APPENDIX E

SECTION 106 CONSULTATION

This appendix contains the following:

- FAA letter to SHPO RE: Area of Potential Effects dated February 15, 2022
- SHPO response letter dated March 14, 2022
- FAA letter to SHPO Request Concurrence with Finding November 1, 2022
- Archaeological Report Summary
- Architectural Survey Report (Direct APE)
- Architectural Survey Report (Indirect APE)
- SHPO response letter dated December 1, 2022
- SHPO response letter dated January 9, 2023

Note: At the direction of the SHPO, the full archaeological report is not provided in the appendix because some of the information contained in the report is proprietary. However, a summary of identified resources are included in the Affected Environment chapter of the EA and the potential impacts are included in the Environmental Consequences chapter of the EA.

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

Memphis Airports District Office
2600 Thousand Oaks Blvd., Suite 2250
Memphis, TN 38118

Phone (901) 322-8180

February 15, 2022

Ms. Renee Gledhill-Earley
Environmental Review Coordinator
State Historic Preservation Office
109 East Jones St. MSC 4617
Raleigh, NC 27699

RE: Section 106 Consultation / Area of Potential Effects
Proposed Runway 5L/23R Replacement Project Environmental Assessment
Raleigh-Durham International Airport (RDU)
North Carolina Environmental Review Number 20-2333

Dear Ms. Gledhill-Earley:

The Raleigh-Durham Airport Authority (Airport Authority) has proposed a Runway 5L/23R Replacement Program at the Raleigh-Durham International Airport (RDU) in Wake County, North Carolina. As part of the Federal Aviation Administration's (FAA's) Section 106 review, the FAA is formally seeking your concurrence on the Proposed Direct and Indirect Area of Potential Effects (APE) for this undertaking and the field survey area and methodology.

Proposed Undertaking

The Proposed Undertaking evaluated as part of this Environmental Assessment (EA) is shown in **Figure 1** and includes:

- Relocate Runway 5L/23R 537 feet west of the existing runway to the location depicted in the conditionally approved Airport Layout Plan (ALP) and reconstruct the runway to a length between 10,000 and 10,639 feet, and 150 feet wide;
- Use approximately 5 million cubic yards of fill for the relocated runway. If suitable, fill may come from borrow sites located on existing Airport property (includes vegetation/tree clearing at these sites), otherwise fill material would come from off-airport sites; these borrow sites will not be located immediately adjacent to William B. Umstead State Park;
- Construction of safety areas associated with runway and taxiway development;
- Relocate and/or install lighting systems associated with runway and taxiway development;
- Use approximately 150,000,000 gallons of water from Brier Creek Reservoir for hydrocompression of fill material. If water from Brier Creek Reservoir is not sufficiently available or unsuitable, water will come from local municipal sources;
- Construction of associated and connecting taxiways to the relocated Runway 5L/23R;

- Construction of associated drainage improvements to provide for the additional impervious pavement areas;
- Conversion of the existing Runway 5L/23R to a full-length parallel and connecting taxiway after the relocated runway is completed;
- Relocate a portion of Lumley Road out of the relocated Runway 5L/23R's safety areas, to include necessary property acquisitions, utility relocations, and demolition of four buildings;
- Construction of a new airport perimeter road around the relocated Runway 5L/23R;
- Relocate FAA navigational aids and development and/or modification of associated arrival and departure procedures; and
- Tree/vegetation/obstacle removal for Runway Object Free Area (ROFA), Taxiway Object Free Area (TOFA), Threshold Siting Surface (TSS), Part 77, and Terminal Instrument Procedure (TERPs) surfaces.

Areas of Potential Effects

For this Proposed Undertaking, the FAA has defined two APEs - a Direct APE and an Indirect APE. In order to determine the Direct APE, the areas where there is the potential for ground disturbance due to construction activities were reviewed. No ground disturbing activities associated with the Proposed Undertaking would be conducted on or near William B. Umstead Park. Approximately 1,427 acres have been identified as the Proposed Direct APE. The Proposed Direct APE is shown in **Figure 2**.

FAA typically uses the term Indirect APE to refer to potential noise and visual impacts that do not physically alter historic resources. This type of impact often covers a larger area than the Direct APE but does not have the potential to affect archaeological resources. The Proposed Indirect APE boundary is based on noise exposure maps, proposed tree clearing areas, and other areas where there is potential for a change to the visual setting. At the present time, a noise exposure map for the proposed undertaking is not complete. As such, the future noise exposure map from the Airport's most recent Master Plan Study Vision 2040 was used to establish significant noise (65 Day-Night Average Sound Level [DNL] or higher). This map was used to delineate the significant noise between the no action alternative and the proposed undertaking, which makes up the audible component of the Indirect APE. In addition, the Proposed Indirect APE includes the Proposed Direct APE and adds a buffer of 200 feet where there is the potential for any tree clearing or other potential changes in visual character. The Proposed Indirect APE is shown on **Figure 3**.

Identification of Historic, Cultural, and/or Architectural Resources within the Indirect APE

An intensive-level historic architectural survey will be conducted for the four buildings that are proposed to be demolished to determine their potential eligibility for listing in the National Register of Historic Places. In addition, all above ground buildings within the Indirect APE will be identified. Wake County Auditor data will be used to identify structures that are 50 years of age or older and NCHPO data will be used to identify any previously surveyed properties within the Indirect APE. If applicable, field surveys including photo documentation of all available facades of each potentially eligible property and all supporting outbuildings and important features will be conducted and compiled in order to determine their potential eligibility for listing in the National Register of Historic Places.

Archeological Survey Area

A field survey will be conducted to identify the presence or absence of archeological sites in the Proposed Direct APE. In order to determine the archeological survey area, a review of archeological survey reports on file at the North Carolina Office of State Archaeology (NCOSA) was conducted. Because much of the area within the Proposed Direct APE has been previously disturbed by past land-altering activities including areas used to build RDU's existing Runway 5L/23R in the early 1980s, an evaluation of past and current land conditions was conducted to identify areas that may have the potential for archeological sites. This evaluation consisted of identifying previously disturbed areas on orthophotos that date from 1981 to present day and on USDA aerials from 1938, 1951, and 1973. These previously disturbed areas within the Proposed Direct APE were excluded from the archeological survey area. In addition, land that was previously surveyed for archeological sites, the North Carolina Department of Transportation right-of way along roads, powerline corridors, and a 50-ft riparian buffer established in the North Carolina Department of Environment Quality (DEQ) Neuse River Basin Riparian Buffer Protection Program (15A NCAC 02b.0714 amended 15 June 2020) were excluded from the archeological survey area.

The research effort resulted in identifying approximately 463 acres of the Proposed Direct APE as having a higher probability for the presence of archeological sites. Further, within the 463-acre high-probability area there are 44 acres that have more than 15 percent slope that is considered to have a low probability for the presence of archeological sites. These areas will be visually inspected but not shovel tested unless deemed appropriate by the Project Archaeologist. The Proposed Archeological Survey Area is shown on **Figure 4**.

The 463-acre Archeological Survey Area was proposed in the FAA/NC HPO Coordination meeting October 7, 2021. After review and discussion on October 8, 2021 with Mary Beth Fitts, Assistant State Archaeologist, an approximate 10-acre area identified on NC OneMap LiDAR DEM that appeared to have a high-probability for the presence of archeological sites was added to the proposed Archeological Survey Area that covers 475.8 acres or approximately 33.3 percent of the Direct APE. All probability areas within the 475.8-acre Archaeological Survey Area will be investigated.

Archeological Identification Survey Methods

Following the NCOSA guidelines, archeological sites will be defined as occurrences of at least one artifact and/or a locale that exhibits evidence of intact surface or subsurface cultural features. All work will follow the NCOSA *Archaeological Investigations Standards and Guidelines for Background Research, Field Methodologies, Technical Reports, and Curation* that were updated in December 2017. The work will include a National Register of Historic Places (NRHP) assessment for all sites identified or revisited during the survey. All survey tasks will be completed by archeologists who meet the Secretary of the Interior's Professional Qualification Standards and will be supervised by a Principal Investigator with at least 20 years' experience in cultural resources management. The archeological survey area will be subjected to a pedestrian reconnaissance-level survey to locate above-ground and surface features and artifacts. Other visual inspections during the survey will include cut banks, roadbeds, and exposed, plowed, or eroded surfaces. Systematic shovel testing will be conducted at 30-meter intervals within the archeological survey area. Additionally, judgmentally placed shovel tests will be excavated, as deemed appropriate by the Field Director. Their placement will be determined by pre-field project mapping as well as by factors encountered during field reconnaissance. Judgmental tests will be placed off-grid on

micro-topographic landforms, at potential historic resources, or other prominent settings not previously covered. Shovel tests will measure at least 38 cm (15 inches) in diameter and will be excavated 20 cm (7.9 inches) into sterile subsoil or will terminate at the water table or when encountering bedrock. All excavated material will be sifted through ¼-inch hardware mesh. The soil color and texture, as well as notes on the stratigraphic relationship of the artifacts, if recovered, will be recorded for all shovel tests. Archeological sites identified will be assessed for eligibility for listing in the NRHP using eligibility criteria specified by the Department of Interior (36 CFR Part 60).

There are three previously recorded sites within the archeological survey area (31WA0081, 31WA0082, and 31WA0083). These sites were recorded in the 1970s and were not evaluated for the NRHP. The survey will revisit these sites and evaluate them for the NRHP. Two previously recorded burial areas are in the archeological survey area. These are the R. A. Burgess Cemetery (31WA0143) and the Burgess-Dunn Family Cemetery (31WA0145). These burial locations will be avoided during construction. Archaeological investigations at cemeteries will include visual inspection, systematic probing, and remote-sensing (GPR) that will help identify marked or unmarked human burials, potential grave depressions, carved and/or informal fieldstone grave markers, fence lines, ornamental plantings, and other above-ground features. A buffer zone will be established around the boundaries of the two known burial areas, as well as any other abandoned cemeteries found during the survey, to ensure protection during construction activities. A 75-foot buffer zone is proposed. The buffer zone will prevent disturbance to the burial areas during construction and it will protect them from erosion that could result during adjacent earth-moving activities. There will be no disturbance (stockpiling, equipment storage, etc.) or entry by construction crew at each cemetery to ensure burial site conservation. The buffer zone will also be identified on construction plans as “Environmentally Sensitive.”

Request

The FAA is seeking concurrence from your office on the Proposed Direct and Indirect APEs and the proposed field survey area and methods. We respectfully request your response within 30 days after receipt of this letter specifying concurrence or your concerns. If you have any questions, please contact me at (901) 322-8192 or by email at Aaron.Braswell@faa.gov.

Sincerely,

Aaron Braswell
Environmental Protection Specialist
Memphis Airports District Office

cc: Bill Sandifer, Raleigh-Durham Airport Authority
Kenny Perry, Raleigh-Durham Airport Authority
Chris Babb, Landrum & Brown

Attachments: Figure 1 Proposed Undertaking
Figure 2 Proposed Direct Area of Potential Effects
Figure 3 Proposed Indirect Area of Potential Effects
Figure 4 Proposed Archeological Survey Area

