the Division of Historic Preservation and Archaeology staff ("DHPA staff") on September 28, 2023, from Robert Donahue, Archaeologist and Environmental Specialist, FPBH, Inc., a consultant acting on behalf of the Town of Vernon. A completed amended application including supplemental information and a revised, detailed set of preliminary drawings was received on December 15, 2023. Refer to items III-3a (C of A application), III-

3b (plans and drawings), and III-3c (letter from applicant with additional clarification points) in your digital folder.

The Vernon Historic District was listed in the Indiana Register of Historic Sites and Structures on May 21, 1975, and in the National Register of Historic Places on August 27, 1976. The majority of the 1.25-mile-long project route lies within the district's boundaries, with the exception of a small western portion beginning at the Vinegar Mill Overlook and extending along the north side of the Muscatatuck River.

Funding for this project will come from local funds and Next Level Trails grant funds through the Indiana Department of Natural Resources, Division of State Parks.

Since a historic site or historic structure that is listed on the State and National Registers will be altered by a project funded, in whole or in part, by the state, it was appropriate that the Town of Vernon first obtain a certificate of approval from the Board, pursuant to Indiana Code § 14-21-1-18.

According to the submitted application, the trail's purpose is to connect recreational amenities and to provide increased access within the Town of Vernon. The proposed trail consists of two parts: a 3-ft earthen, unfinished mountain bike trail along the river between the Vinegar Mill Overlook and the western terminus of Jackson Street; and an 8-ft paved trail beginning on Jackson Street, traveling to the Vernon High School Gym on Montgomery and Pike Streets, and continuing along Jackson Street (SR 3 / SR 7) to Vernon Commons Park.

Project activities associated with the western mountain bike section of the trail include tree trimming, trail clearing, placement of wood or stone steps, trail marker installation, and the construction of a pedestrian footbridge within easements acquired from private property.

Along the eastern paved section of the trail, the project proposes to increase the width and modify the material of the existing +/-4' concrete sidewalk to an 8' asphalt trail within existing right-of-way. The asphalt trail will also be constructed in some areas where there are no existing sidewalks. This width was determined by the minimum requirements of the Next Level Trails program. New curbs, ADA curb ramps, crosswalks, a flashing signal, trail markers, and other signage are proposed. Three (3) areas of existing gravel street parking (6 spaces total) will be paved in asphalt. Permanent unpainted cedar bollards with reflectors, as well as removable bollards, will be installed within the tree lawn between the trail and adjacent roadways. No historic limestone curbing will be removed as a result of this project but will be reset along the trail. The project will require the removal of four mature trees within the district, as well as cut bank excavation and the installation of a new retaining wall adjacent to the contributing building at 95 East Washington Street (Site #079-646-41072). The application indicates that additional new retaining walls may be needed where there are no existing sidewalks.

Immediately northeast of the National Youth Administration-built Shelter House (Site #079-646-42009), a new ADA compliant ramp and a 75-ft long, 5- to 8-ft high retaining wall will be constructed. A 14-ft x 14-ft picnic shelter will also be constructed immediately east of the existing shelter. Following initial consultation with DHPA staff, the applicant clarified that this ramp and retaining wall are needed to address a significant grade change along the route, and this shelter location was selected to provide additional seating due to the limited capacity of the historic shelter. Staff acknowledges that the immediate setting of the shelter house has been previously altered by the demolition of the associated High School building and construction of a large water tower.

Finally, two (2) trailheads will be constructed at each terminus of the paved trail, and an overlook will be built south of the high school gymnasium. Within the trail's terminus at Vernon Commons Park, an existing, non-historic shelter will be removed, and a new shelter, restroom building, and a 10-space

parking lot will be constructed. Staff notes the NRHP nomination's statement of the Vernon Commons Park being the "first public playground in Indiana," however the applicant has clarified that no historic above ground resources remain extant within the park today.

From the materials and explanation provided within the application, staff does not believe that the proposed project will significantly alter the character of the Vernon Historic District. Although there will be changes to the district's setting through the widening of the sidewalk and introduction of new permanent elements, staff believes that the trail design has minimized impacts to the district as much as possible.

