



MEETING SUMMARY

Date: August 29, 2019
Time: 4:30 to 6:30 p.m.
Meeting: North Split Consulting Parties Meeting #5
Location: Ivy Tech Culinary and Conference Center

**Complete attendee list begins on page 8.*

1) Welcome & Introductions

Kia Gillette from HNTB called the meeting to order at 4:39 p.m. She welcomed everyone, and all meeting participants in the room and on the telephone introduced themselves.

2) Purpose of Meeting

Kia Gillette reviewed the agenda with meeting participants. The purpose of the meeting is to discuss effects to historic properties as part of the Section 106 process.

3) Section 106 Consultation Process

Section 106 is part of the National Historic Preservation Act of 1996. It considers the effects of federal actions on properties listed in or eligible for the National Register of Historic Places (NRHP). Properties that are listed in or are eligible for the NRHP are treated the same under Section 106.

The Section 106 process also gives the Advisory Council on Historic Preservation the opportunity to consult on projects.

There are four main steps under Section 106:

- The North Split project team has completed the first two steps – 1) Initiate Consultation and 2) Identify Historic Properties
- The North Split project team is now addressing the third step – Assess Effects of Undertaking on Historic Properties. There may be sub-steps for this step.
- Once the third step is completed, the project team will move to Step 4, which is resolving any adverse effects. Mitigation measures will be documented in a final signed Memorandum of Agreement (MOA).

4) Archaeology Update

Kia Gillette stated the project team has completed two archaeological surveys. In the Phase 1b archaeology survey, which included backhoe trenching within the interchange infield, one archaeological site was found. This site was determined not eligible for the NRHP.

The second survey was a Phase 1a survey, which included a visual survey and shovel testing. No sites were found.

The North Split project team is beginning the third survey for small additional areas that have been added onto the Project. The report for this survey will be sent to the State Historic Preservation Office for review later in 2019.

5) Effects to Historic Properties

a. Historic Properties

Kia Gillette provided a recap on the historic properties:

- There are 51 NRHP-listed or eligible resources, which are documented in the Section 106 Effects Report. This report is available on INDOT's IN SCOPE website.
- There are 10 NRHP-listed historic districts.
- There are 27 individually listed NRHP-listed resources, with 8 individual resources determined to be NRHP-eligible.
- There are 2 National Historic Landmarks.
- There is 1 bridge that is determined to be NRHP-eligible, and
- There are 3 districts determined as NRHP-eligible.

b. Minimization Efforts

Kia Gillette presented the ways the project team has been working to minimize the impacts to historic properties throughout the Project development:

- All work will stay within the existing right-of-way.
- Through lanes have been removed from the Project.
- Ramp movements have been removed to minimize the width along I-65.
- Retaining walls have been avoided or minimized.
- The interchange footprint is more compact.
- Noise has been a strong concern from the public. As a result, the Project will include next-generation pavement grooving, with longitudinal grooves not horizontal grooves as it typically done, to minimize traffic noise. While a small test area of this pavement has been conducted in Indiana, the pavement has not been used at this scale in Indiana before.
- The project team has been conducting a robust Context Sensitive Solutions (CSS) process, finishing the final CSS meeting Tuesday, August 27. Round 1 of the CSS meetings included visioning session with neighborhoods to determine what was important to the neighborhoods.
- The project team compiled the CSS Round 1 ideas and returned to the neighborhoods to obtain a second round of feedback, which was just completed. The project team is still compiling feedback from Round 2 of the CSS meetings.

c. Results

Kia Gillette stated that there are three types of effect findings under Section 106:

- 1) **No effect** – Doesn't alter the characteristics of the property that make it eligible for the NRHP.
- 2) **No adverse effect** – May alter the characteristics slightly, but not in a manner that influences the ability of that property to convey historic significance.
- 3) **Adverse effect** – An adverse effect occurs when a project may alter the characteristics of a historic property that qualify the property for inclusion in the NRHP in a manner that would diminish the integrity of the property's location, design, setting, materials, workmanship, feeling, or association. When the project team is assessing effects on a property, this definition is what they use.

Just because the project team didn't recommend an adverse effect, doesn't mean that the Project doesn't impact the neighborhood, but that the effect isn't considered an adverse effect to the historic property under Section 106. The Project will mitigate for adverse effects.