Figure 1 Proposed Undertaking

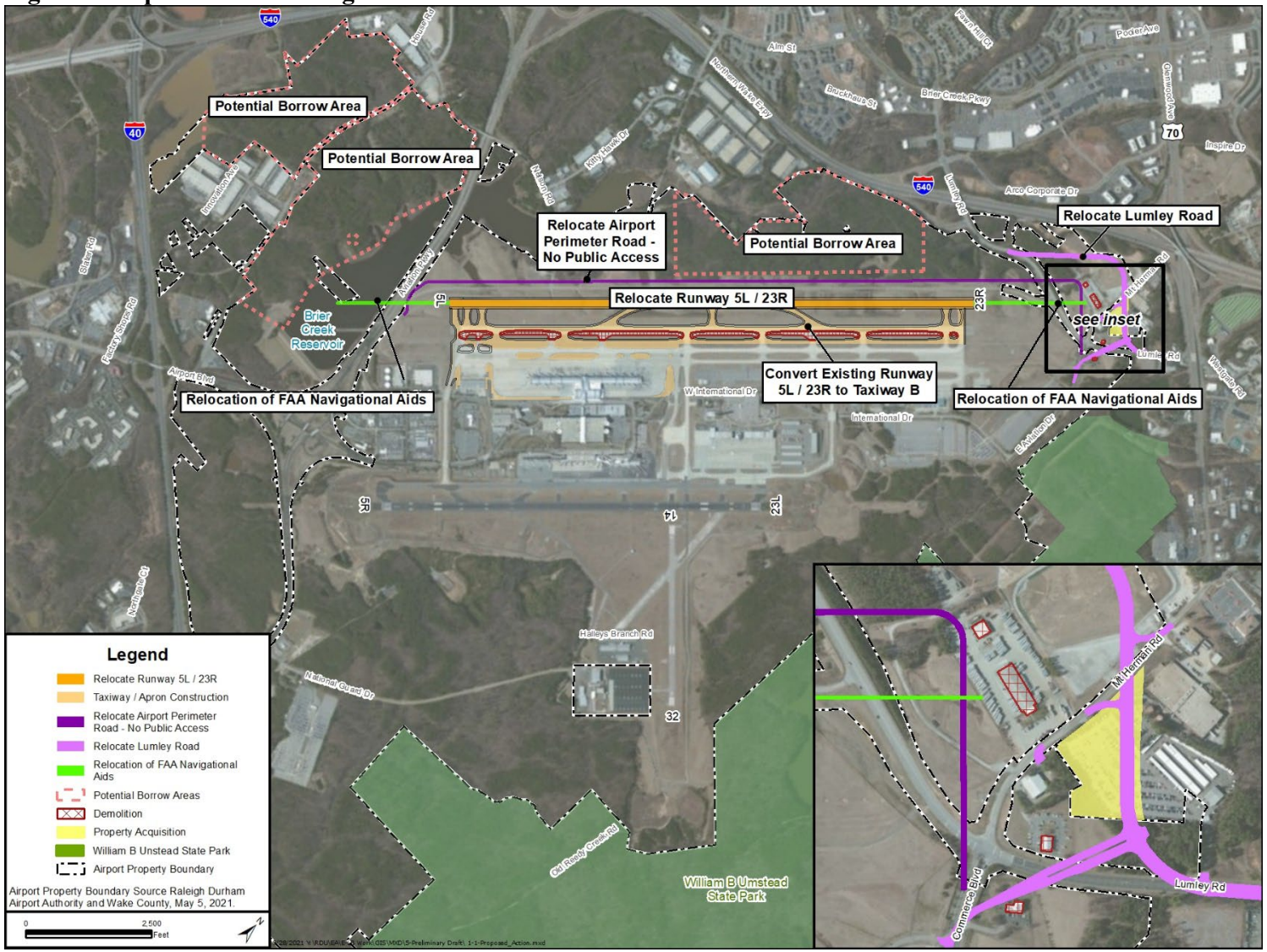


Figure 2 Proposed Direct Area of Potential Effects

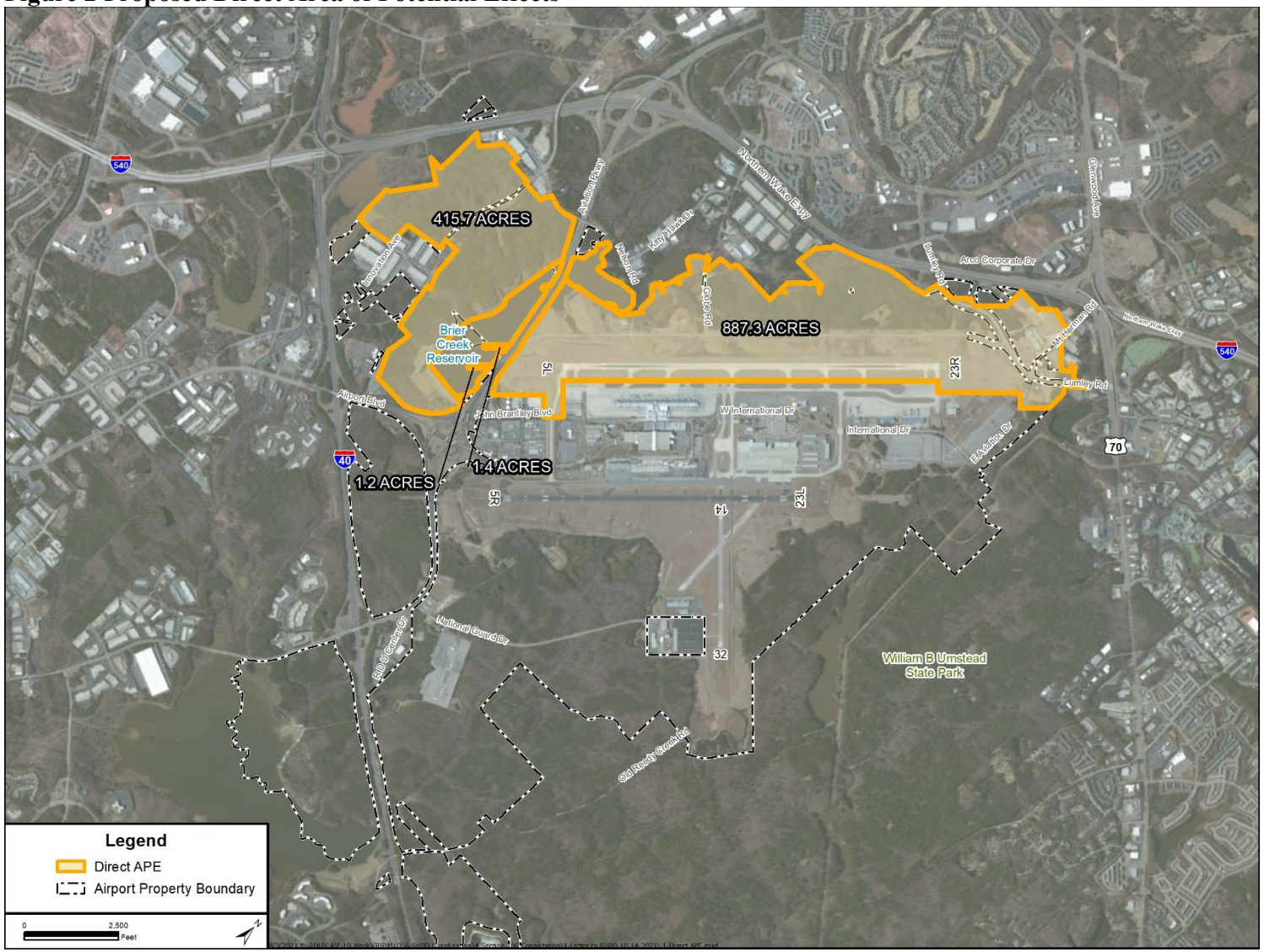


Figure 3 Proposed Indirect Area of Potential Effects

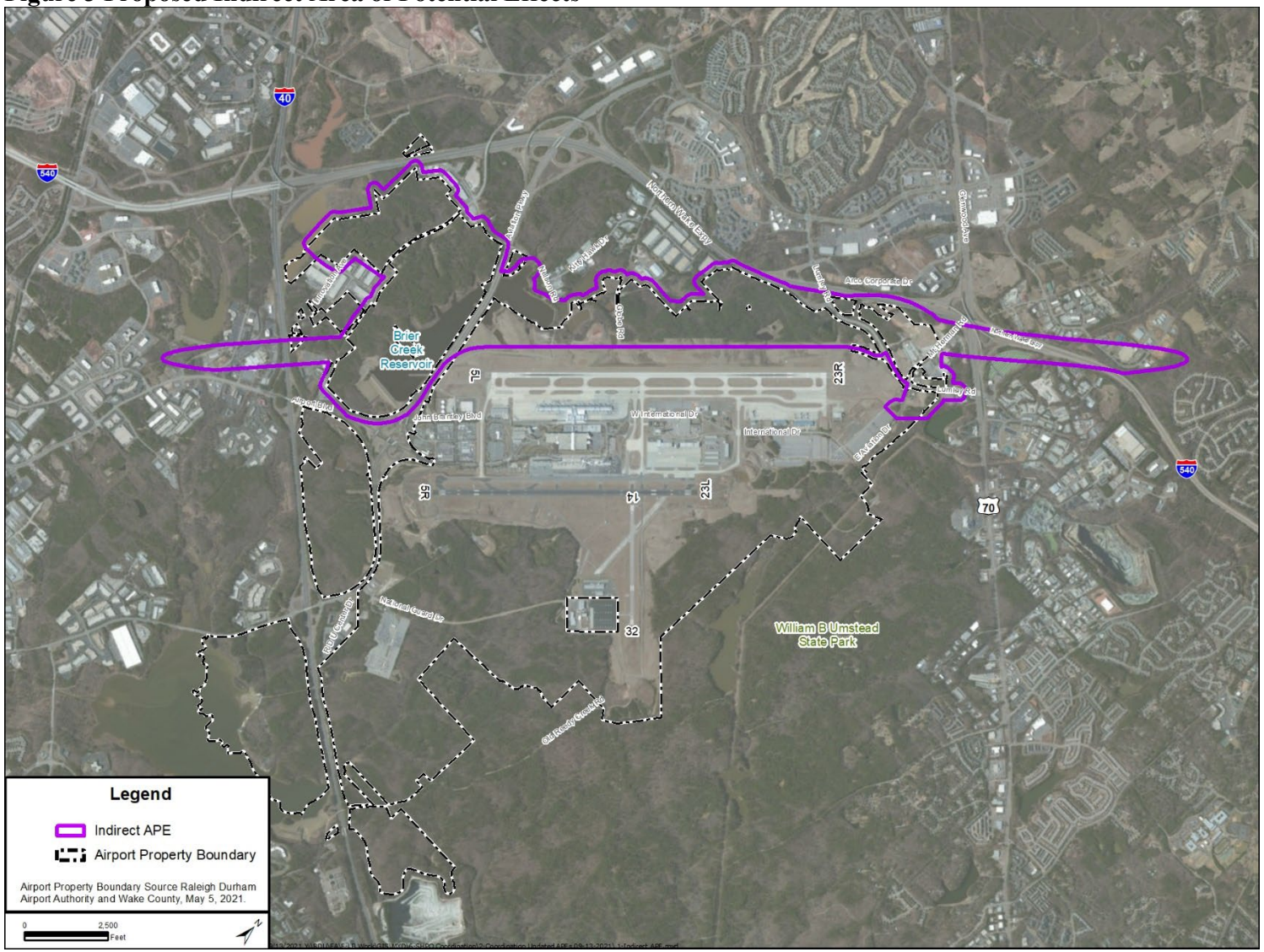
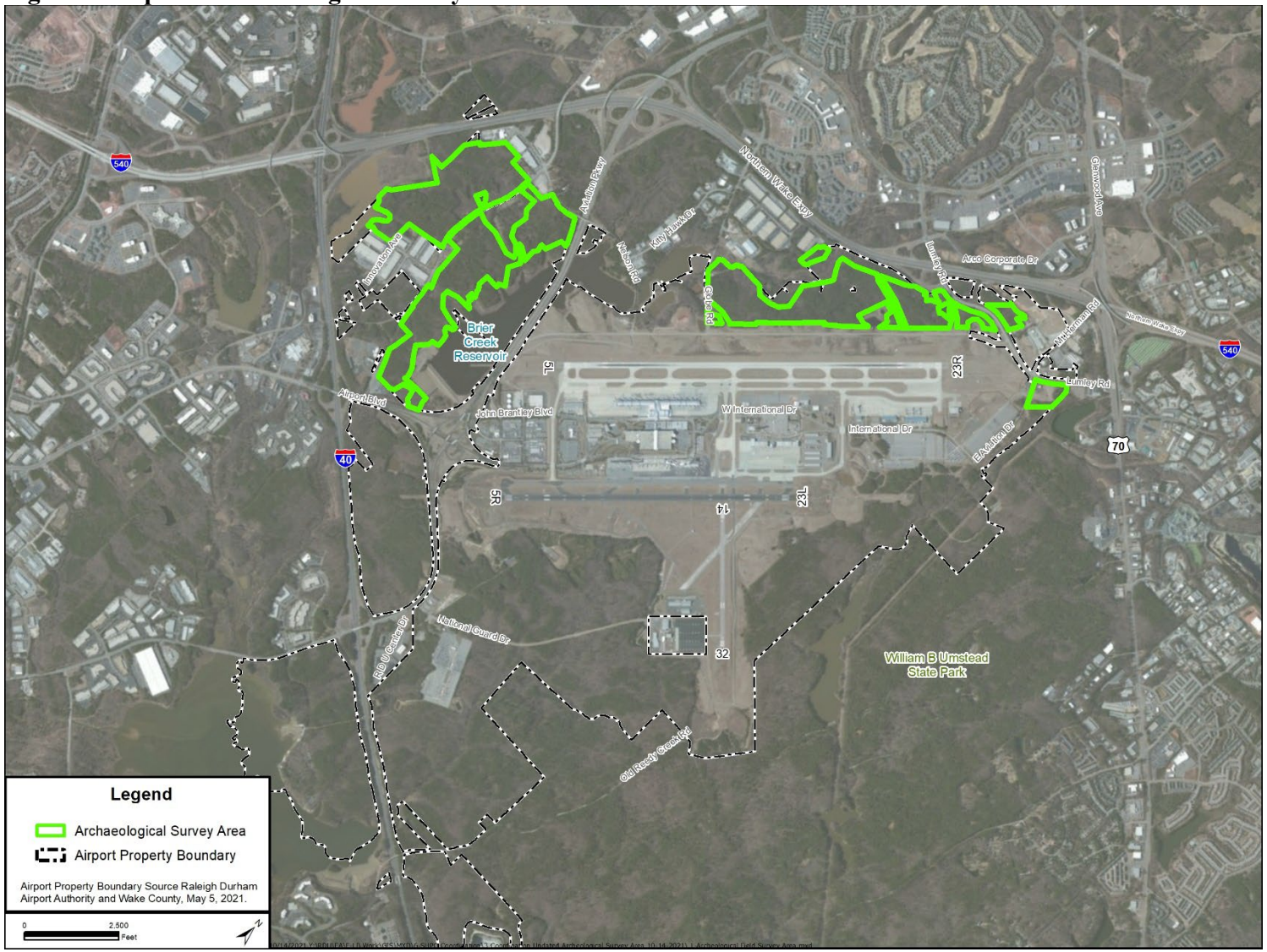


Figure 4 Proposed Archaeological Survey Area



North Carolina Department of Natural and Cultural Resources

State Historic Preservation Office

Ramona M. Bartos, Administrator

Governor Roy Cooper
Secretary D. Reid Wilson

Office of Archives and History
Deputy Secretary, Darin J. Waters, Ph.D.

March 14, 2022

Douglass Aaron Braswell aaron.braswell@faa.gov
Federal Aviation Administration
Memphis Airports District Office
2600 Thousand Oaks Boulevard, Suite 2250
Memphis, TN 38118

Re: Reconstruct Runway 5L/23R, Raleigh-Durham International Airport (RDU), Wake County, ER 20-2333

Dear Mr. Braswell:

Thank you for your February 15, 2022, submission concerning the above-referenced project. We have reviewed the materials provided and offer the following comments.

We concur that use of the proposed field methods within the archaeological survey area should be sufficient to identify any sites that may be eligible for listing in the National Register of Historic Places in the area of potential effects for the proposed undertaking. In addition, the proposed cemetery delineation methods and proposed avoidance measures should be sufficient to ensure they are not impacted by the proposed undertaking.

We also agree with your determination of the Area of Indirect Effects and the survey strategy outline for identifying whether any historic structures are present and will be affected.

The above comments are made pursuant to Section 106 of the National Historic Preservation Act and the Advisory Council on Historic Preservation's Regulations for Compliance with Section 106 codified at 36 CFR Part 800.

Thank you for your cooperation and consideration. If you have questions concerning the above comment, contact Renee Gledhill-Earley, environmental review coordinator, at 919-814-6579 or environmental.review@ncdcr.gov. In all future communication concerning this project, please cite the above referenced tracking number.

Sincerely,

Renee Gledhill-Earley

for Ramona Bartos, Deputy
State Historic Preservation Officer

cc: Chris Babb, Landrum & Brown chris.babb@landrumbrown.com

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

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2600 Thousand Oaks Boulevard
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Memphis, TN 38118-2486

Phone: 901-322-8180

November 1, 2022

Renee Gledhill-Earley
Environmental Review Coordinator
Historic Preservation Office
109 East Jones Street MSC
Raleigh, NC 27699

Dear Ms. Gledhill-Earley:

The Federal Aviation Administration (FAA) Memphis Airports District Office is reviewing a proposed project sponsored by the Raleigh Durham International Airport (RDU) Authority located at the Raleigh Durham International Airport in Wake and Durham counties pursuant to the National Environmental Policy Act.

The Proposed project includes relocating Runway 5L/23R approximately 537 feet northwest of existing Runway 5L/23R and, after construction is complete, converting the existing Runway 5L/23R to a taxiway. The project also includes use of fill material from Airport borrow sites, use of water from Brier Creek Reservoir, construction of drainage improvements, relocation of a portion of Lumley Road, utility relocations, demolition of four buildings, relocation of aircraft navigational aids, acquisition of property, and removal and/or mitigation of obstacles in accordance with Federal Aviation Administration (FAA) safety standards.

As per Section 106 of the National Historic Preservation Act, the FAA and RDU have completed studies to evaluate the effect of the proposed project on archaeological and architectural resources within the proposed impact area. The FAA's considers the proposed action an undertaking under the National Historic Preservation Act (NHPA) that has the potential to affect historic properties. The direct area of potential affect (APE) covers 1,427.9 acres as agreed to with the North Carolina State Historic Preservation Office (SHPO). After an October 8, 2021, meeting between the SHPO, FAA and RDU, the area for archeological review was reduced to 475.8 acres because portions of the 1,427.9 acre APE have been previously surveyed, were disturbed by other activities or were not going to be disturbed. The area for the indirect APE is based on potential for noise increase as a result of the proposed project and was agreed to by the SHPO on March 14, 2022. Maps of the direct and indirect APE are attached to this letter.

Enclosed for your review are three reports that support FAA's evaluation of impacts to archaeological and historical resources. These reports are: the Phase I Archeological Report, by Legacy Research Associates, for areas potentially disturbed during the construction of the new runway within the APE, and two architectural reports, by Richard Grubb and Associates, Inc.: one evaluating four buildings that will be physically impacted within the direct area APE, and one evaluating three structures potentially affected by noise within the Indirect APE.

The consultant, Landrum and Brown, has worked with the preparers to ensure these reports conform to North Carolina SHPO guidelines. Also included are the original site forms for both the archaeological sites identified during the Phase I Survey and structures greater than 50 years of age identified during the Architectural Survey.

There are no properties listed in the National Register of Historic Places within the direct and indirect APEs. The only report that determined a resource eligible for listing in the National Register of Historic Places (NRHP) was the architectural report for building within the direct APE. One resource, consisting of two structures, was determined by Richard Grubb and Associates, Inc., as eligible. This resource, WA 7949, the Estes Express Lines Terminal and Maintenance Shop, is located north of the proposed runway and is slated for demolition. The terminal has already been vacated by the Estes Express Lines. While Richard Grubb and Associates, Inc., has made this eligibility determination, the FAA disagrees with the conclusion in the report. While Estes Express Lines is a trucking facility in the Southeast, it was not the original Estes Express location nor the Headquarters for the company. The facility was constructed circa 1973, at the end of the era when trucking was growing in this region. It played an insignificant role in the development and expansion of the trucking industry and is just coming to its 50 years in age. Also, this facility was not associated with any individuals who played a major role in the development of the trucking industry in the Southeast. For these reasons and with the information submitted in the report, FAA does not support the conclusion that the former Estes Express Lines facility is eligible for listing in the NRHP.

Based on the information in the information in the three reports, the FAA finds the proposed undertaking will not affect any properties listed or eligible for listing on the National Register of Historic Places under 36 CFR Part 800.4(d)(1).

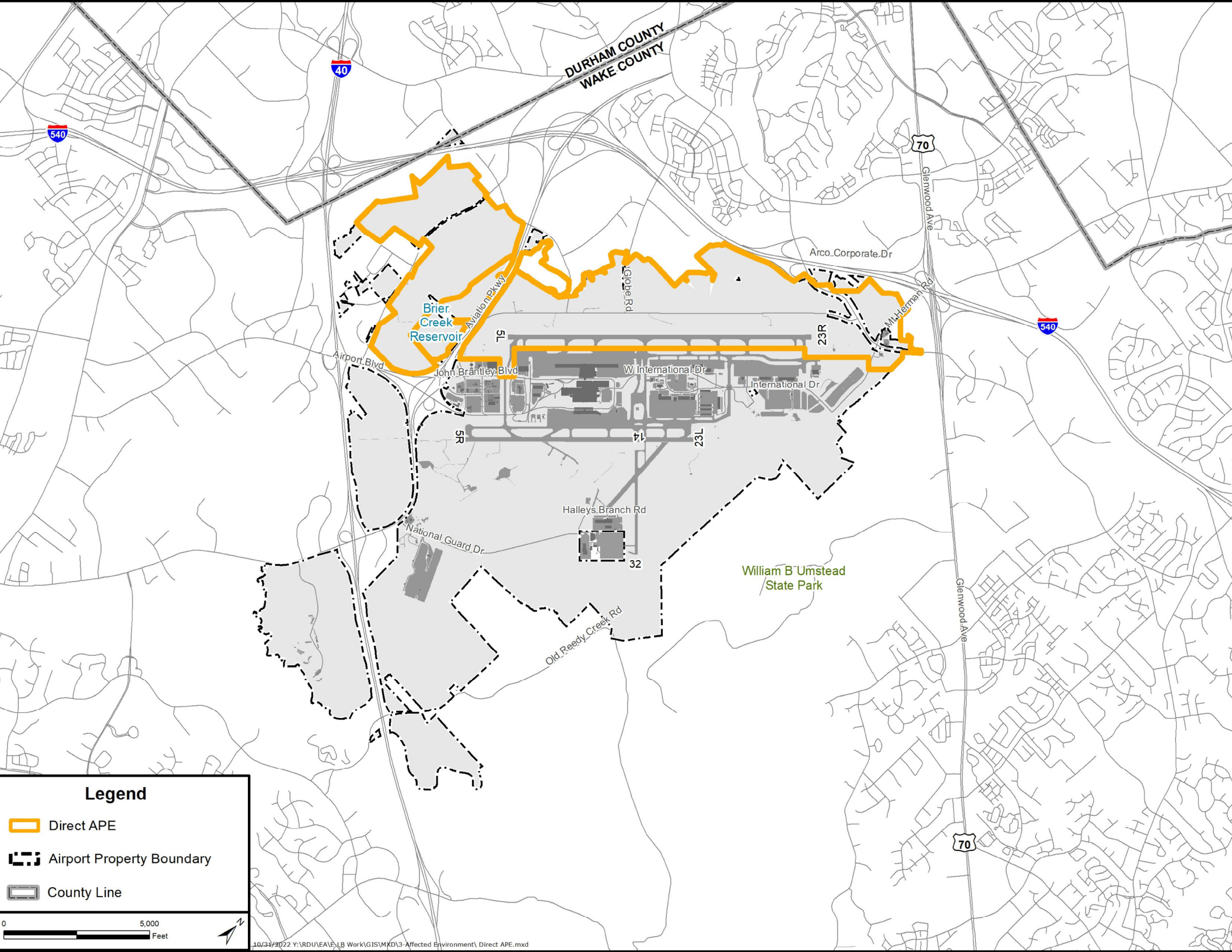
FAA seeks the North Carolina SHPO's concurrence with this finding.

If you should have any questions concerning the status of the project, feel free to contact Jackie Sweatt-Essick (404) 305-6726 or email at Jackie.Sweatt-Essick@faa.gov or Michael Lamprecht (202) 267-6495 or email at Michael.Lamprecht@faa.gov.