Regarding archaeological resources, a Phase Ia Archaeological Survey was completed on September 15th, 2023 (Donahue, 9/20/2023), and a revised report was received on December 18, 2023. The survey identified eight new archaeological sites 12-Jn-673-680.

- 12-Jn-673 undetermined precontact; mid-19th to mid-20th century
- 12-Jn-674 undetermined precontact; mid-19th to mid-20th century
- 12-Jn-675 undetermined precontact; mid-19th to mid-20th century
- 12-Jn-676 undetermined precontact; mid-19th to mid-20th century
- 12-Jn-677 mid-19th to mid-20th century
- 12-Jn-678 mid-19th to mid-20th century
- 12-Jn-679 mid-19th to mid-20th century
- 12-Jn-680 undetermined precontact; mid-19th to mid-20th century

Because of the linear nature of the trail, the survey only captured portions of many residential and nonresidential historic properties. Therefore, the boundaries of 12-Jn-0673-0680 may extend outside of the surveyed area. The survey determined that within the project area there is potential for historic archaeological deposits to be preserved that contribute information on history, foodways, economy, and culture of mid-19th and mid-20th century historic Vernon. DHPA staff concurred with the recommendations of the Phase Ia survey report, specifically that the portions of the above listed sites within the proposed project area are unlikely to produce additional information due to the small project footprint and evidence of prior disturbances; and, that no further work is warranted. However, staff notes that the unsurveyed portions of the sites remain unevaluated for inclusion in the NRHP. Therefore, staff recommends that if project boundaries should change at these site locations, further archaeological investigations will be necessary to delineate site boundaries and provide an evaluation for NRHP-listing eligibility.

A portion of the project area, the unpaved section of the mountain bike/hiking trail along the river could not be surveyed due to lack of landowner permission. Once permission is granted, staff recommends that Phase Ia survey be completed to include all unsurveyed portions of the proposed project area as an addendum to the initial revised survey report (Donahue, 12/18/2023). The currently unsurveyed portion of the project area may overlap with previously reported archaeological site 12-Jn-174, Spillway Cave, identified as part of the Archaeological Database Enhancement Project for Southeastern Indiana (Smith and Tankersly 1990).

The staff recommends that, if a certificate of approval is granted, the Board condition the certificate on the following:

1. The Town of Vernon shall complete the archaeological Phase Ia survey for project areas not previously accessed or reported on in the December 18,2023 report, including archival and records research for site 12-Jn-174, Spillway Cave. Results of the survey shall be provided to the DHPA for review and comment.

2. Project boundaries in the locations of the documented archaeological sites shall not be modified or changed without prior approval of the DHPA and, in that case, additional survey may be required. The surveyed limits should be clearly marked so that sites are avoided by ground-disturbing activities.
3. The Town of Vernon shall develop and install one (1) interpretive sign to include information about the historic and archaeological resources encountered during the project and historic preservation law that protects archaeological sites. A draft of the proposed design, content, and location of the sign shall be submitted to the DHPA for approval prior to construction and installation. The design and content of the interpretive signage shall be prepared by historic preservation professionals (“qualified professionals”) who meet the Secretary of the Interior’s Professional Qualifications Standards, as Amended and Annotated [<https://www.nps.gov/articles/sec-standards-prof-quals.htm>].
4. If any archaeological artifacts or human remains are uncovered during construction, demolition, or earth moving activities, the discovery shall be reported to the Department of Natural Resource within two business days, in accordance with Indiana Code §§ 14-21-1-27 and –29.

The chair recognized Gill, representing Town of Vernon. He asked if there are alternatives to the interpretive plaques, since producing them will impact project costs. Kloc responded that it should be possible to include historical information on the trail signage that will be necessary for the project. Slider commented that the Town could potentially work with local historians and DHPA staff to develop the signage content instead of a paid consultant. Shaw noted that grants may be available for funding the stipulated signage. Kloc made a motion to approve the certificate with conditions, to include working with local historian and DHPA staff to develop interpretive sign. Shaw seconded the motion; the motion was approved unanimously.

4. Quarterly progress report by INDOT in fulfillment of condition #9 of the certificate of approval to alter the Westfield Historic District and demolish or remove historic structures at 101, 102 and 103 S. Union Street and 111 E. Main Street to reconstruct State Road 32 in the City of Westfield, Hamilton County. The board accepted the report from INDOT without comment.