The project team is recommending adverse effect findings for three historic properties/districts: **Old Northside Historic District, the Morris Butler House and Chatham-Arch Historic District.**

They are recommending no adverse effect findings on 26 historic properties/districts and no effect findings on 22 historic properties/districts.

Kia Gillette reviewed the North Split preliminary preferred alternative, highlighting where existing interchange ramps are located and where the new ramps will be. She also stated that the North Split Project will:

- Replace all pavement and most bridges
- Improve safety at the most hazardous locations
- Remove the worst bottlenecks
- Create a more compact interchange
- Not add through lanes
- Be constructed within the existing right-of-way
- Minimize outside walls

The North Split Project will also restrict two ramp movements:

- Delaware entrance ramp will only allow access to I-70
- Pennsylvania exit ramp will only be from I-65

d. Methodology

Kia Gillette reviewed the aspects of the North Split Project that have the potential for adverse effects:

- Changes in road width
- Changes in height of road, bridges, ramps
- Removal of screening vegetation
- Utility relocations
- Traffic (temporary heavy truck and permanent)

- Vibration
- Noise

The project team will specifically be studying noise impacts. Noise impacts and possible noise barriers will be included in an addendum to the Section 106 Effects Report. The recommended effect findings could change once noise information is available.

e. Traffic

Kia Gillette stated that traffic is discussed in detail in Appendix A of the Section 106 Effects Report. The project team used a traffic simulation model to determine traffic forecasts on local streets and concluded that traffic changes would not result in adverse effects to historic properties.

f. Vibration

Kia Gillette said that vibration effects were also considered. Vibration is discussed in more detail in Appendix B of the Section 106 Effects Report. Vibration is a Section 106 concern due to possible structural damage to buildings during construction. The Project Team used the Federal Transit Administration (FTA) manual, *Transit Noise and Vibration Impact Assessment Manual*, as a guide for assessing vibration impacts for the North Split Project.

Based on equations in the FTA manual, buildings up to 140 feet from construction activities have the possibility of structural damage during construction due to the types of equipment that will likely be used. It doesn't mean they will be impacted, but the possibility exists. As a result, the project team will require the construction contractor to prepare a Vibration Monitoring and Control Plan with construction vibration thresholds. If the contractor exceeds vibration limits, they must stop work immediately and can't start again without permission from INDOT.

No adverse effects on historic properties are anticipated if the Vibration Monitoring and Control Plan is implemented and vibration levels are kept under thresholds.

The Vibration Monitoring and Control Plan will include:

- Developing and implementing a vibration monitoring program for construction activities
- Identifying activities known to be a source of vibration
- Identifying buildings that are sensitive to vibration
- Conducting pre-construction surveys of residences, historic buildings and other vibration-sensitive structures in the project corridor to determine the appropriate vibration limits for the type of structure and conditions of the structure
- Conducting post-construction surveys
- Phasing construction activities that create vibration so that multiple sources of vibration do not occur at the same time
- Prohibiting or limiting certain activities that create higher vibration levels during specific nighttime hours
- Developing a method for responding to community complaints
- Keeping the public informed of proposed construction schedules

g. Properties with Adverse Effect Findings

Leah Konicki, a qualified professional historian with ASC Group, reviewed specific adverse effect findings. She said ASC Group reviewed aspects of the project such as the height of road, vibration, utilities and other aspects, for every historic property within the North Split Project Area of Potential Effects.

- **Old Northside Historic District**, which is north of I-65, includes a significant collection of late 19th- and early 20th-century residential and church properties, including the **Morris-Butler House**. The Morris-Butler House is individually listed in the NRHP, and is located in this historic district. The adverse effects to this district and property are:
 - The North Split interchange will be up to 26 feet closer to adjacent properties and will be 0 to 14 feet taller.
 - A 10-12-foot tall retaining wall will be required, and existing screening vegetation will need to be removed, making intrusion of the North Split interchange more visible.
 - Leah Konicki reviewed the existing conditions of 12th Street before, then after the new North Split interchange is completed, including a rendering of the new retaining wall.
- **Chatham Arch Historic District**, which is a mixed-use neighborhood and is associated with the African-American community in Indianapolis.
 - The adverse effect for Chatham Arch is that the roadway will be 14 to 22 feet taller and will be 0 to 12 feet closer.
 - A 10-12-foot tall retaining wall will be required and the intrusion will be more visible.
 - As an example, Leah Konicki showed meeting participants a rendering of College Avenue and I-65 before and after North Split interchange completion.

h. Select Properties with No Adverse Effect Findings

Leah Konicki reviewed select properties where no adverse effect findings are recommended:

- **Benjamin Harrison Home/Presidential Site**, which is significant for its architecture and association with former President Benjamin Harrison himself, and is a National Historic Landmark, as well as being on the NRHP.