Sincerely,

Tommy L. Dupree

Cc: William C. Sandifer, A.A.E., Executive Vice President-CEO, RDUAA
Chris Babb, Landrum & Brown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Brier Creek Reservoir
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National Guard Dr
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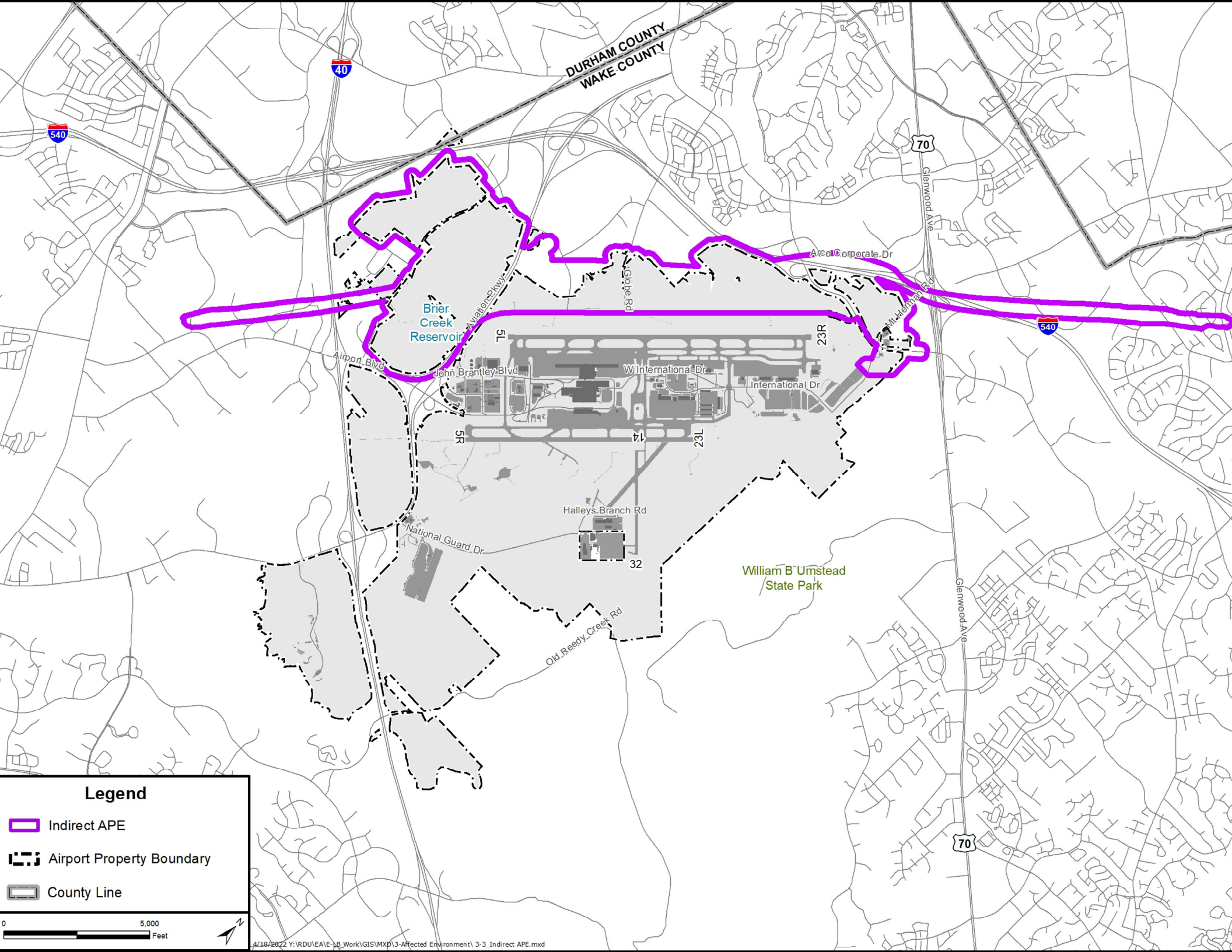
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Archaeological and Cultural Resource Investigations within the Archaeological Survey Area for the Runway 5L/23R Replacement Program at the Raleigh-Durham International Airport Durham and Wake Counties, North Carolina North Carolina Environmental Review Number 20-2333

Prepared for:
Landrum and Brown, Inc.
4445 Lake Forest Drive
Suite 700
Cincinnati, Ohio 45242

On behalf of:
Raleigh-Durham Airport Authority
1000 Trade Drive
Morrisville, North Carolina 27560

Prepared by:
Deborah Joy, Registered Professional Archaeologist (RPA), Legacy Research Associates
with contributions from Terri Russ, RPA, and Melissa C. McKay, RPA, Terracon

August 31, 2022

Management Summary

This report presents the results of intensive archaeological investigations conducted for proposed ground-disturbing activities anticipated with the replacement of Runway 5L/23R at the Raleigh-Durham International Airport (RDU) in Durham and Wake Counties, North Carolina (NC). The archaeological work was conducted in compliance with Section 106 of the National Historic Preservation Act of 1966 (NHPA) and the National Environmental Policy Act of 1969 (NEPA). It was conducted by Legacy Research Associates (Legacy) as a subcontractor for Landrum & Brown, Inc. (L&B) under contract with the Raleigh-Durham Airport Authority (RDUAA). The Project's lead Federal Agency is the Federal Aviation Administration (FAA), Memphis Airports District.

The services were conducted in accordance with the Archeological and Historic Preservation Act of 1974, Executive Order 11593 (*Protection and Enhancement of the Cultural Environment*), and 36 CFR Parts 60-66 and 800 (*National Register of Historic Places* and *Protection of Historic Properties*). They followed the 2017 North Carolina Office of State Archaeology (NC OSA) *Archaeological Investigations Standards and Guidelines for Background Research, Field Methodologies, Technical Reports, and Curation.*

Field investigations were conducted in the 478.5-acre Archaeological Survey Area that was agreed upon in consultation with the FAA and the NC Historic Preservation Office (HPO) on October 7-8, 2021. The Archaeological Survey Area comprises approximately 33.3 percent of the 1,427.9-acre Direct Area of Potential Effects (APE). Fieldwork was conducted from September 10 to October 20, 2021, and December 29-30, 2021, with field assistance from Terracon by Terri Russ, Melissa McKay, Becky Sponseller, Connor Seaton, Abigail Bythell, and Kristin Doshier.

During the survey, 2,042 shovel tests were excavated. Of those, 1,677 were transect shovel tests, and 365 were site delineation (radial) shovel tests. Approximately 23 percent of the transect shovel tests (n=384) were not excavated due to slope, disturbance, wetland/water, or other factors. Additional fieldwork (ground-penetrating radar) was conducted at two cemeteries (31WA0145 and 31WA2472). This work was performed by Terri Russ, Registered Professional Archaeologist (RPA); Matt Sirianni, Ph.D., Geophysicist; and Cameron Wood, Geophysical Technician, on September 25, 2021. Deborah Joy, RPA, was the Principal Investigator.

The survey revisited five previously recorded sites (31WA0081, 31WA0082, 31WA0083, 31WA0143, and 31WA0145) that were not evaluated for the National Register of Historic Places (NRHP) when they were recorded in 1974 and recorded 36 new sites (31WA2471-31WA2506). The location of one previously recorded site (31WA0150 – Lynn Mausoleum) was relocated outside the Direct APE in 2010 and was not revisited.

Archaeological sites identified or revisited were inspected at the intensive survey level that included an eligibility assessment for listing in the NRHP. They were evaluated using criteria for NRHP eligibility as specified by the Department of Interior (36 CFR Part 60). A recommendation on the significance of cultural resources was based on the NRHP-eligibility criteria described in 36 CFR 60.4, as follows:

Sites, objects, districts, structures, and buildings are determined as worthy of inclusion on the NRHP if
“The quality of significance in American history, architecture, engineering, and culture is present” in these resources and if they “possess integrity of location, design, setting, materials, workmanship, feeling, association and

Criterion a: must be associated with events that have made a significant contribution to the broad patterns of our history; or
Criterion b: must be associated with the lives of persons significant in our past; or
Criterion c: must embody distinctive characteristics of a type, period, or method of construction, represent

the work of a master, possess high artistic values, or represent a significant and distinguishable entity whose components may lack individual distinction; or

Criterion d: must show, or maybe likely to yield, information important in prehistory or history."

Additionally, NRHP-eligible sites must have a high degree of integrity. High integrity is demonstrated through setting, materials, design, location, workmanship, feeling, and association.

Three of the five previously recorded sites were not located and therefore were not assessed for the NRHP (31WA0081, 31WA0083, and 31WA0143). One of the three (31WA0143 – R. A. Burgess Cemetery) is likely within a dense wisteria thicket at 31WA2475 that is recommended as not eligible for the NRHP. Recommendations for 31WA0143 are to avoid the wisteria thicket at 31WA2475 or conduct additional fieldwork to clear the dense vegetation and attempt to locate the cemetery. The other two previously recorded sites (31WA0082 and 31WA0145) were revisited during the field investigation and are discussed below.

Site 31WA0082 is a sparse Early to Late Archaic period lithic scatter of metavolcanic and quartz artifacts. The site cannot convey any associations with significant individuals or events and therefore is not eligible under Criterion a or Criterion b. The site is not eligible under Criterion c since it does not possess the ability to convey associations with distinctive architectural or engineering patterns. The site lacks integrity and thus has limited potential to provide information that will contribute to our understanding of the prehistory of Wake County. Therefore, it does not qualify for NRHP eligibility under Criterion d. The site is recommended as not eligible for the NRHP under all four criteria. No further archaeological work is recommended for 31WA0082.

Site 31WA0145 is the Burgess-Dunn Family Cemetery. The cemetery is not eligible for inclusion in the NRHP under Criterion a because it is not associated with events that have significantly contributed to the broad patterns of our history. It appears unlikely that the cemetery is associated with the lives of persons significant to our past; therefore, Criterion b does not apply. Criterion c evaluation finds that this cemetery does not represent the work of a master and does not have high artistic values, nor does it embody distinctive characteristics of a type of cemetery that would warrant preservation. Under Criterion d, there is only a small possibility for bone preservation sufficient for physical analysis; therefore, the cemetery is unlikely to yield information important to our understanding of the historic occupation of the region. Therefore, the cemetery is recommended as not eligible for the NRHP under all four criteria. Site avoidance is recommended. Following the Avoidance Plan for Cemeteries, the cemetery boundaries and a 75-ft buffer zone were flagged in the field and recorded with GPS.

The 36 newly recorded archaeological sites (31WA2471-31WA2506) are recommended as not eligible for the NRHP. The sites cannot convey any associations with significant individuals or events and therefore are not eligible under Criterion a or Criterion b. The 36 sites are not eligible under Criterion c since they do not possess the ability to convey associations with distinctive architectural or engineering patterns. The artifact recovery at these sites was limited and lacked integrity and context. The sites have limited potential to provide information that will contribute to our understanding of the history or prehistory of Wake County. Thus, they do not meet Criterion d eligibility criteria. Therefore, the sites are recommended as not eligible for the NRHP under all four criteria. No further work is recommended. However, one of the 36 newly recorded sites (31WA2472) is an abandoned cemetery. Following the Avoidance Plan for Cemeteries, the cemetery boundaries and a 75-ft buffer zone were flagged in the field and recorded with GPS.

Table 1 summarizes the 41 archaeological sites and their NRHP assessment and recommendations.

Table 1. Archaeological Sites in the Archaeological Survey Area.

Site	Component	Site Type	NRHP Assessment and Recommendations
31WA0081 Revisit	Prehistoric	Early to Middle Archaic Lithic Scatter	Unable to locate- Unassessed
31WA0082 Revisit	Prehistoric	Early to Late Archaic Lithic Scatter	Not Eligible – No Further Work
31WA0083 Revisit	Prehistoric	Middle Archaic Lithic Scatter	Unable to locate - Unassessed
	Historic	19th-Century Domestic Artifact Scatter	
31WA0143 Revisit	Historic	R. A. Burgess Cemetery	Unable to locate - Unassessed
31WA0145 Revisit	Historic	Burgess-Dunn Family Cemetery	Not Eligible – Site Avoidance
31WA2471	Historic	20th-Century Architectural Artifact Scatter	Not Eligible – No Further Work
31WA2472	Historic	Cemetery – Unmarked	Not Eligible – Site Avoidance
31WA2473	Prehistoric	Lithic Scatter	Not Eligible – No Further Work
31WA2474	Prehistoric	Lithic Scatter	Not Eligible – No Further Work
31WA2475	Historic	20th-Century Domestic Artifact Scatter and Above-Ground Architectural Remains	Not Eligible – Avoidance of Probable Location of the R. A. Burgess Cemetery (31WA0143) or Additional Work to Locate the Cemetery
31WA2476	Prehistoric	Lithic Scatter	Not Eligible – No Further Work
31WA2477	Prehistoric	Lithic Scatter	Not Eligible – No Further Work
31WA2478	Prehistoric	Lithic Scatter	Not Eligible – No Further Work
31WA2479	Historic	20th-Century Domestic Artifact Scatter and Above-Ground Architectural Remains	Not Eligible – No Further Work
31WA2480	Prehistoric	Lithic Scatter	Not Eligible – No Further Work
31WA2481	Prehistoric	Lithic Scatter	Not Eligible – No Further Work
	Historic	20th-Century Domestic Artifact Scatter and Above-Ground Architectural Remains	Not Eligible – No Further Work
31WA2482	Historic	20th-Century Domestic Artifact Scatter, Abandoned Vehicle, and Above-Ground Architectural Remains	Not Eligible – No Further Work
31WA2483	Prehistoric	Lithic Scatter	Not Eligible – No Further Work
	Historic	20th-Century Domestic Artifact Scatter, Abandoned Vehicle, and Above-Ground Architectural Remains	Not Eligible – No Further Work
31WA2484	Historic	20th-Century Architectural and Domestic Artifact Scatter	Not Eligible – No Further Work
31WA2485	Prehistoric	Late Archaic Lithic Scatter	Not Eligible – No Further Work
31WA2486	Historic	20th-Century Domestic Artifact Scatter and Above-Ground Architectural Remains	Not Eligible – No Further Work
31WA2487	Historic	20th-Century Domestic Artifact Scatter	Not Eligible – No Further Work
31WA2488	Historic	20th Century Domestic Artifact Scatter	Not Eligible – No Further Work
31WA2489	Prehistoric	Early Archaic Lithic Scatter	Not Eligible – No Further Work
	Historic	20th-Century Domestic Artifact Scatter	Not Eligible – No Further Work
31WA2490	Historic	20th-Century Domestic Artifact Scatter and Above-Ground Architectural Remains	Not Eligible – No Further Work
31WA2491	Historic	20th-Century Domestic Artifact Scatter and Above-Ground Architectural Remains	Not Eligible – No Further Work
31WA2492	Historic	20th-Century Domestic Artifact Scatter	Not Eligible – No Further Work
31WA2493	Prehistoric	Lithic Scatter	Not Eligible – No Further Work
31WA2494	Prehistoric	Lithic Scatter	Not Eligible – No Further Work
31WA2495	Prehistoric	Lithic Scatter	Not Eligible – No Further Work
31WA2496	Prehistoric	Lithic Scatter	Not Eligible – No Further Work
31WA2497	Prehistoric	Lithic Scatter	Not Eligible – No Further Work
31WA2498	Prehistoric	Lithic Scatter	Not Eligible – No Further Work
	Historic	20th-Century Domestic Artifact Scatter	Not Eligible – No Further Work
31WA2499	Prehistoric	Lithic Scatter	Not Eligible – No Further Work
31WA2500	Prehistoric	Lithic Scatter	Not Eligible – No Further Work
31WA2501	Prehistoric	Lithic Scatter	Not Eligible – No Further Work
31WA2502	Historic	20th-Century Domestic Artifact Scatter	Not Eligible – No Further Work
31WA2503	Prehistoric	Lithic Scatter	Not Eligible – No Further Work
31WA2504	Prehistoric	Early Archaic Lithic Scatter	Not Eligible – No Further Work
31WA2505	Historic	Late 19th- to Late 20th-Century Domestic Artifact Scatter	Not Eligible – No Further Work
31WA2506	Historic	20th-Century Domestic Artifact Scatter and Above-Ground Architectural Remains	Not Eligible – No Further Work

INTENSIVE-LEVEL HISTORIC ARCHITECTURAL SURVEY AND NATIONAL REGISTER OF HISTORIC PLACES EVALUATION

ESTES EXPRESS LINES TERMINAL AND MAINTENANCE SHOP (WA7949), THE TEAMSTERS UNION LOCAL 391 BUILDING (WA8329), AND THE PARSONS BUILDING (WA8330)

Proposed Runway 5L/23R Replacement Project, Raleigh-Durham International Airport, Morrisville, Cedar Fork Township, Wake County, North Carolina

SUBMITTED TO:

Landrum and Brown, Inc.
4445 Lake Forest Drive
Suite 700
Cincinnati, Ohio 45242

May 2022

Technical Report # 2019-059NC

RICHARD GRUBB & ASSOCIATES

INTENSIVE-LEVEL HISTORIC ARCHITECTURAL SURVEY AND NATIONAL REGISTER OF HISTORIC PLACES EVALUATION

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Proposed Runway 5L/23R Replacement Project, Raleigh-Durham International Airport, Morrisville, Cedar Fork Township, Wake County, North Carolina

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May 4, 2022

Technical Report # 2019-059NC

Cover photo: View of the southwest and southeast elevations of the old Teamsters Union Local 391 Building. Photographer: Annie Laurie McDonald. Date: December 8, 2021.

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1.0 MANAGEMENT SUMMARY

The Raleigh-Durham International Airport Authority (RDUAA) proposes to replace Runway 5L/23R (including land acquisition, site preparation, paving, and lighting) at the Raleigh-Durham International Airport (RDU) in Morrisville, Wake and Durham counties, North Carolina. The components of this project are known collectively as the Runway 5L/23R Replacement Project (the project). An Environmental Assessment (EA) is being prepared for the project in accordance with the National Environmental Policy Act (NEPA) and its implementing regulations issued by the Council on Environmental Quality (CEQ). The FAA is the Lead Federal Agency under the NEPA for the project. The proposed undertaking must also comply with Section 106 of the National Historic Preservation Act (NHPA), as amended.

Under contract to Landrum and Brown (L&B), Richard Grubb & Associates, Inc. (RGA) has completed National Register of Historic Places (NRHP) evaluations for three resources: the Estes Express Lines Terminal and Maintenance Shop (WA7949), the Teamsters Union Local 391 Building (WA8329), and the Independent Garage Owners of NC Building (WA8330) that are owned by RDUAA and in the Direct APE. The three surveyed resources include four buildings: the Estes Express Lines Terminal and the Estes Express Lines Maintenance Shop, the Teamsters Union Local 391 Building, and the Independent Garage Owners of NC Building. The three resources are planned for demolition prior to the relocation of Lumley Road during the proposed undertaking.

As a result of the evaluations, for the purposes of compliance with the NHPA, as amended, the Estes Express Lines Terminal and Maintenance Shop is recommended eligible for listing in the NRHP under Criteria A and C. The Teamsters Union Local 391 Building and the Independent Garage Owners of NC Building (IGONC) are recommended not eligible for listing in the NRHP.

Table 1.1: Resources studied and summary of NRHP eligibility.