IV. Historic Preservation Fund (HPF) Grant Applications for Federal FY 2024

1. Consideration of Applications in the Architectural & Historical Category
2. Consideration of Applications in the Archaeological Category
3. Consideration of Applications in the Acquisition & Development Category

Kennedy presented the staff comment, as follows.

This year, 21 Historic Preservation Fund grant proposals were received requesting a grand total of nearly \$1,139,000 – a dramatic increase of \$443,000 over last year’s request total.

At this time, precise state-by-state figures for the Historic Preservation Fund program are not available. Congress has not yet passed a spending bill that provides funding for the HPF program, and the amount to be shared by State Historic Preservation Offices. Nevertheless, we have projected flat-lined funding from the FY2023 level and believe this is a reasonable expectation this year. That would put our FY2024 funding

award in the neighborhood of \$1.2 million. The amount that has been initially targeted for pass-thru as Historic Preservation Fund subgrants is \$650,000.

Certified Local Government Proposals

I will begin with a brief note on Certified Local Government proposals. CLG statistics and funding recommendations may be found on Page 3 of your packet. Indiana's required minimum 10% CLG pass-through amount for FY2024 is estimated to be about \$120,000.

This year, five CLG grant proposals were received: four of them scored high enough on the Administrative criteria to be recommended for funding, while just three of them also scored high enough within their respective categories that they should receive funding. Based on this ranking scenario, the 2024 CLG pass-thru total is anticipated to be \$108,000 – which is projected to be about \$12,000 short of the required minimum 10% pass-thru level.

The Grants Staff has identified several options for increasing spending on CLG projects, described in your packets, such as:

- Funding a new NR project that has just been proposed by the City of Fort Wayne;
- Modifying the funding ratio for CLG projects from 60/40 to 70/30 or even 75/25;
- Increasing the award amount for one or more CLG projects, if needed, after bids come in.

Any one of these options, or a combination of them, should enable the DHPA to easily meet the 10% CLG pass-thru requirement.

The Grants Staff feels that it is not necessary to consider CLG proposals as a separate grant category this year. Therefore, if it is the desire of the Chair and the Board members, the Board may take one vote at the end of this presentation covering all three grant categories at once.

Architectural and Historical Proposals

The first category for the Board's consideration is that of Architectural & Historical projects. These recommendations may be found on page 4 of your packet. Four proposals were received requesting a total of \$116,751. One of them is a CLG project. Three proposals scored higher than the required minimum of 65.0 points on the Administrative Criteria and are recommended for funding, including the CLG project.

Since about \$84,500 was projected to be available for this category, funding three proposals will leave about \$8,000 unused. Staff recommends funding these three projects and transferring the remaining funds to the Acquisition & Development Category this year to help offset the greater demand for rehab grant funding.

Archaeological Proposals

The second category for the Board's consideration is that of Archaeological projects. These recommendations may be found on page 9 of your packet. Just two proposals were received requesting a total of \$99,999. Both proposals scored higher than the required minimum of 65.0 points on the Administrative Criteria and are recommended for funding.

Since about \$162,500 was projected to be available for this category, funding these two proposals will leave more than \$62,000 unused. Staff recommends funding these two projects and transferring the remaining funds to the Acquisition and Development Category this year to help offset the greater demand for rehab grant funding.

Acquisition and Development Proposals

The third and final category for the Board's consideration is that of Acquisition and Development projects. These recommendations may be found on page 12 of your packet, and the map on page 13 shows the geographic distribution of these proposed projects. Fifteen proposals were received this year requesting a

total of \$922,148 – more than double the amount requested in this category last year. Four are CLG projects. Twelve proposals scored higher than the required minimum of 65.0 points on the Administrative Criteria and are recommended for funding, including three of the four CLG projects. However, only two of the CLG proposals scored high enough to receive funding according to their rankings.

Based on the initial projection of about \$403,000 available for this category, plus the unused funds that are recommended to be transferred from the Architectural & Historical and Archaeological Categories, staff believes that there is about \$473,000 available for this category. If approved by the Board, staff believes that there is sufficient funding to provide full grant awards to the seven top-ranked proposals and partial funding (about 2/3 funding) to the 8th ranked project. The Grants Staff is examining several options that may help provide full funding to the 8th ranked A&D project, once the amount of Indiana's HPF award is made known.