The Pennsylvania Street exit ramp reconstruction and existing vegetation being removed are the only impacts of the North Split Project on this site. Since the interstate is already in that location, and there will be no change to the height or width of interstate, a no adverse effect finding is recommended.

- **St. Joseph Neighborhood Historic District**, which is a historic district on the NRHP and includes mixed-use properties like other 19th- and 20th-century neighborhoods. The Delaware Street entrance ramp will be reconstructed in the existing highway right-of-way but will be 8 to 20 feet closer and 4 feet taller than the existing interstate at the Central Avenue bridge. An added retaining wall will be 10 to 12 feet tall. However, because there will be only minor visual changes, it will not diminish the historic integrity of the district.

- **Massachusetts Avenue Commercial Historic District** is an important commercial district. For the North Split Project, there will be a new 10th Street bridge that will be 4 feet taller than the existing bridge, vegetation removal in the interstate right-of-way and replacement bridges over St. Clair Street that will be 3 feet taller. However, because the interstate is an existing intrusion and the slight visible change will not change the streetscape, it was determined the Project will not diminish the historic integrity of the district.
- **Lockerbie Square Historic District** will have pavement that is 5 feet closer, and bridges will be replaced at Michigan, Vermont and New York streets that will be 8 feet, 3 feet and 6 feet taller, respectively. In addition, vegetation will be removed in the interstate right-of-way. However, it was determined there was no adverse effect because the interstate is an existing intrusion and the slight visual change will not change the streetscape.
- **Holy Cross/Westminster Historic District** will be 69 feet from the proposed edge of the shoulder, which is approximately 3 feet closer than it is today. In addition, replacement bridges over Washington Street, Market Street, Ohio Street/CSX Railroad and New York Street will be 1 foot, 0 feet and 6 feet taller, respectively. Since the interstate is an existing intrusion, it will not be more visible than before, it was determined that it would not diminish the historic integrity of the district and will have no adverse effect.
- **Cottage Home Historic District** will be 471 feet from the proposed edge of the shoulder, and replacement bridges over St. Clair Street will be 3 feet taller. However, similar to other districts, there will only be minor changes. Since the interstate is an existing intrusion and will not be more visible, it will not diminish the integrity of the district and has no adverse effect.

6) Mitigation

Kia Gillette said INDOT and the Federal Highway Administration (FHWA) will mitigate for adverse effects to historic properties. Right now, the North Split project team anticipates mitigating for adverse effects for the Old Northside Historic District, the Chatham Arch Historic District and the Morris-Butler House.

The North Split project team will develop mitigation measures in a Memorandum of Agreement (MOA), and is asking Section 106 Consulting Parties to provide mitigation ideas to incorporate into a MOA for the North Split Project.

Adverse effects and mitigation ideas will be discussed in more detail at the next Consulting Parties meeting, anticipated to be in late October. Kia Gillette asked Consulting Parties to send their comments and thoughts to her at kgillette@hntb.com

Possible mitigation ideas include but are not limited to:

- CSS-related vegetation plantings and wall treatments
- Preservation project funding
- A funded preservation officer

- NRHP nominations
- Educational materials and websites
- Audio tours and oral histories
- Gateways and informational signage
- Booklets, pamphlets and brochures

Mitigation ideas are not limited to the ideas presented, and she encouraged Consulting Parties to be creative and not limit themselves when thinking about mitigation for historic properties. She said the project team will consider all ideas.