Survey Site No.	Resource Name	NRHP Recommendation
WA7949	Estes Express Lines Terminal and Maintenance Shop	Eligible under Criteria A & C
WA8329	Teamsters Union Local 391 Building	Not Eligible
WA8330	Independent Garage Owners of NC Building	Not Eligible

NRHP - National Register of Historic Places

2.0 PROJECT DESCRIPTION AND METHODOLOGY

This report presents the results of the NRHP evaluations and historical and architectural background research conducted as part of the environmental studies for the proposed Runway 5L/23R Replacement Project (the project) at RDU in Morrisville, Wake and Durham counties, North Carolina. On behalf of the RDUAA, L&B consulted with the North Carolina State Historic Preservation Office (HPO; ER No. 20-2333) to identify resources that required National Register evaluation as part of the proposed undertaking. For the purposes of this report, a resource is defined as a building over 50 years of age. Resources may consist of one or more buildings. The term property refers to the land or tax parcel, and a historic property is any resource listed in or eligible for listing in the NRHP.

RGA conducted an intensive-level historic architectural survey and prepared this report assessing the NRHP eligibility of the Estes Express Lines Terminal and Maintenance Shop (WA7949), the Teamsters Union Local 391 Building (WA8329), and the Independent Garage Owners of North Carolina Building (WA8330), which are owned by RDUAA and in the Direct APE (Figure 2.1; Appendix A). The three surveyed resources include four buildings: the Estes Express Lines Terminal and the Estes Express Lines Maintenance Shop, the Teamsters Union Local 391 Building, and the Independent Garage Owners of NC Building. The three resources are planned for demolition prior to the relocation of Lumley Road during the proposed undertaking.

2.1 Project Location and Setting

The airport is approximately 11 miles northwest of the City of Raleigh and 10 miles southeast of the City of Durham, approximately equidistant from the downtown area of each city. The airport encompasses roughly 4,900 acres and is governed by RDUAA, which was chartered by the North Carolina General Assembly in 1939. The RDUAA is responsible for the development, operation, and maintenance of RDU. The airport is roughly bounded by US 70 (Glenwood Avenue) to the northeast, William B. Umstead Park to the southeast, Interstate 40 (I-40) to the southwest, and I-540 to the northwest.

2.2 Project Description

All elements of the Proposed Action are described in detail in the Environmental Assessment (EA). The Proposed Action generally includes relocating Runway 5L/23R west of existing Runway 5L/23R and, after construction is complete, converting the existing Runway 5L/23R to a taxiway. The project also includes use of fill material from Airport borrow sites, use of water from Brier Creek Reservoir, construction of drainage improvements, relocation of a portion of Lumley Road, utility relocations, demolition of four buildings, relocation of aircraft navigational aids, acquisition of property, and removal and/or mitigation of obstacles in accordance with Federal Aviation Administration (FAA) safety standards.

The three resources evaluated for the NRHP as part of the Proposed Action consist of four buildings proposed for demolition: the Estes Express Lines Terminal and the Estes Express Maintenance Shop, the Teamsters Union Local 391 Building (Teamsters Building), and the Independent Garage Owners of NC Building (IGONC Building). The RDUAA currently owns all three properties.

2.3 Regulatory Context

The FAA has the authority under federal law to approve construction and installation actions at RDU. The FAA's actions are subject to the provisions of FAA Order 1050.1F, which serves as the agency's policies and procedures for compliance with the NEPA and its implementing regulations issued by the CEQ. A full EA is being prepared under FAA guidance in accordance with the NEPA. The purpose of the EA is to determine whether the proposed actions has the potential to significantly affect the human environment.

Figure 2.1: Surveyed resources
(World Imagery, ESRI 2021).

Section 106 of the NHPA, as amended, requires federal agencies to consider the effects of federally approved projects, or undertakings, on historic properties listed in or eligible for listing in the NRHP and to afford the Advisory Council on Historic Preservation (ACHP) an opportunity to comment on such projects. Section 36 CFR 800 (Protection of Historic Properties) governs the Section 106 process and outlines how federal agencies are to: 1) consult with State Historic Preservation Offices, Tribal Historic Preservation Offices, and other interested parties to identify historic properties; 2) to determine whether and how such properties may be affected; and 3) to assess and resolve any adverse effects to historic properties caused by the project. This report evaluates three resources using the NRHP Criterion for the Evaluation of Historic Properties (see Appendix A).

2.4 Direct Area of Potential Effects

The Direct Area of Potential Effects (Direct APE) includes areas that may be directly affected by construction of the project. It does not include areas that may be indirectly affected by noise or visual impacts. The Direct APE was identified by the RDUAA in accordance with the purpose and intent of 36 CFR 800.16(d). The Direct APE was established based on the project activities proposed and may be revised in the future should the scope of the project change. The Direct APE includes all areas of ground disturbance and/or planned construction on and around RDU.

2.5 Background Research and Previous Surveys

RGA conducted background research to identify previously recorded resources in and near the Direct APE and to develop an appropriate historic context for the surrounding area. North Carolina Historic Preservation Office Technical Assistants Chandrea Burch and Sharon Hope conducted research on behalf of RGA due to COVID-19 access restrictions. Research was also conducted online using the HPO's web-based resources (HPOWeb). Additional background research consisted of a review of pertinent primary and secondary resources, including historic aerial photographs available online, city directories through the Olivia Raney Local Historic Library, deeds through the Wake County Register of Deeds website, and newspapers available online. In addition, research was carried out utilizing company websites, including Estes Express Lines and the Teamsters Union. Other resources included "The Development of Modernism in Raleigh, 1945-1965," "Non-Residential Raleigh's 1945-1975 'Get-Up-and-Go' Architecture," and "Post-World War II and Modern Architecture in Raleigh, North Carolina: Non-Residential Architecture, 1945-1975" by Longleaf Historic Resources.

2.6 Field Methods

RGA Senior Historian Annie Laurie McDonald visited the project location on December 8, 2021. Ms. McDonald was escorted by RDUAA staff. All three resources were visually inspected and documented through written notes and digital photographs. The settings of each of the three resources were also photographed. The historical development, architecture, cultural significance, and physical integrity of each resource was assessed and evaluated within its respective historic context and according to the established NRHP Criteria for Eligibility.

2.7 Comparable Resources

Comparable resources were identified by searching HPOWeb and the review of two National Register of Historic Places Multiple Property Documentation Forms (MPDF) by Longleaf Historic Resources: "Post-World War II and Modern Architecture in Raleigh, North Carolina, 1945-1975" from 2006 and "Post-World War II and Modern Architecture in Raleigh, North Carolina: Non-Residential Architecture

1945-1975" from 2018. The reports identified comparable resources. Louis Berger's 2017 report on the Chauffeurs and Teamsters Local 391 building in Colfax, North Carolina provided additional comparable resources for union and organized labor organizations. RGA architectural historian Olivia Heckendorf photographed comparable resources in the Raleigh area on January 19 and 24, 2022.

2.8 Reporting

The results of this intensive-level historic architectural survey and NRHP evaluations are presented in the chapters of this report. Section 3 provides a background history and historical context for twentieth-century Wake County and the development of RDU. Sections 4 through 6 contain physical descriptions, summary histories, and NRHP evaluations using the NRHP Criteria for Evaluation for the three resources.

This report complies with the following regulations: the basic requirements of Section 106 of the NHPA of 1966, as amended; the Department of Transportation Act of 1966, as amended; the Department of Transportation regulations and procedures (23 CFR 771 and Technical Advisory T 6640.8A); the ACHP regulations on the Protection of Historic Properties (36 CFR 800); the NCDOT's current Historic Architecture Group Procedures and Work Products; and the HPO's Report Standards for Historic Structure Survey Reports/Determinations of Eligibility/Section 106/110 Compliance Reports in North Carolina (HPO 2019).

Ellen Turco, Principal Senior Historian, served as the Principal Investigator and co-author. Olivia Heckendorf, Architectural Historian, conducted research and drafted the report. Annie Laurie McDonald, Senior Architectural Historian, conducted fieldwork. Ms. Turco, Ms. Heckendorf, and Ms. McDonald meet the professional qualifications standards of 36 CFR 61 set forth by the National Park Service (Appendix B). Patricia McEachen produced the report graphics. Catherine Smyrski edited and formatted the report.

3.0 HISTORICAL AND ARCHITECTURAL CONTEXT

3.1 Historical Context: Twentieth-Century Wake County

This section presents a twentieth-century history of Wake County and the area surrounding RDU as it pertains to the project.

Wake County in the Post-World War II Era

Wake County's early twentieth-century growth and development were powered by the railroads and a cash crop economy, particularly cotton and tobacco. Agriculture was of higher economic importance than manufacturing and industrial pursuits. Up until the end of World War II, Raleigh's economy was primarily driven by its role as the seat of the state government and a hub of higher education with six colleges. Raleigh's twentieth-century industry included a few textile mills and small manufacturing operations.

Raleigh in the post-World War II (postwar) era witnessed a boom in commercial, industrial, and institutional activities. This shift marked a drastic change in both Raleigh and Wake County's economic outlook. As architectural historian Ruth Little wrote in her survey of Raleigh's Modernist architecture, "After World War II, the city's [Raleigh] dominant image as a governmental and educational center began to diversify with the migration of industry to North Carolina and development of technological research facilities by state government" (Longleaf Historic Resources 2017: 8). New companies came to the area, including Esso Oil, Taylor Food Company, and Westinghouse Electric Corporation.

By 1950, Wake County's population had risen to 136,450 from 109,544 in 1940 (Longleaf Historic Resources 2017: 8). Despite the rise in population, the county was still predominantly rural with many homes lacking modern conveniences. Raleigh continued to expand in the 1960s and 1970s with new companies, such as IBM moving to its technology sector, and the establishment of Research Triangle Park (RTP) between Raleigh and Durham. The new I-440 "Beltline" and improvements to secondary roads aided growth. Small outlying communities such as Morrisville, saw surges in economic development and community expansion. Job creation soared as the economy reached new heights, spawning new office park developments for commercial and government-related buildings (Privett 2013: 11). Wake County's population rose to 301,327 in 1980. As of April 2020, Wake County's population was 1,129,410, making it the most populous county in North Carolina.

Transportation Development

Raleigh lay at a strategic location for the distribution of goods due to the area's extensive railroads and highways. Important rail lines in the Raleigh area included the Seaboard Airline, which ran north-south, the Southern Railroad that ran east-west, and Norfolk Southern, which moved freight between Charlotte and Norfolk (Longleaf Historic Resources 2017: 8). The postwar period witnessed impressive transportation improvements for highways and the interstate system. Raleigh was crisscrossed by a number of key highways, including US 1 (Capital Boulevard) and US 401, which are north-south routes, and US 64 and US 70 which traverse east-west through Raleigh.

In response to the growing population and the increase in the transportation of goods, road improvement projects were prioritized. In particular, US 70 between Raleigh and Durham was widened and resurfaced in 1967 (The News & Observer 1967: 26). The roads near RDU were impacted by commercial, industrial, and airport-related development. Lumley Road, originally known as the Raleigh-Durham Airport Highway, connected US 70 to the east to RDU. By 1998, Lumley Road had been re-routed to accommodate an airport expansion. The road was still accessible from US 70; however, it was re-routed northwest of the airport. Originally, Mt. Herman Road had direct access to US 70 from the north, but this connection was cut off with the construction of I-540 in the mid-1990s. Commerce Boulevard was a new roadway built to service the growing airport. The road skirts the eastern edge of the airport property and construction was completed by 1991.

The North Carolina General Assembly chartered the Raleigh-Durham Aeronautical Authority in 1939 (Raleigh-Durham International Airport [RDU] n.d.). Raleigh-Durham International Airport was under construction in 1942 when the federal government took it over for use during World War II. It was

designated as the Raleigh-Durham Army Air Field in January 1943 with barracks and three runways. Despite military operations at RDU, Eastern Airlines was permitted to use the airfield and provided passenger service to New York and Miami in 1943 (RDU n.d.). During the postwar era, RDU gave the Raleigh-Durham area access to both passenger and cargo airlines.

Raleigh-Durham International Airport continued to grow throughout the remainder of the twentieth century. The first terminal opened in 1955 and the commercial jet age began in 1965 when Eastern Airlines brought in its Boeing 727 jet service (RDU n.d.). Other improvements to the airport included the construction of Terminal A in 1982, the completion of runway 5L-23R in 1986, and the current FAA Air Traffic Control Tower in 1987 (RDU n.d.). In 2000, RDU was ranked as the nation's second fastest growing major airport. Additional improvements and projects were carried out during the early twenty-first century to accommodate the increase in passenger traffic. The projects included the completion of the south concourse of Terminal A (now known as Terminal 1) and completion of Terminal 2. These construction projects were administered by Parsons, who occupied the former Independent Garage Owners of NC building at 1011 Commerce Boulevard. A new terminal area parking garage was constructed in 2000, Terminal 2 opened in 2008, and Terminal 1 was completed in 2014 (RDU n.d.).

Impact of RDU

In 1946, as Wake County's population grew, developers R.L. Daniels and Fred Owens of Durham purchased land for a residential development, aptly named Airport Heights (WCRD 1946). An advertisement for the parcel auction notes 100 "large home sites and small baby farms…on the new highway [Raleigh-Durham Airport Highway]" (The Durham Sun 1946: 11). The large plat covered much of the area north of the airport and included the land on which the Teamsters Union Local 391 Building and the Independent Garage Owners of NC Building now stand.

Airport Heights failed to get off the ground and only a handful of residential lots were sold. Though few families showed interest in the homesite locations, the proximity to US 70 and RDU made the parcels the ideal for commercial and industrial activities. As a result, in 1968, the Airport Heights plat was re-zoned from Highway District-Residential to Industrial-1 (The News & Observer 1968: 16).

3.2 Architectural Context: Modernism in Raleigh and Wake County

Modernism is a broad term for a loosely categorized architectural style that emerged in the early twentieth century. Modernism has spanned decades and developed into several strains. Modernist architecture departed from the predominant revivalist styles, rooted in historicism, which characterized the nineteenth and early twentieth centuries. Modernism embodies ideals favored by corporations and reflects the design theory that form follows function. Pragmatic accessibility is an overriding theme for Modernist architecture, exemplified by the use of modern building materials, a focus on the sculptural aspects of structural elements, and an architectural reconciliation of the indoors with the outdoors. Character-defining, Modernist architectural features include unadorned entrances; ribbon windows or glass curtain walls; asymmetrical facades with horizontal massing and clean lines; low-pitched or flat rooflines; textured walls contrasting with smooth, blank walls; and outdoor living spaces or courtyards. This style of architecture is most notably expressed through works by architectural icons such as Frank Lloyd Wright, Mies van der Rohe, Walter Gropius, Richard Neutra, and Eero Saarinen.

By the 1960s, Modernism was accepted as the mainstream style for new commercial, institutional, and government facilities. In Raleigh, midcentury architecture was created by two groups of architects: those who set up practice at the end of World War II and those who came to Raleigh to teach at the new School of Design established in 1948 at North Carolina State University (NCSU) (Longleaf Historic Resources 2009: E-12). Early Modernist architects who practiced in Raleigh included William H. Deitrick, F. Carter Williams, John Holloway, Albert Haskins, and Leif Valand. NCSU's School of Design attracted notable architects and students. Led by Henry Kamphoefner, NCSU's list of renowned professors included George Matsumoto, Edward W. Waugh, James W. Fitzgibbon, and

Eduardo Catalano (Longleaf Historic Resources 2009: E-12). As dean of the School of Design, Kamphoefner encouraged new graduates to practice in North Carolina (Privett 2013: 11). A number of graduates remained in Wake County and designed some of the best examples of Modernist architecture in the area. Examples of National Register-listed Modernist buildings in Wake County and Raleigh include the J.S. Dorton Arena (WA0012), designed by Polish immigrant Maciej Nowicki in 1952; the Fadum House (WA2564) by James W. Fitzgibbon in 1949; the G. Milton Small & Associates Office (WA2650) by G. Milton Small, Jr. in 1966; and the former Branch Banking and Trust Building (WA4492), designed by Emery Roth & Sons in association with Holloway & Reeves and G. Milton Small in 1965 (Figures 3.1-3.3).

While there are a number of high-style Modernist buildings in Raleigh and Wake County, many more are executed with paired down Modernist elements. Raleigh's acceptance of Modernist design reflected the progress of the area as commercial, institutional, and government facilities were constructed contemporaneously with the rise of the home of a leading school of architecture. A variety of these Modernist structures survive into the twenty-first century. The 2009 and 2018 MPDFs by Longleaf Historic Resources discuss Modernist Raleigh's commercial and industrial buildings extensively. The 2018 report outlines eligibility qualifications for listing in the NRHP (Longleaf Historic Resources 2018). Commercial and industrial buildings should retain integrity of location, design, materials, workmanship, feeling, and association. "Postwar commercial properties significant under Criterion C for their Modernist design, in which form, rooflines, entrance, materials, and fenestration are of paramount importance, must retain a high degree of integrity" (Longleaf Historic Resources 2018: 21). The same applies to industrial buildings. While the exterior should retain integrity, some interior remodeling does not render a building ineligible. Additions are allowable unless they detracted from the original form. Buildings should also retain their original entrance opening and door and window openings. An even higher standard of design quality and integrity is necessary for a less than 50-year-old building to meet Criteria Consideration G for exceptional significance under Criterion C in the area of architecture and/or engineering (Longleaf Historic Resources 2018: 21).