The chair called for questions from the board. Kloc asked how the Grants staff normally handles situations of partial funding awards.

Kennedy responded that they try to avoid them whenever possible. The policy is to look at the amount of funding available compared to the amount of the request. If the funding available is about half or less, then it wouldn't constitute a meaningful funding award, so the Grants staff would look at whether there was a top-ranked unfunded project in another category that might better fit the amount of funds available. If not, the Grants staff would look at whether the scope of work of the original project could be reduced to fit the funds available. In the case of the project in question here, the scope of work consists of two large work items, and the partial funding should easily fit one of them, allowing the applicant to proceed with a meaningful project.

V. Discussion of Review Board Priorities for National Register Nominations

McCord reviewed the Review Board policies and procedures manual, which was provided on Sharepoint to board members. The policies reflect NPS-approved procedures and various updates to the policy that the board approved over the years. Some aspects of the former policy included ethics standards; these have been superseded by state policies that apply equally to state-appointed boards and employees. Larrison asked if the board could review the document until the April meeting, and act to approve them or alter them at that point. There was unanimous verbal consent to proceed in that way.

VI. Properties Listed in, Rejected by, or Removed from the National Register since the Last Notification

FRANKLIN COUNTY,

Whitewater Canal Historic District (Additional Documentation), From Laurel Feeder Dam to Brookville, Metamora, AD73000272, ADDITIONAL DOCUMENTATION APPROVED, 11/17/2023

DUBOIS COUNTY,

Zoar Public School, Zoar Methodist Church, Zoar Cemetery, 8818 West Old State Road 64 and Zoar Church Road, Zoar, MP100009589, LISTED, 12/11/2023 (Indiana's Public Common and High Schools MPS)

MARION COUNTY,

North Pennsylvania Street Historic District,
Roughly bound by Westfield Boulevard on the north, the east side of New Jersey Street on the east, 46th Street on the south, and the west side of Pennsylvania Street on the west, Indianapolis, MP100009591, LISTED, 12/11/2023 (Historic Residential Suburbs in the United States, 1830-1960 MPS)

MONTGOMERY COUNTY,

Montgomery County Jail and Sheriff's Residence, 225 N. Washington St., Crawfordsville, NL100009823, NATIONAL HISTORIC LANDMARK DESIGNATED, 12/11/2023

OHIO COUNTY,

Speakman-Miller-Kittle Farm, 10405 Old State Road 56, Rising Sun, SG100009592, LISTED, 12/11/2023

RUSH COUNTY,

Dr. Jefferson and Eliza Arnold Helm House, Address Restricted, Rushville, SG100009593, LISTED, 12/11/2023

VANDEBURGH COUNTY,

Baptisttown Historic District, roughly each side of Evans Avenue and the east side of Linwood Avenue between Walnut and Lincoln, each side of Lincoln Avenue between Motion and Garvin, the west side of Garvin Street and each side of Elliott Street between Mulberry and Chandler, and each side of Governor Street and Line Street between Mulberry and Bellemeade Avenue, Evansville, SG100009594, LISTED, 12/11/2023

Returned

None.

Rejected

None.

Removed

DEARBORN COUNTY

ELIZABETH LEA-JOSEPH THROCKMORTON (Towboat), 11042 St. Rd. 56, Lighthouse Point Yacht Club, Aurora vicinity, OT100004044, REMOVED, 12/7/2023 (moved to Michigan)

INDIAN HENDRICKS COUNTY

Smith Farm, 2698 S Cty. Rd. 900 E., Plainfield vicinity, OT07001279, REMOVED, 12/7/2023 (Demolished)

VII. Set date for the next meeting

Proposed date: April 17, 2024, 1:30 p.m., at Fort Harrison State Park Inn & Conference Center, Roosevelt Room (Inn Building), 5830 N. Post Rd., Indianapolis, IN 46216. Deadline for receipt of Certificate of Approval applications, March 8, 2024, 4:45 p.m.

Mueller adjourned the meeting at 4:05 pm.