7) Next Steps

Kia Gillette shared the anticipated next steps:

- Please submit all effect finding comments and mitigation ideas by September 9, 2019.
- The project team anticipates publishing the Section 106 Noise Addendum in late September or early October 2019 and then will hold a Consulting Parties meeting to discuss the Noise Addendum in mid- to late-October.
- In December, the project team anticipates publishing the Section 106 800.11(e) documentation, which summarizes the consultation process, and mitigation ideas.
- In January 2020, there will be a Consulting Parties meeting for mitigation and to review possible MOA stipulations.
- A draft MOA is anticipated to be sent out for Consulting Parties review in February 2020.
- Kia Gillette said the final MOA is anticipated to be sent out for review and signatures in April 2020.

The Section 106 Effects Report has more detail beyond what was reviewed at the meeting today, and she encouraged Consulting Parties to review the report, including the additional information about traffic and vibration in the report appendices.

Kia Gillette stated that a link to the website for the Section 106 Effects Report was distributed in an earlier email. She encouraged meeting attendees to contact her if they needed the website link sent to them. Kia Gillette also encouraged Consulting Parties to send their comments directly to her at kgillette@hntb.com. Comments will be accepted through September 9, 2019.

8) Discussion and Questions

Q: Adverse effects were found for the Morris-Butler Home but not the Indiana Landmarks building next door on 12th Street. Can you explain why?

A: Effect findings are made for NRHP-listed and NRHP-eligible historic districts and individually listed properties. The Morris-Butler Home is a contributing building in the Old Northside Historic District and is also individually listed in the NRHP. The Indiana Landmarks building is also a contributing building to the Old Northside Historic District, but is not individually listed in the NRHP.

Q: The Section 106 Effects Report states that the interstate will be 8 to 20 feet closer to the St. Joseph Neighborhood. Can you please clarify that comment?

A: The new interstate edge of pavement will be approximately 8 feet closer to the district boundary near the west end of the district and approximately 20 feet closer to the district at the east end of the district.

Q: Will the greatest intrusion to the Old Northside neighborhood be just west of Central Avenue?

A: That is correct.

Q: For the Old Northside Historic District elevation change, the comment was made that the roadway could be 14 feet higher. Is that related to new ramp or is it whole roadway?

A: There will be a gradual increase in height from Alabama Street to College Avenue. At Alabama Street, there will be no increase, at Central Avenue it will be approximately 4 feet taller, and at College Avenue it will be approximately 14 feet taller. However, the bridge closest to the Old Northside over College Avenue will be removed because the ramp will no longer be needed.

Q: For Old Northside and Lockerbie Historic Districts, is there a plan to replace the vegetation, primarily trees, from the places where vegetation is being removed?

A: Unfortunately, trees will need to be removed during construction. The North Split project team may be able to identify areas where construction contractors don't need to go, to help preserve some of the existing vegetation. We understand there is value in the vegetation. However, where vegetation and trees are removed, any replacement of that vegetation or trees will occur as part of the CSS process, as determined by the neighborhoods. If it's also determined by the neighborhoods that trees should be replanted as part of adverse effects mitigation, that could be stipulated as part of the MOA.

9) Adjourn

Kia Gillette again encouraged meeting participants to send her their comments on effects to historic properties and mitigation ideas. She said she would email the PowerPoint presentation slides to the Consulting Parties on Friday, August 30.

Kia Gillette adjourned the meeting at 5:22 p.m.

Attendees:

Project Team	
Kia Gillette	HNTB
Seth Schickel	HNTB
Scott Siefker	TSW
Michelle Allen	FHWA
Patrick Carpenter	INDOT
Anuradha Kumar	INDOT

Anthony Ross	INDOT
Dave Cleveland	Corradino Group
Leah Konicki	ASC Group
Harry Nikides	ASC Group
Erin Pipkin (via phone)	Compass Outreach Solutions
Amy Hanna	Borshoff

Consulting Parties	
Mark Godley	St. Joseph Historic Neighborhood Association
Bethany Gosewehr	Benjamin Harrison Presidential Site
Paul Knapp	Interstate Business Group
Betsy Merritt (via phone)	National Trust for Historic Preservation
Jordan Ryan (via phone)	North Square Neighborhood Association
Chad Slider	IDNR - Division of Historic Preservation and Archaeology
Wade Tharp (via phone)	IDNR – Division of Historic Preservation and Archaeology
Kelly Wensing (via phone)	Holy Cross Historic Neighborhood Association