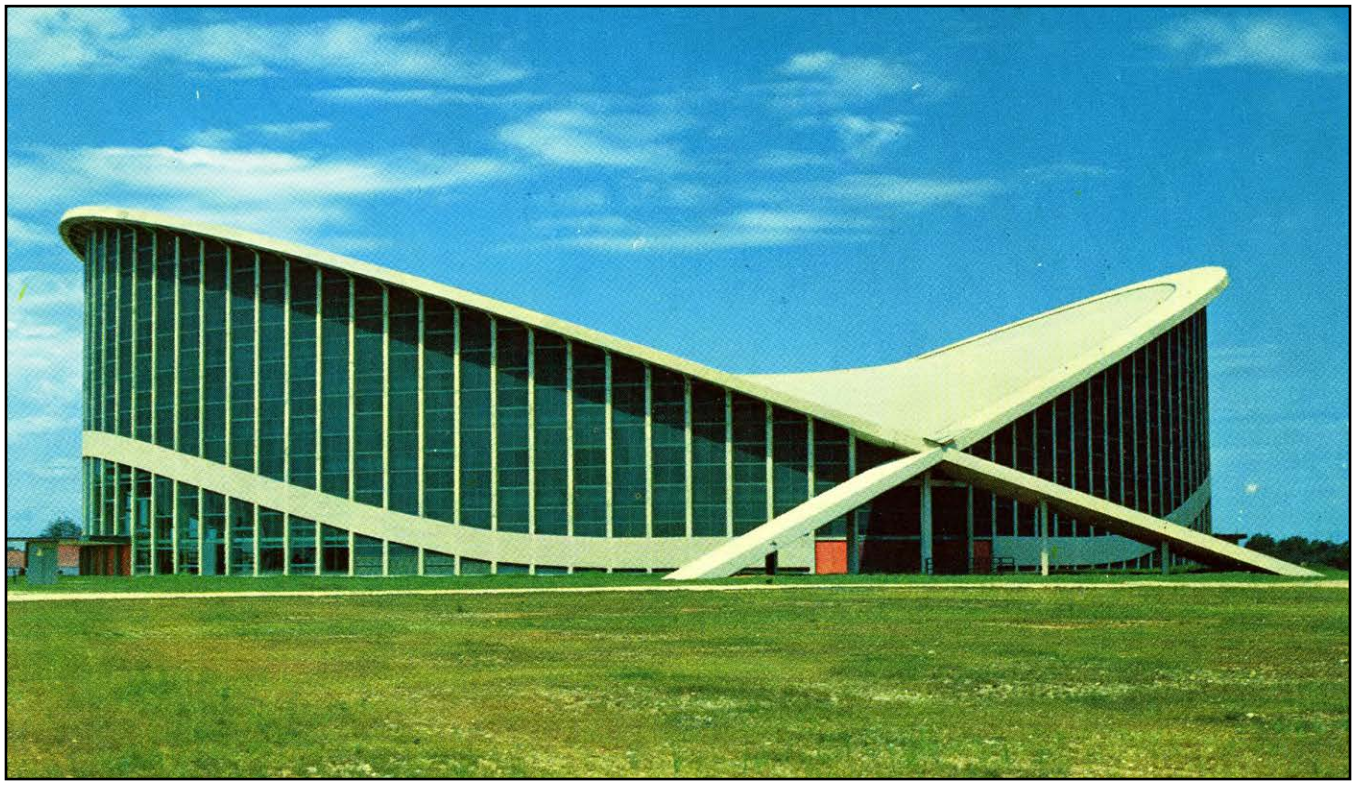

Figure 3.1: A historic postcard of the J.S. Dorton Arena
(NC State University Libraries).

Figure 3.2: The Fadum House in Raleigh
(Raleigh Historic Development Commission).

Figure 3.3: The G. Milton Small & Associates Office in Raleigh
(Raleigh Historic Development Commission).

4.0 NATIONAL REGISTER EVALUATION OF THE ESTES EXPRESS LINES TERMINAL AND MAINTENANCE SHOP (WA7949)

Table 4.1: Estes Express Lines Terminal and Maintenance Shop information table.

Resource Name	Estes Express Lines Terminal and Maintenance Shop
HPO Survey Site No.	WA7949
Location	6848 Mt. Herman Road, Morrisville
PIN	0768720670
Date of Construction	1972
NRHP Recommendation	Eligible under Criteria A & C

This section contains a physical description of the Estes Express Lines Terminal and Maintenance Shop, a history of the property, and an evaluation of the building as a historic resource for NRHP eligibility by applying the NRHP Criteria for Evaluation.

4.1 Setting

The Estes Express Lines Terminal and Maintenance Shop (Estes Express Lines Terminal) is located at 6848 Mt. Herman Road in Morrisville, Cedar Fork Township, Wake County, North Carolina (Plates 4.1-4.5; Figure 4.1). Located on the west side of Mt. Herman Road, the property is sited on a 7.44-acre rectangular parcel roughly 550 feet north of RDU. Vacant, wooded land surrounds the property to the south, west, and north and industrial and commercial buildings are situated on the east side of Mt. Herman Road. The Estes Express Lines Terminal is roughly a quarter mile south of the I-540 and US 70 interchange. The terminal building is set back roughly 180 feet from Mt. Herman Road and shares the parcel with a Maintenance Shop located 200 feet to the west. A sign centered on the east line of the property that reads "Estes Express Lines Inc." is original to the property.

Most of the parcel surface is covered by gravel. The property is encapsulated by a metal, chain link fence surmounted by barbed wire. A section of manicured lawn surrounds the primary (east) elevation of the building and is intersected by two concrete walkways that lead from the gravel parking area to the primary entrance. The primary (east) elevation of the building features evergreen bushes and foundation plantings. Additional concrete slabs extend from the north, west, and south elevations of the loading dock and serve as the bases for trailers.

4.2 Physical Descriptions

Estes Express Lines Terminal
1972; Contributing
The 1972 Estes Express Lines Terminal is an example of a Modernist transportation-related industrial building (Plates 4.6-4.14). The one-story terminal building has a rectangular form with its primary elevation facing east. The terminal is anchored by a small office block on the primary elevation. The building is supported by a steel frame with concrete block walls. The exterior of the office block is faced with brick laid in a running bond on the north, east, and south elevations. The warehouse and loading dock extend west from the office and are constructed of a poured concrete pad surrounded by concrete block. The entirety of the Estes Express Lines Terminal building is capped by a broad, low-pitched, front-gable roof clad in industrial standing-seam metal. The roofing material was replaced in 2016. The new roof creates a metal frieze which is not original to the design of the building. The original design matched the metal awning over the entrance.

Plate 4.1: View of the Estes Express Lines Terminal sign.

Photo view: North

Photographer: Annie Laurie McDonald

Date: December 8, 2021

Plate 4.2: View of the setting looking towards RDU from the Estes Express Lines Terminal.

Photo view: South

Photographer: Annie Laurie McDonald

Date: December 8, 2021

Plate 4.3: View of the setting to the east from the Estes Express Lines Terminal.

Photo view: East

Photographer: Annie Laurie McDonald

Date: December 8, 2021

Plate 4.4: View of the Estes Express Lines Terminal property towards Interstate 540 and Highway 70 (not visible).

Photo view: Northwest

Photographer: Annie Laurie McDonald

Date: December 8, 2021

Plate 4.5: View of the concrete pads on which the trailers rest.

Photo view: North

Photographer: Annie Laurie McDonald

Date: December 8, 2021

Figure 4.1: Aerial image of the Estes Express Lines Terminal (WA7949) (World Imagery, ESRI 2021).

Plate 4.6: View of the primary (east) and north elevations of the Estes Express Lines Terminal.

Photo view: Southwest

Photographer: Annie Laurie McDonald

Date: December 8, 2021

Plate 4.7: View of the north elevation of the office block.

Photo view: South

Photographer: Annie Laurie McDonald

Date: December 8, 2021

Plate 4.8: View of the primary (east) and south elevations of the office block.

Photo view: Northwest

Photographer: Annie Laurie McDonald

Date: December 8, 2021

Plate 4.9: Oblique view of the primary (east) elevation of the office block.

Photo view: Northwest

Photographer: Annie Laurie McDonald

Date: December 8, 2021

Plate 4.10: Detail view of the front door of the office block.

Photo view: West

Photographer: Annie Laurie McDonald

Date: December 8, 2021

Plate 4.11: View of the south elevation of the loading dock.

Photo view: Northeast

Photographer: Annie Laurie McDonald

Date: December 8, 2021

Plate 4.12: View of the rear (west) elevation of the loading dock.

Photo view: East

Photographer: Annie Laurie McDonald

Date: December 8, 2021

Plate 4.13: Detail view of the southwest corner of the loading dock.

Photo view: Northeast

Photographer: Annie Laurie McDonald

Date: December 8, 2021

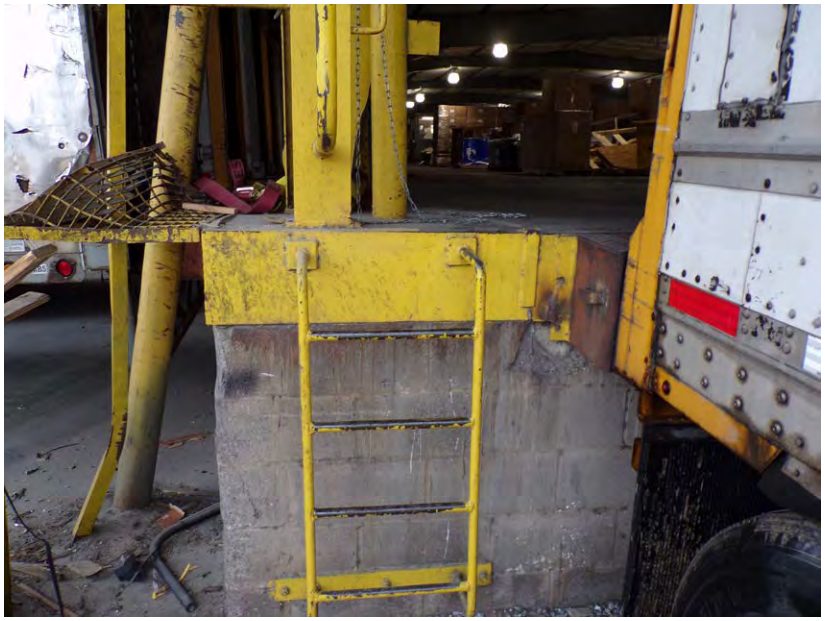

Plate 4.14: Detail view of the metal ladder on the northwest corner of the loading dock.

Photo view: East

Photographer: Annie Laurie McDonald

Date: December 8, 2021

The office block of the Estes Express Lines Terminal is five bays wide. The single-leaf, metal-frame front door with one-way glass is set off-center to the south. It is protected by a flat, corrugated metal awning supported by square metal posts. The front door is accessible via a concrete stoop with square metal railings. The remaining four bays of the primary elevation are perforated by four narrow, fixed glass "strip" windows. Yellow-painted plywood panels accentuate the windows both above and below the frames. A series of star bolts adorn the primary elevation. Both the north and south elevations of the office block are similar to that of the primary elevation with two additional windows each and star bolts.

The western section of the building, occupied by the warehouse and loading dock, is open on the north, south, and west elevations to accommodate trailers. The warehouse and loading dock do not have walls. This western section is supported by a metal framing system and capped by a low-pitched, gable roof. Two metal ladders are on the west elevation of the loading dock near the north and south corners. The ladders scale the dock foundation and lend access to the floor of the dock.

The utilitarian interior of the Estes Express Lines Terminal displays little architectural detailing (Plates 4.15-4.23). The front door leads into an open office space with two private offices against the south wall. A bathroom is situated on the north side of the office space. The floors throughout the office interior are laminate and the ceiling is an acoustical tile system with fluorescent light panels. The walls are finished with wood paneling, with the exception of the west wall, which is exposed concrete block. An extension from the office building, which extends west into the warehouse and loading dock area, is clad with T1-11-type siding and currently serves as a meeting and/or break room. A metal commercial door with a single light is located along the west wall and leads to the warehouse area and loading dock. The warehouse and loading dock area is an open space with visible steel framing. The ceiling is lined with a plastic lining and the floor is poured concrete. A set of metal safety posts with a railing protects the office extension from the rest of the loading dock. The open area of the loading dock allows for shipments to be loaded and unloaded directly onto trailers.

Maintenance Shop
1972; Contributing
The prefabricated, double-height Maintenance Shop, west of the Estes Express Lines Terminal, is a large, two-bay structure that services trucks and trailers (Plates 4.24-4.27). The Maintenance Shop has a rectangular shape with a nearly flat roof and a one-story, shed roof extension off the west elevation. The building has a steel frame structure, and the exterior is clad with metal siding. The roof is covered with industrial standing seam metal. The north elevation consists of three bays. The easternmost bay is occupied by a double-leaf metal door. The middle bay is a large opening, and the west bay features a metal roll-up garage door. The south elevation has two additional metal roll-up garage doors in the center and west bays and a double-leaf metal door in the east bay. The interior of this space was inaccessible during the survey.

4.3 History

History of the Trucking Industry
The trucking industry in North Carolina was slow to start as the railroads dominated the movement of goods through the 1920s. Beginning in 1910, the development of the gasoline-powered internal combustion engine, a gear-based transmission, and the tractor/semi-trailer combination allowed for the rise of trucking (Taylor 2018: 8-17). In 1913, the first weight limits were enforced to regulate the growing trucking industry (Taylor 2018: 8-17). World War I and the subsequent economic stimulus allowed the trucking industry to mature. As railroads struggled to keep up with wartime shipping demands, industrialist Roy D. Chapin suggested the use of long-haul trucking as a means to alleviate the nationwide freight congestion (Taylor 2018: 8-17). With the success of long-haul trucking during World War I, the industry continued to expand.

Plate 4.15: Interior view of the office block, including the two offices on the south side of the building.

Photo view: West

Photographer: Annie Laurie McDonald

Date: December 8, 2021

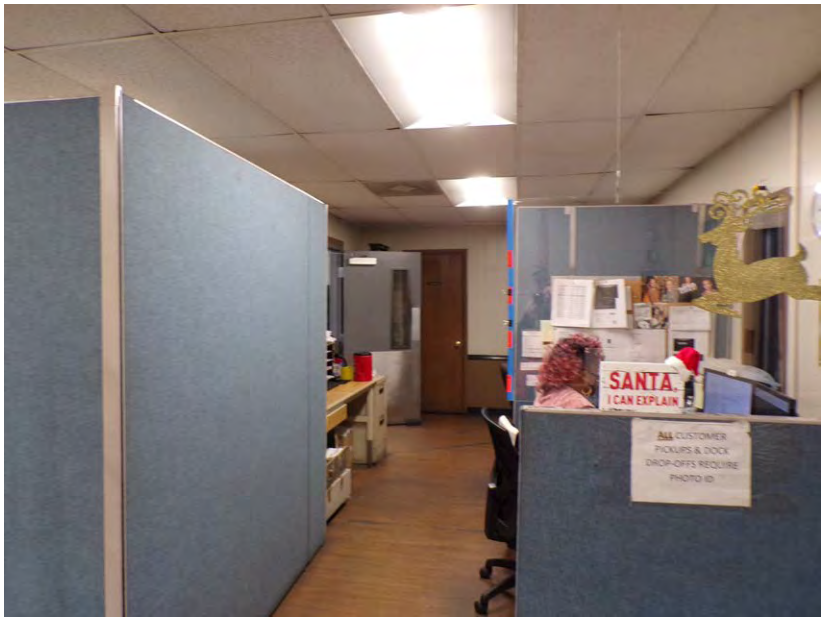

Plate 4.16: Interior view of the office block looking toward the bathroom to the north.

Photo view: North

Photographer: Annie Laurie McDonald

Date: December 8, 2021

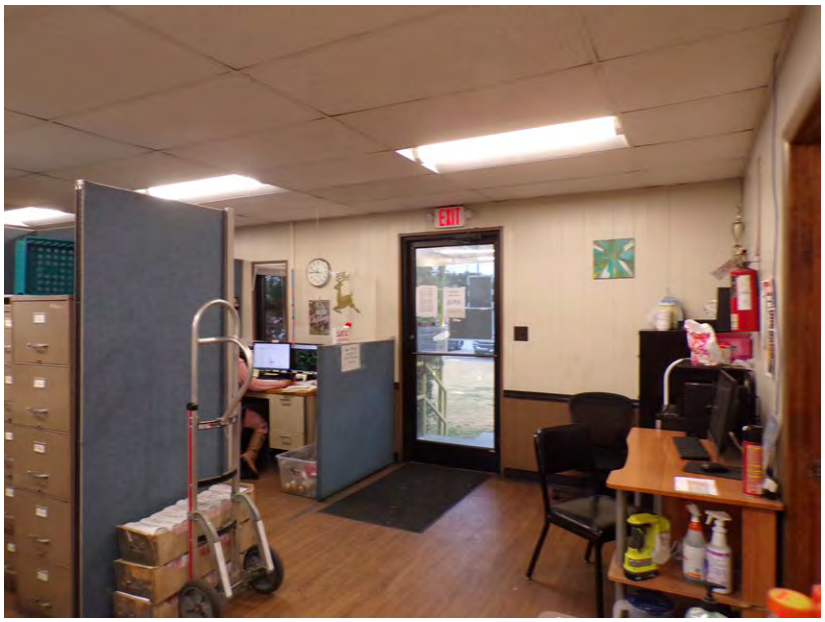

Plate 4.17: Interior view of the office block looking toward the front door.

Photo view: East

Photographer: Annie Laurie McDonald

Date: December 8, 2021

Plate 4.18: Interior view of the office block looking north.

Photo view: North

Photographer: Annie Laurie McDonald

Date: December 8, 2021

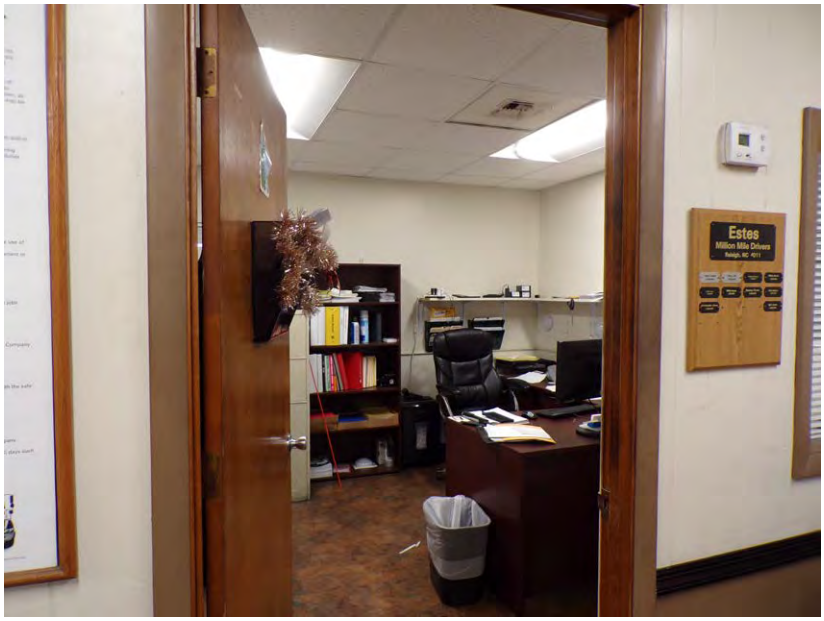

Plate 4.19: View into one of the two private offices at the south end of the office block.

Photo view: South

Photographer: Annie Laurie McDonald

Date: December 8, 2021

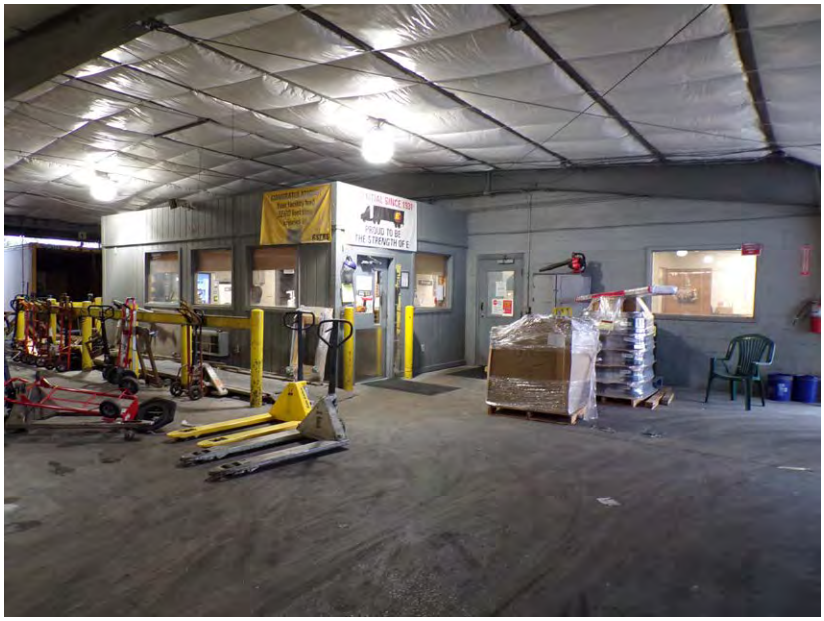

Plate 4.20: Interior view of the loading dock looking back towards the office block.

Photo view: East

Photographer: Annie Laurie McDonald

Date: December 8, 2021

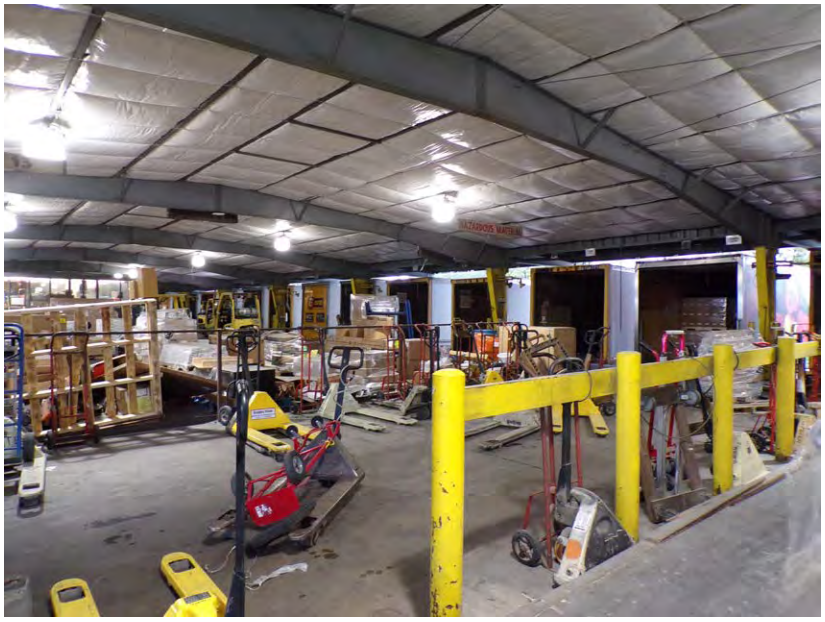

Plate 4.21: Interior view of the north side of the loading dock.

Photo view: Northwest

Photographer: Annie Laurie McDonald

Date: December 8, 2021

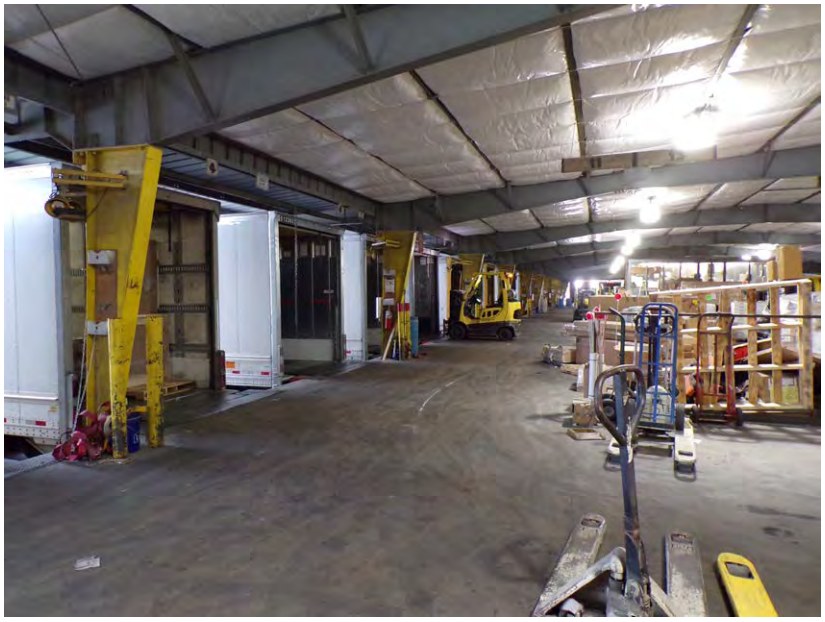

Plate 4.22: Interior view of the south side of the loading dock.

Photo view: Southwest

Photographer: Annie Laurie McDonald

Date: December 8, 2021

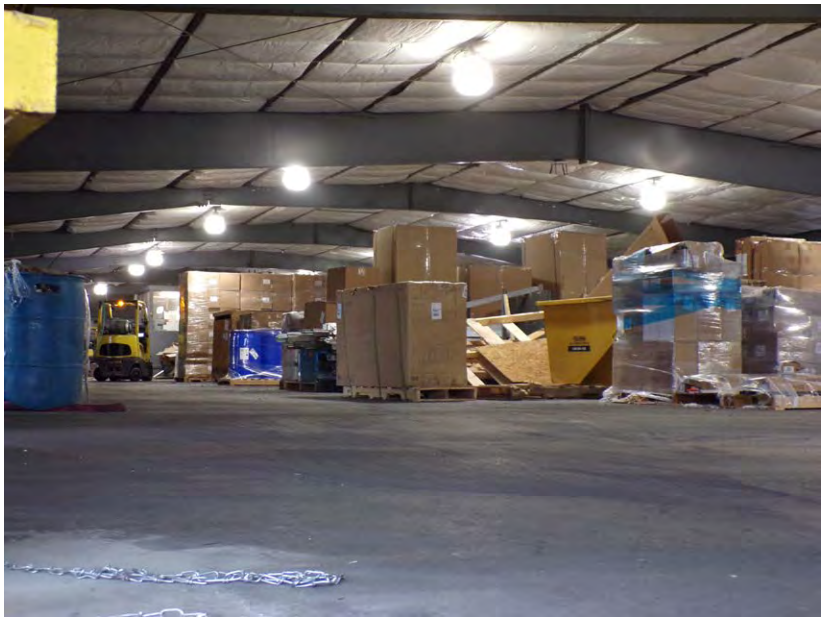

Plate 4.23: Interior view of the loading dock from its west end.

Photo view: East

Photographer: Annie Laurie McDonald

Date: December 8, 2021

Plate 4.24: View of the east and north elevations of the Maintenance Shop.

Photo view: Southwest

Photographer: Annie Laurie McDonald

Date: December 8, 2021

Plate 4.25: View of the north and west elevations of the Maintenance Shop.

Photo view: South

Photographer: Annie Laurie McDonald

Date: December 8, 2021

Plate 4.26: View of the west and south elevations of the Maintenance Shop.

Photo view: Northeast

Photographer: Annie Laurie McDonald

Date: December 8, 2021

Plate 4.27: View of the south and east elevations of the Maintenance Shop.

Photo view: Northwest

Photographer: Annie Laurie McDonald

Date: December 8, 2021

The Good Roads Campaign was started in 1899 in an effort to improve North Carolina's roads and highways. The North Carolina Good Roads Association (NCGRA) was established in Raleigh and organized by the leaders of the national Good Roads Association. The purpose of NCGRA was to "promote the building and maintenance of the state's roads, which lagged far behind much of the United States" (Ireland 2006). By 1921, NCGRA was responsible for spearheading a successful lobbying campaign for the General Assembly's passage of a $50 million road-building bond issue, which resulted in the modern state highway system (Ireland 2006). After 1920, rural roads were slowly but steadily improved, and both diesel engines and fifth wheel couplings were introduced, which further improved the growing industry (Taylor 2018: 8-17).

During the Great Depression, the transportation industry proved more resilient than other industries. In particular, the trucking industry witnessed the establishment of small trucking companies. As a result of commercial trucking's growth and its threat to the railroad companies, the US Congress passed the Motor Carrier Act of 1935. The primary purpose of the Motor Carrier Act was to give full authority to the Interstate Commerce Commission (ICC) to regulate the industry, which already regulated the railroads. The act also introduced "just and reasonable" prices, and companies were required to file notice of their tariffs, which could be reviewed by competing trucking companies (Taylor 2018: 8-18). The Motor Carrier Act of 1935 regulated new trucking companies. Previously established trucking companies were grandfathered into the new regulations; however, obtaining clearance to operate a new company was nearly impossible (Taylor 2018: 8-18). Certain companies were only allowed to work in certain geographical areas. Despite the strict regulations imposed on the industry in 1935, trucking companies continued to overtake railroad commerce (Taylor 2018: 8-18).

The creation of the Interstate Highway System under the Federal Aid Highway Act in 1956 solidified the dominance of truck transportation. The new interstate system opened formerly rural and inaccessible regions of the country to cheap and efficient distribution and movement of goods (Taylor 2018: 8-18). Along with a new interstate system, the trucking industry was aided by the Motor Carrier Act of 1980, which overturned many of the 1930s-era Federal regulations that limited truck commerce. In 1995, additional measures to deregulate the industry allowed for more growth and expansion.

Estes Express Lines

Estes Express Lines was founded in 1931 by W.W. Estes, a farmer from Southside, Virginia (Estes Express Lines n.d.a). Estes started as the sole employee and hauled livestock to market for his neighbors as a way to supplement his farm income during the Great Depression (Estes Express Lines n.d.a). He expanded to transporting farm supplies and other goods and hired his first driver in 1932 (Estes Express Lines n.d.b). The following year, Estes opened an office in Chase City, Virginia, located about 15 miles from the Virginia-North Carolina border. By the late 1930s, the company was

officially named Estes Express Lines and established trucking terminals in Richmond and Norfolk, Virginia (Estes Express Lines n.d.b). Eventually, the company headquarters moved from Chase City to Richmond in 1946 (Estes Express Lines n.d.b). In 1948, the company was incorporated.

Estes Express Lines continued to expand as a result of the post-World War II building boom. New terminals were opened in northern Virginia and Winchester, Virginia. Estes' oldest son, Robey Estes, Sr., took over the company as general manager in 1953 (Estes Express Lines n.d.b). Robey Estes, Sr. further expanded the company and facilitated the acquisition of Coastal Freight Lines of the Carolinas, which opened Estes Express Lines to the interstate trucking industry (Estes Express Lines 2011). Prior to this purchase, Estes Express Lines had been operating only in Virginia. In 1967, Estes Express Lines purchased Carolina-Norfolk Truck Lines, which added four new terminals in North Carolina (Estes Express Lines 2011).

In 1972, Estes Express Lines expanded its reach in North Carolina when it purchased A.C. Express and Johnson Express (Estes Express Lines 2011). Both purchases likely coincided with the construction of the Estes Express Lines Terminal in Morrisville, the subject structure, as the building first appears on an aerial photograph dated 1973 (Figure 4.2). The Morrisville site provided a strategic location near RDU and US 70. The company's strategic position near important transportation routes was further strengthened by the construction of I-540 in the mid-1990s. The company's growing presence in North Carolina allowed for further expansion in the South, including South Carolina and Georgia. Since opening in 1972, the Morrisville Estes Express Lines Terminal has continuously operated out of the building at 6848 Mt. Herman Road. Very few alterations have been made to the building since its initial construction. As of 2020, Estes Express Lines manages a fleet of more than 7,000 tractors and 30,000 trailers, as well as a network of almost 265 terminals (Estes Express Lines n.d.e). It is the largest, privately-owned freight shipping company in North America.

4.4 Architectural Context for Trucking Terminals and Comparable Resources

Architectural Context – Trucking Terminals[1]

Architecturally, trucking terminals are typically sturdy and utilitarian with some architectural detailing. These buildings often housed two functions: administrative and transportation. These activities were reflected in the arrangement of the site plan and the building's spaces. Trucking terminals were typically built on large parcels with the building centered in the lot. Generous tractor-trailer circulation paths and storage pads or ancillary storage buildings were crucial to the property type's functionality (Taylor 2018: 8-14). In addition, sufficient space for trailer storage on the lot without interrupting the flow of vehicular circulation was a necessity. At the front of the lot, there were typically spaces for personal vehicles and pedestrian traffic, features which were oriented around the office block.

The trucking terminal demonstrates the relationship between the office and transportation functionality. The office block was at the front of the building and often, was the most prominent section. The warehouse and loading dock area was either set on a side elevation or situated off the rear elevation of the office block. The office block was often designed using stylish design principles of its time, while the warehouse and loading dock area was mostly utilitarian in nature. An example of an early trucking terminal is the Roadway Express Terminal (WA4459) at 2812 Old Trawick Road in Raleigh. Built in 1956, the vaguely residential Colonial Revival building is composed of a side-gabled brick office with a rear gabled, brick wing with a steel truss roof and flanking covered loading docks.

As time progressed and Modernist architecture evolved, so too did trucking terminals. Modernism greatly influenced the design of trucking terminals, especially with the ideology of form follows function. By the 1970s, most newly constructed trucking terminals continued to have an integrated office block at the front of the building and a warehouse with loading docks off the side or rear elevation. The design moved away from the more traditional residential look and toward a Modernist

1 See Section 3.2 for a more detailed architectural context of Modernism.

Figure 4.2: Aerial image of the Estes Express Lines Terminal in 1973, shortly after its construction (NCDOT 1973).

aesthetic. Although the architecture of trucking terminals may be seen as uninspired or mundane, the utilitarian design is a character-defining feature of the building type. Many trucking terminals, including the Estes Express Lines Terminal, utilize common building materials such as concrete block, brick veneer, poured concrete, and industrial standing seam metal roof or wall surfaces. Other typifying features are steel framing systems and perimeter fencing, which serves as a security barrier and directs pedestrian traffic to the office entrance.

The 2018 MPDF titled "Post-World War II and Modern Architecture in Raleigh, North Carolina: Non-Residential Architecture, 1945-1975" by Longleaf Historic Resources established NRHP registration requirements for warehouses, the property type that most closely aligns with the form and function of the Estes Express Lines Terminal and Maintenance Shop. The MPDF states:

> "To be eligible for listing in the National Register under Criteria A and C, plants and warehouses should not only retain their basic integrity of location, design, setting, materials, workmanship, feeling, and association, but also should have significant architectural design that exhibits a progressive image or have significant construction features representing engineering evolution. The features that express the Modernist aesthetic—form, roofline, entrance, materials, and fenestration—are of paramount importance" (Longleaf Historic Resources 2018: 24-25).

The Estes Express Lines Terminal is not an early or high-style example of Modernism. However, the building displays a number of character-defining features of Modernist design, including limited decorative ornamentation, an unadorned entrance, a low-pitched roofline, and a variety of wall textures. Overall, the Estes Express Lines Terminal stands as a representative example of a Modernist trucking terminal, a building type of utmost importance to Raleigh's commercial and transportation history.

Comparable Resources

There are a handful of previously surveyed and NRHP evaluated trucking terminals throughout North Carolina which date between the immediate post-World War II years to the 1970s. There are numerous trucking terminals that are currently unsurveyed or have not yet reached the 50-year mark for NRHP evaluation. The comparable resources selected for the current survey represent trucking terminals as a type of construction, which emerged during the third quarter of the twentieth century.

The Roadway Terminal (WA4459; unassessed for the NRHP) located at 2812 Old Trawick Way, was documented in the 2018 MPDF Addendum (Longleaf Historic Resources 2018: 24) (Plate 4.28). The unattributed, 1956 traditional side-gabled brick building is an early example of the trucking terminal building type with a vaguely residential appearance and Colonial Revival design motifs. The loading docks are located at the rear. Unlike the Estes Express Lines Terminal, the Roadway Terminal has an enclosed loading dock with a parapet roof on the rear (southeast) elevation. Character-defining features of the traditional trucking terminal include the Colonial flush eaves and the metal double casement windows. Overall, the Roadway Terminal stands as one of the earlier examples of a trucking terminal in Raleigh and remains an example of an important building type which demonstrates Raleigh's transportation and commercial history.

The Standard Trucking Company Terminals (MK3078), located along East 16th Street in Charlotte, North Carolina, was determined eligible for listing in the NRHP in 2011 under Criterion A for its association with commerce and Criterion C for architecture (Figure 4.3). The property includes two terminals, one constructed in 1953 and the other in 1960. The Standard Truck Company Terminals are significant under Criterion C for their Modernist architectural style, though the architect remains unknown. The 1960 terminal expresses Modernist design through revealed structural components, flat roofs, ribbon windows, and window-walled surfaces framed in steel. Overall, the Standard Trucking Company Terminals are highly stylized and convey the company's role as one of the largest trucking companies in Charlotte in the twentieth century (Mattson, Alexander and Associates, Inc. 2011: 131).

Plate 4.28: View of The Roadway Terminal (WA4459).

Photo view: South

Photographer: Olivia Heckendorf

Date: January 24, 2022

Plate 4.29: View of the Graybar Company Building (WA7125).

Photo view: Norwest

Photographer: Olivia Heckendorf

Date: January 19, 2022

Plate 4.30: View of Wilder's Nuts & Bolts (WA8005).

Photo view: East

Photographer: Olivia Heckendorf

Date: January 19, 2022

Figure 4.3: View of the 1960 office and terminal on the Standard Trucking Company Terminals (MK3078) property
(Google Earth 2019).

Although not a trucking terminal, the Graybar Company Building (WA7125) at 1113 Capital Boulevard in Raleigh is an example of a Modernist commercial structure (Plate 4.29). Built in 1959, the unattributed, one-story Graybar Company Building is composed of an office block at the north end and an attached loading dock at the south end. The building retains its Modernist architectural features. Character-defining features of the building include metal casement windows and the office entrance is distinguished by a vertical panel of decorative brick. The loading dock wing still functions for its intended purpose. Despite its integrity, the Graybar Company Building was determined not eligible for listing in the NRHP. Neither the survey site file nor the report identifies the reason for the building's ineligibility (Mattson, Alexander and Associates 2009; HPO 2018).

Architecturally similar to the Estes Express Lines Terminal is the previously unassessed Wilder's Nuts & Bolts (WA8005) at 2406 Alwin Court in Raleigh (Plate 4.30). Completed in 1973, Wilder's Nuts & Bolts is an example of a one-story, Modernist commercial building with a steel frame and brick veneer. The architect is unknown. The building has similar Modernist design elements to the Estes Express Lines Terminal, including a low-pitched, front gable roof; narrow strip windows with colored panel details; and a brick veneer exterior. Wilder's Nuts & Bolts stands as a representative and typical example of early 1970s commercial and industrial Modernist design.

4.5 Integrity

To be eligible for the NRHP, a property must possess several, and usually most, of the seven aspects of integrity: location, design, setting, materials, workmanship, feeling, and association. In addition, a property must also possess significance under at least one of the four NRHP evaluation criteria (see Appendix A). The Estes Express Lines Terminal retains a high degree in each of the seven aspects of integrity. Both the location and setting remain largely the same as when it was first constructed, except for the mid-1990s construction of I-540 to the north. However, I-540 did not directly impact the property, but it did boost the trucking terminal's strategic location. The Estes Express Lines Terminal maintains a high degree of integrity in relation to design, materials, and workmanship. The building remains largely unchanged since its construction in 1972 and expresses its Modernist design aesthetic through the office block on the primary elevation. The Estes Express Lines Terminal reflects Modernist design as it relates to North Carolina trucking terminals, but there are much more fully expressed examples of Modernism in commercial buildings in Raleigh. The Estes Express Lines Terminal also retains a high degree of feeling and association with the trucking industry. The building has been operated continuously by Estes Express Lines as a trucking terminal since 1972 and continues to fulfill its originally designed purpose.

4.6 NRHP Evaluation

Properties can be eligible for the NRHP under Criterion A if they are associated with a significant event or pattern of events that have made contributions to history at the local, state, or national level (see Appendix A). The Estes Express Lines Terminal is significant for its association with transportation and commerce at the local level in Raleigh. The company has served the Raleigh-Durham area since 1972, though it is not the first large trucking company to do so. The Roadway Express Terminal was constructed in 1959 and is an intact example of an earlier trucking terminal that demonstrates the rise of the trucking industry. The Estes Express Lines Terminal illustrates the maturity and endurance of the trucking industry in Raleigh in the mid- to late twentieth century. In the postwar era, Raleigh became a distribution hub. Estes Express Lines capitalized on the location of its trucking terminal with its location nearby a major highway and international airport (US 70/Glenwood Avenue and RDU). The building's proximity to a major interstate was significantly improved with the construction of I-540 in the mid-1990s. Overall, the Estes Express Lines Terminal compares favorably with the Roadway Express Terminal and the Standard Trucking Company Terminals in Charlotte (DOE 2011). Therefore, the Estes Express Lines Terminal and Maintenance Shop is recommended eligible for listing in the NRHP under Criterion A.

Properties can be eligible under Criterion B if they are associated with person of significance within the community, state, or national historic contexts (see Appendix A). Although associated with the successful, nationwide Estes Express Lines company, research did not uncover any persons of significance within the community, state, or national historic contexts. Therefore, the Estes Express Lines Terminal and Maintenance Shop is recommended not eligible for listing in the NRHP under Criterion B.

Properties can be eligible under Criterion C if they embody the distinctive characteristics of a type, period, or method of construction, or represent the work of a master, or possess high artistic value (see Appendix A). The 2018 MPDF titled "Post-World War II and Modern Architecture in Raleigh, North Carolina: Non-Residential Architecture, 1945-1975" by Longleaf Historic Resources established NRHP registration requirements for warehouses and is quoted in Section 4.4.

The Estes Express Lines Terminal is an illustrative example of a type of commercial construction directly related to the growth of commercial transportation during the third quarter of the twentieth century. As a trucking terminal, the office, warehouse, and loading dock area occupy a small footprint on the lot in order to accommodate tractor-trailer circulation and parking, which is a character-defining feature of the warehouse property type, as defined in the MPDF. Other character-defining features of the type include the orientation of the office space at the front of the building with the warehouse and loading dock area at the rear, and the chain-link security fence that further divides the office space from the warehouse and loading dock area.

The Estes Express Lines Terminal was built in the Modernist commercial/industrial style that was popular at the time of its construction. The Estes Express Lines Terminal meets the registration requirements as were laid out in the 2018 MPDF by Longleaf Historic Resources. This includes its Modernist architectural details include the low-pitched, front gable roof; the box-like form; lack of applied stylistic ornamentation; a simple entrance; and narrow vertical strip windows surmounted by colored panels. While Modernist design elements are found on mid-century buildings throughout the Raleigh area, the Estes Express Lines Terminal is the only The Estes Express Lines Terminal expresses the utilization of the resource as a trucking terminal with its associated maintenance shop, and also maintains a high degree of historical association with the industry. Therefore, the Estes Express Lines Terminal and Maintenance Shop is recommended eligible for listing in the NRHP under Criterion C.

Properties can be eligible for the NRHP under Criterion D if they have the potential to yield information significant to human history or prehistory (see Appendix A). It is unlikely that the Estes Express Lines Terminal would yield any unretrieved data not discoverable through informant interviews and documentary sources. Therefore, the Estes Express Lines Terminal and Maintenance Shop is recommended not eligible for listing in the NRHP under Criterion D.

Recommended NRHP Boundary

The recommended NRHP boundary contains approximately 7.44 acres that encompass the property's historical setting, the office and loading dock area, and the maintenance shop (Figure 4.4). The boundary follows the existing legal tax parcel lines (PIN 0768720670).

Figure 4.4: Recommended NRHP boundary for the Estes Express Lines Terminal (WA7949) (World Imagery, ESRI 2021).

5.0 NATIONAL REGISTER EVALUATION OF THE TEAMSTERS UNION LOCAL 391 BUILDING (WA8329)

Table 5.1: Teamsters Union Local 391 Building information table.

Resource Name	Teamsters Union Local 391 Building
HPO Survey Site No.	WA8329
Location	9628 Lumley Road, Morrisville
PIN	0767324317
Date of Construction	1965
NRHP Recommendation	Not Eligible

This section contains a physical description of the Teamsters Union Local 391 Building, a history of the property, and an evaluation of the building as a historic resource for NRHP eligibility by applying the NRHP Criteria for Evaluation.

5.1 Setting

The Teamsters Union Local 391 Building (Teamsters Building) is located at 9628 Lumley Road in Morrisville, Cedar Fork Township, Wake County, North Carolina (Plates 5.1-5.2; Figure 5.1). Located at the northeast corner of the intersection of Lumley Road and Mt. Herman Road, the property was acquired by the RDUAA and sits on the northern edge of the airport boundary. The property has been incorporated into the much larger 4,790-acre airport parcel. The original parcel was roughly 6 acres. The property is bounded by commercial development and woods to the north and east, Lumley Road to the south, and Mt. Herman Road to the west.

The property is accessible from a paved driveway off of Lumley Road and an additional driveway is accessible from Mt. Herman Road. The Teamsters Building is setback roughly 85 feet from Lumley Road. The building is surrounded on all sides by a paved parking lot and an additional parking lot is located west of the building. There are minimal landscaping features surrounding the building except for mature bushes that cover the south bay of the primary (southeast) elevation. A substantial planter box is situated in the northeast bay of the primary elevation and is faced with a stone veneer with a pebble cap.

5.2 Physical Description

The Teamsters Union Local 391 Building is a circa 1965 Modernist office building (Plates 5.3-5.11). The single-story, gable-front, rectangular building is oriented with its primary elevation facing southeast. The Teamsters Building has a steel structural system, and the exterior walls are clad in corrugated metal, except for the north bay of the primary (southeast) elevation, which is faced with brick. The low-pitched gable roof with deep, overhanging eaves is covered with industrial standing seam metal.

The primary elevation is characterized by three distinctive bays. The center bay is composed of a centered, metal, double-leaf glazed metal door flanked by sets of two, aluminum-frame plate glass windows. The door and windows are surmounted by orange acrylic panels that extend to meet the roofline. The acrylic panels are also positioned below the windows. The northeast bay of the primary elevation is faced with brick laid in a running bond and the faint lettering of "WRA Airlines" appears above the planter box. The southwest bay is clad with metal and is void of any architectural detailing or decoration except for the stone-faced planter northeast of the door.

Plate 5.1: View of Lumley Road looking toward RDU from the driveway of the old Teamsters Union Local 391 Building (WA8329).

Photo view: South

Photographer: Annie Laurie McDonald

Date: December 8, 2021

Plate 5.2: View of the southeast side of Lumley Road from the old Teamsters Union Local 391 Building.

Photo view: Southeast

Photographer: Annie Laurie McDonald

Date: December 8, 2021

Figure 5.1: Aerial image of the Teamsters Union Local 391 Building (WA8329) (World Imagery, ESRI 2021).

Plate 5.3: View of the primary (southeast) elevation of the old Teamsters Union Local 391 Building.

Photo view: Northwest

Photographer: Annie Laurie McDonald

Date: December 8, 2021

Plate 5.4: View of the northeast elevation of the old Teamsters Union Local 391 Building.

Photo view: Southwest

Photographer: Annie Laurie McDonald

Date: December 8, 2021

Plate 5.5: View of the northeast and northwest elevations of the old Teamsters Union Local 391 Building.

Photo view: South

Photographer: Annie Laurie McDonald

Date: December 8, 2021

Plate 5.6: View of the rear (northwest) elevation of the old Teamsters Union Local 391 Building.

Photo view: Southeast

Photographer: Annie Laurie McDonald

Date: December 8, 2021

Plate 5.7: View of the southwest elevation of the old Teamsters Union Local 391 Building.

Photo view: Northeast

Photographer: Annie Laurie McDonald

Date: December 8, 2021

Plate 5.8: View of the southwest and southeast elevations of the old Teamsters Union Local 391 Building.

Photo view: North

Photographer: Annie Laurie McDonald

Date: December 8, 2021

Plate 5.9: Detail view of the aluminum-sash windows and orange acrylic panels of the old Teamsters Union Local 391 Building.

Photo view: Southwest

Photographer: Annie Laurie McDonald

Date: December 8, 2021

Plate 5.10: Detail view of the planter box on the primary elevation of the old Teamsters Union Local 391 Building.

Photo view: Northwest

Photographer: Annie Laurie McDonald

Date: December 8, 2021

Plate 5.11: Detail view of the remnants of the "WRA Airlines" signage on the primary elevation of the old Teamsters Union Local 391 Building.

Photo view: Northwest

Photographer: Annie Laurie McDonald

Date: December 8, 2021

The northeast elevation is divided into five bays with a metal door located in the center bay. The remaining four bays are perforated by aluminum-frame windows composed of a large, single pane above a small, rectangular hopper window. The fenestration pattern of the southwest elevation is similar to that of the northeast elevation, with the exception of a window in place of the metal door in the center bay. All windows on both the northeast and southwest elevations are accented by the orange acrylic panels. The rear (northwest) elevation has no architectural detailing or decoration. Two metal doors are situated in the northeast and southwest bays.

The interior configuration of the Teamsters Building is currently organized into 12 rooms, including a lobby at the southeast end, five offices, three storage/supply rooms, two bathrooms, and a spacious back room at the northwest end (Plates 5.12-5.25). This organization of the spaces was likely altered when the NCDOT Resident Engineer's Office took over the property in the mid-1990s. The primary entry opens into the lobby space which has flanking offices to the northeast and southwest. A short corridor with additional office entries leads to a double-leaf door, which opens into the large storage room at the rear (northwest) section of the building.

The interior of the Teamsters Building retains many original materials from 1965. The floors throughout the building are terrazzo and the ceiling is an acoustical tile system. A variety of wall materials are used inside the building. The lobby and back office walls are lined with large, white panels, while the two offices at the front (southeast) end are lined with similar panels that have a dark, wood grain. The two bathrooms have tile with a smooth plaster finish above. The back room is lined with a paneled, dark-wood grain wainscot with an aluminum chair rail. The walls above the chair rail are finished plaster. For the most part, the interior door surrounds are wood, except for the metal surround around the primary entrance, and the doors are hollow-core wood.

5.3 History

Teamsters Union Local 391
Occupancy: 1965-1983
The Teamsters Union Local 391 was established in 1938 supported by 26 charter members, most of whom were drivers for Southern Oil and Atlantic State Motor Lines. The organization was granted a charter by the International Brotherhood of Teamsters, Stablemen and Helpers of America (Louis Berger 2017:11). The new chapter, with J.B. Broughton serving as president and J.T. Moss as secretary-treasurer, was first located in High Point, North Carolina (Louis Berger 2017: 11).

Organized labor in the United States and North Carolina began in the late nineteenth century through the efforts of the American Federation of Labor (AFL). The AFL began as a loose group of smaller craft unions, including the masons' union, the hatmakers' union, and the cigarmakers' union (U.S. History n.d.). In the South, organized labor was typically slower to take root than in the North. It was especially sluggish for North Carolina's manufacturing companies as organized labor was dismissed by skeptical employees and discouraged by company executives and textile mill owners. Despite these hindrances, membership grew steadily in the textile manufacturing sector and various North Carolina industries during the 1930s and 1940s as workers sought higher wages and better working conditions (Louis Berger 2017: 11). Still, North Carolina's union activity level remained below the national average and largely failed to thrive throughout the twentieth century (Glass and Williams 2006; Louis Berger 2017: 11).

During World War II, Teamsters Union Local 391's organization efforts were put on hold as a result of policies instituted by the War Labor Board. However, the membership of Local 391 grew from about 36 at the end of 1938 to nearly 400 by the end of World War II (Teamsters Union Local 391 [Teamsters Union] 2013: 4). The organization more than doubled in size between 1945 and 1950, with membership rising to 900 (Teamsters Union 2013: 6). McLean Trucking and Pilot Freight Carriers were two of the first companies that signed union contracts during this period. Additional members were

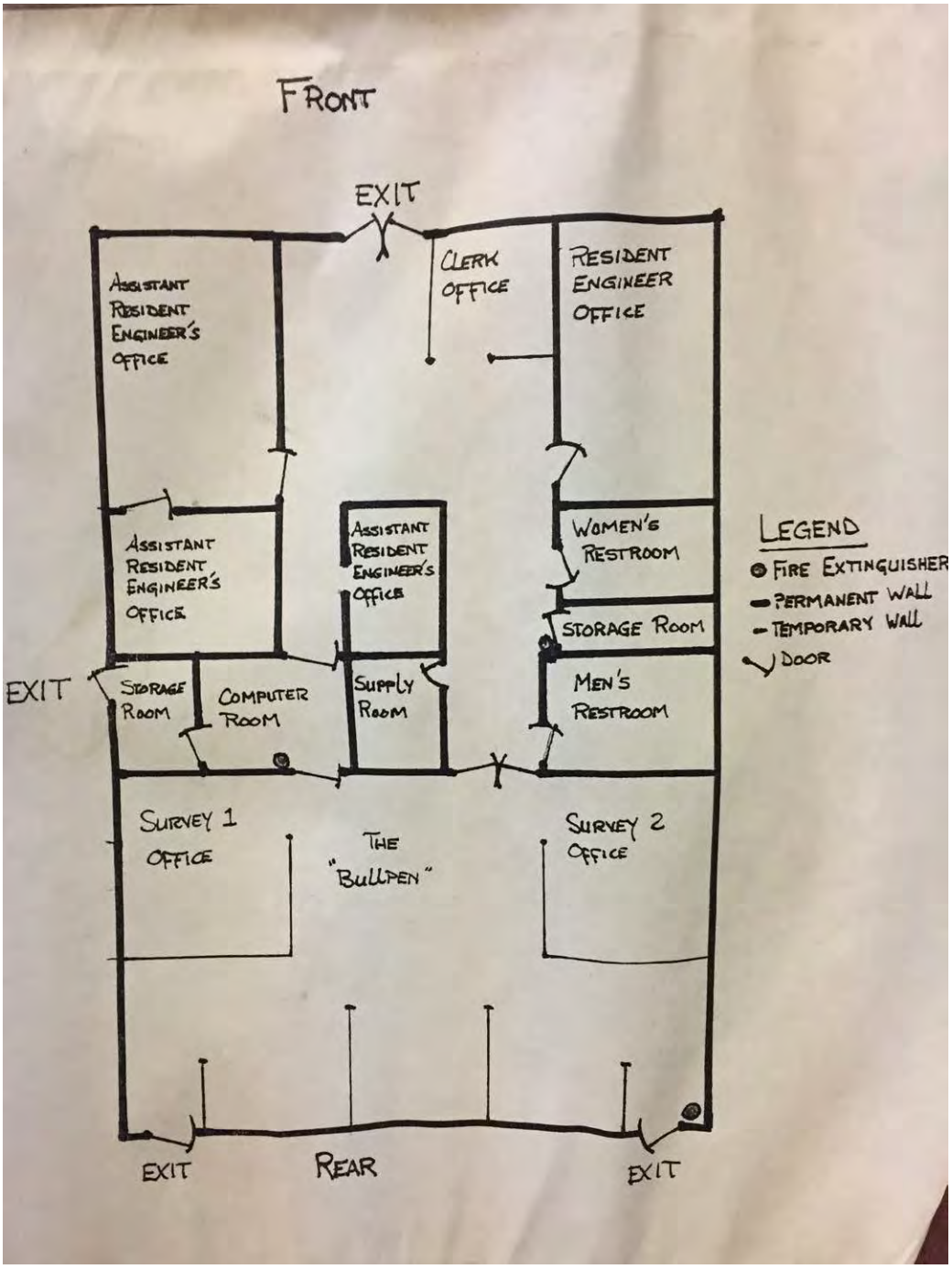

Plate 5.12: Interior floorplan of the old Teamsters Union Local 391 Building created by the NCDOT.

Note, the temporary walls indicated on the floorplan are no longer in place.

Photo view: N/A

Photographer: Annie Laurie McDonald

Date: December 8, 2021

Plate 5.13: Interior view of the entryway.

Photo view: Southeast

Photographer: Annie Laurie McDonald

Date: December 8, 2021

Plate 5.14: View of the southwest wall and office doorway in the entryway.

Photo view: Southwest

Photographer: Annie Laurie McDonald

Date: December 8, 2021

Plate 5.15: View of the hallway leading into the meeting hall.

Photo view: North

Photographer: Annie Laurie McDonald

Date: December 8, 2021

Plate 5.16: Interior view of the office at the east corner of the building, showing the steel support and brick detailing.

Photo view: East

Photographer: Annie Laurie McDonald

Date: December 8, 2021

Plate 5.17: Interior view of the office at the east corner of the building.

Photo view: Northwest

Photographer: Annie Laurie McDonald

Date: December 8, 2021

Plate 5.18: View of the hallway from the meeting hall doorway.

Photo view: South

Photographer: Annie Laurie McDonald

Date: December 8, 2021

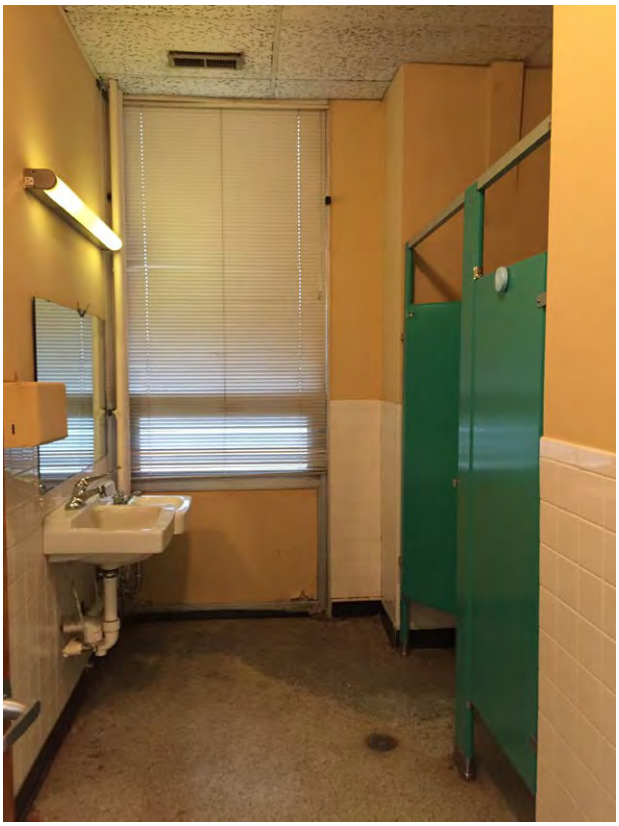

Plate 5.19: View of the bathroom.

Photo view: Southwest

Photographer: Annie Laurie McDonald

Date: December 8, 2021

Plate 5.20: View of a typical office with white paneling on the walls.

Photo view: Northeast

Photographer: Annie Laurie McDonald

Date: December 8, 2021

Plate 5.21: View of a storage/supply closet on the northeast side of the building.

Photo view: Northeast

Photographer: Annie Laurie McDonald

Date: December 8, 2021

Plate 5.22: View of the northwest wall of the meeting hall.

Photo view: Northwest

Photographer: Annie Laurie McDonald

Date: December 8, 2021

Plate 5.23: View of the southeast wall of the meeting hall.

Photo view: Southeast

Photographer: Annie Laurie McDonald

Date: December 8, 2021

Plate 5.24: Detail view of the aluminum chair rail in the meeting hall.

Photo view: South

Photographer: Annie Laurie McDonald

Date: December 8, 2021

Plate 5.25: Detail view of an aluminum-sash hopper window.

Photo view: Southwest

Photographer: Annie Laurie McDonald

Date: December 8, 2021

added to the organization with the growth of Roadway Express and Associated Transport (Teamsters Union 2013: 6). As a result of its growing numbers, Local 391 relocated its offices to Greensboro and established a sub-office in Winston-Salem, both in North Carolina.

The 1950s were advantageous for Local 391. In 1951, Local 391 merged with Local 81, headquartered in Raleigh-Durham, and became the largest labor union in North Carolina at the time (Teamsters Union 2013: 6; Louis Berger 2017: 15). Local 391 also added many workers outside the trucking and warehousing fields, which diversified its contracts, among these were Durham Dairy Products, National Linen Service, Schlitz Brewing, and Miller Brewing, R.C. Motor Lines, McLean Trucking, and Turner Transfer, among others (Teamsters Union 1988: 5; Louis Berger 2017: 15).

In October 1960, Local 391 met in Greensboro to discuss moving towards self-governance (Louis Berger 2017: 15). By the end of 1961, membership was recorded at over 3,800 and the organization was granted local autonomy by the International Brotherhood of Teamsters (IBT). Members subsequently elected D. Stan Willard as local president and R.V. Durham as local secretary-treasurer (Teamsters Union 1988). Construction on a new union hall in Colfax, North Carolina began in 1962 and was completed in March 1963 (Teamsters Union 2013: 8). The Chauffeurs and Teamsters Union Local 391 Building (GF8970), located at 3910 Teamsters Place, still functions as the organization's headquarters (Figure 5.2).

In 1965, Local 391 opened a sub-office and meeting hall on Lumley Road (formerly Raleigh-Durham Airport Highway) in Morrisville, known as the Teamsters Union Local 391 Building, the subject building (Figure 5.3). Originally made up of Lots 70 through 78 of the 1946 Airport Heights plat, the building was approved by the Wake County Board of Adjustment in March 1965 (Wake County Register of Deeds [WCRD] 1946; The News & Observer 1965: 25) (Figure 5.4). The Modernist Teamsters Building in Morrisville first appears in a 1969 aerial photograph taken by the NCDOT. The building was sited within close proximity to the growing RDU and other industrial buildings.

The 1960s continued to be a monumental decade for Local 391, as employees of Gilbarco, a gas pump manufacturer, went on strike and promoted a boycott of Esso products (originally the Standard Oil Company) (Teamsters Union 2013: 8). With assistance from Local 391 and settled in 1969, the strike resulted in the addition of over 1,000 new members to Local 391 in addition to increased wages, benefits, and union representation for Gilbarco employees (Teamsters Union 1988: 6).

Local 391 continued to grow in the 1970s and 1980s as membership increased and the organization became more involved in community affairs and in local, state, and national politics (Louis Berger 2017: 15). The organization frequently endorsed political candidates for national and local elections, and the leadership of Local 391 encouraged its own members to run for office and become active in politics. Local 391 organized a successful campaign in 1974, known as the DRIVE (Democrat, Republican, Independent Voter Education) program, which acted as a political action committee. As a result of the campaign, the North Carolina legislature increased workers' compensation from $56 to $80 a week (Teamsters Union 1988: 7). Local 391 had 4,000 members participate in the DRIVE campaign, making it the second largest DRIVE fundraiser in the IBT (Louis Berger 2017: 18). By 1978, Local 391 surpassed the 10,000-member mark (Teamsters Union 2013: 9).

The de-regulation era of the 1980s posed challenges for Local 391 and other labor unions throughout North Carolina and the nation. The Motor Carrier Act, signed by Jimmy Carter in 1980, greatly impacted the trucking industry as several trucking and carrier companies filed for bankruptcy or lost high-paying jobs for its employees (Teamsters Union 1988: 9). In addition, the Reagan administration appointees to the National Labor Relations Board favored anti-union policies, which severely limited workers' rights to organize and bargain collectively (Teamsters Union 1988: 9). Despite these difficulties, Local 391 continued to support its members and began offering free legal counseling in 1983 (Teamsters Union 1983: 11).

Figure 5.2: The Chauffeurs and Teamsters Union Local 391 Building (GF8970) in Colfax (Google Earth 2021).

Figure 5.3: The Teamsters Union Local 391 Building shortly after construction (Teamsters Union 1978).

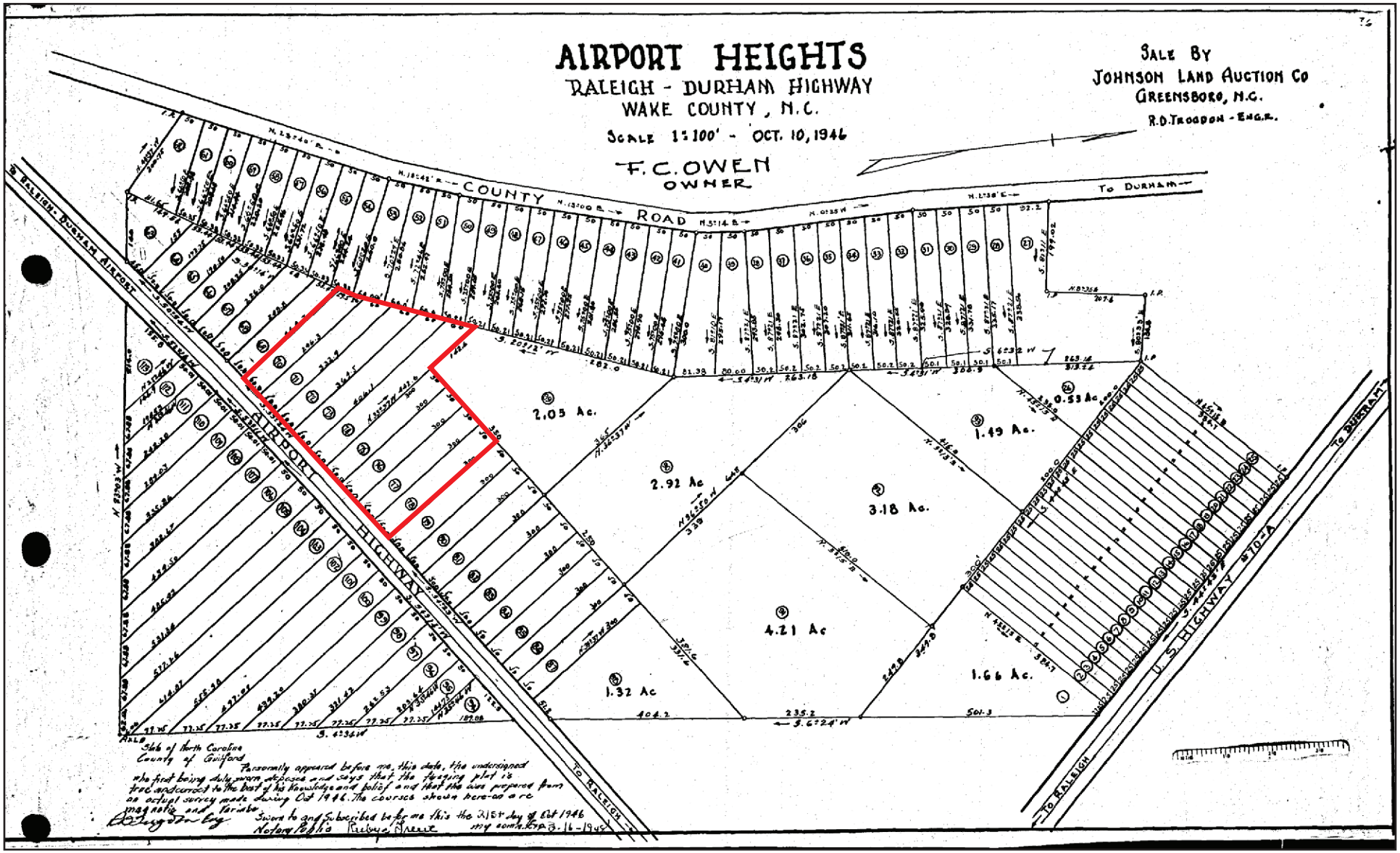

Figure 5.4: Plat map of the Airport Heights neighborhood laid out in 1946 with Lots 70 through 78 outlined (WCRD 1946).

Local 391 utilized the building on Lumley Road until 1983 when it purchased a lot at 6317 Angus Drive on the north side of US 70, less than a mile east of the subject building. Subsequently, Local 391 built a new meeting hall and office on the new site in 1984, which still operates as its sub-office and meeting hall for eastern North Carolina (Plate 5.26).

RDU Airport and WRA Airlines

Occupancy: 1984-1995

In July 1982, the RDUAA filed a Complaint and Declaration of Taking and Notice of Deposit under the Superior Court of Wake County (WCRD 1984 3245: 104). This action allowed the NCDOT to acquire land for public use as long as just compensation was accepted by the property owners. The transfer was recorded with the Register of Deeds in 1984 (WCRD 1984 3245: 104). Based on this taking, it is clear that at the time, the RDUAA was looking to expand its ownership of properties nearby in anticipation of future growth at the airport. Following the purchase of the Teamsters Building, the building was leased to WRA Airlines.

WRA Airlines was started in the mid-1980s by Warren H. Wheeler (1943-living). Wheeler was a Durham native and son of John H. Wheeler, head of the Mechanics and Farmers Bank and civil rights leader, and Selena Warren Wheeler, a well-respected businesswoman and librarian (Wadelington 2003). Wheeler received his pilot's license at age 15 (Gubert, Sawyer, and Fannin [Gubert] 2002: 289). At 19, he was the first Black graduate of the American Flyers School in Oklahoma City, Oklahoma where he obtained his multiengine rating and commercial license (Wadelington 2003). Despite obtaining his commercial license, Wheeler was unable to obtain a pilot position with a major airline because he did not have enough hours to qualify. In response, he opened his own flying school at Horace Williams Airport in Chapel Hill, North Carolina in 1962 (Wadelington 2003). After three years, he had accumulated enough flight hours; however due to rampant racism and discrimination at this time, Wheeler was still unable join a major airline as a pilot (Wadelington 2003). In March 1966, with a recommendation from Governor Terry Sanford, Wheeler was hired by Piedmont Airlines at the age of 22. He was the first Black pilot at Piedmont Airlines and one of the youngest pilots ever hired by Piedmont Airlines (Gubert 2002: 290).

In 1969, Wheeler founded Wheeler Flying Service, the first Black-owned commercial airline in the United States (Wadelington 2003). From 1973 to 1976, Wheeler Flying Service "grew from part-time charter air carrier into an important transportation link between several North Carolina towns"

Plate 5.26: View of the new Teamsters Union Local 391 Building located at 6317 Angus Drive.

Photo view: Southeast

Photographer: Olivia Heckendorf

Date: January 19, 2022

(Wadelington 2003). Flight destinations included Asheville and Greenville, North Carolina; Augusta, Georgia; Huntington, West Virginia; Newport News and Richmond, Virginia; and New York's LaGuardia Airport. The airline also serviced smaller North Carolina towns such as Kinston, New Bern, Nag's Head, and Wilson (Wadelington 2003).

During this period, Wheeler Flying Service leased a portion of the airport grounds from the RDUAA, which included an aircraft ramp and hanger (WCRD 1972 2116: 497). It is unclear where the office and hangar for Wheeler Flying Service was located but it was likely much closer to the original core of the airport, which was significantly smaller than it is today. It is probable that the buildings associated with Wheeler Flying Service were demolished to make way for airport expansions and updated facilities.

In addition to running Wheeler Flying Service and maintaining his position as Captain at Piedmont Airlines, Wheeler also trained pilots, both Black and White. Notably, he trained Jill Brown, who in 1974 became the first Black woman accepted by the US Navy to train as a pilot (Gubert 2002: 291). In total, he trained more than 100 pilots and later founded Airolina Young Aviators, which is a program for students often from underserved families.

In the 1980s, Wheeler Flying Service felt the pressure of competition from other commuter airlines. The unstable economy of the time also contributed to the uncertainties of future contract awards as larger carriers wanted to take over lucrative routes filled by smaller companies like Wheeler Flying Service. As a result, Wheeler started WRA Airlines and Wheeler Flying Service filed for Chapter 11 bankruptcy in 1986 (Gubert 2002: 291). WRA Airlines was a much smaller version of Wheeler Flying Service and specialized in underserved mid-Atlantic destinations (Wadelington 2003). Because he filed for bankruptcy, Wheeler lost his lease and likely moved WRA Airlines into the recently vacated Teamsters Building, which was acquired by the RDUAA in 1982 (WCRD 1984 3245: 104). For the most part, WRA Airlines served as an air courier service that flew cancelled checks between Raleigh-Durham, Fayetteville, Greenville, and Rocky Mount and the Federal Reserve Bank in Charlotte during the week (Wadelington 2003).

North Carolina Department of Transportation
Occupancy: 1995-2017
In 1995, Wheeler retired and WRA Airlines ceased operations. In turn, the RDUAA leased the office building to the NCDOT (WCRD 1995 6693: 804). From 1995 to 2017, the former Teamsters Building served as the office for NCDOT Resident Engineer, Division 5. Since 2018, the building has been vacant.

5.4 Architectural Context and Comparable Resources

Architectural Context – Teamsters Union Buildings[1]
Historically, the site of the Teamsters Building was agricultural and forested. US 70, situated northeast of the Teamsters Buildings began as a rural road leading from Raleigh to Durham. Throughout the twentieth century, US 70 transformed into a traffic-laden thoroughfare with increasing roadside development. Teamsters Local 391 likely chose the property along Lumley Road (formerly the Raleigh-Durham Airport) due to its proximity to US 70 that made it easily accessible for members.

Constructed in 1965, the Teamsters Building reflects the prevailing architectural style of mid-twentieth-century public and civic-oriented buildings, Modernism. The Teamsters Building, although not an early or high-style example of Modernism, displays a number of character-defining features, including limited decorative ornamentation, an unadorned entrance, a low-pitched roofline, and a variety of wall textures. The Teamsters Union organization as a whole did not have a set building type for its offices, so local groups were able to choose their building design. However, as many Teamsters buildings sprung up in the second half of the twentieth century, many of the buildings across the nation were executed with Modernist influences, which was a prevalent architectural style of the time.

1 See Section 3.2 for a more detailed architectural context of Modernism.

The Teamsters Union headquarters in Washington, DC was completed in 1953 (Figure 5.5). Other examples of high-style Modernist Teamsters Union buildings appear primarily in the Northeast and Midwest, with few examples in the South.

Comparable Resources

The number of previously surveyed and studied labor union-related buildings in North Carolina are difficult to find due to the low rate of union activity in the state. Four comparable buildings were identified. Additionally, two other Modernist commercial structures, which are similar in form to the subject Teamsters Building were used for comparison.

Most recently surveyed in 2017, the Chauffeurs and Teamsters Union Local 391 Building (GF8970), located at 3910 Teamsters Place in Colfax, serves as the headquarters of Local 391 (see Figure 5.2). Built by the Wade H. Phelps Construction Company in 1962, the Chauffeurs and Teamsters Union Local 391 Building in Colfax is a one-story Modernist building with a rambling plan of two rectangular blocks connected with a T-shaped hyphen and ribbon windows. The building shares some common features with the Teamsters Building in Morrisville, including brick veneer, aluminum-sash windows, metal siding, and acrylic panels. In 2018, the Chauffeurs and Teamsters Union Local 391 Building in Colfax was determined ineligible for listing in the NRHP due to insufficient integrity to be eligible under Criterion C (Louis Berger 2017: 24). It was determined that the circa 1972 addition negatively impacts the form and massing of the original structure. Furthermore, the report argues that the building's commercial Modernist design was common for the period of construction and indistinctive from other examples of Modernist architecture in Guilford County (Louis Berger 2017: 24).

Another union building that was determined ineligible for listing in the NRHP is the Truck Drivers Union (AFL No. 71) Hall (property has not been assigned a survey site number), located at 5000 North Tryon Street in Charlotte (Figure 5.6). The original section of the building was constructed in 1958 and a large auditorium addition was completed in 1968. The original, two-story building displays elements of characteristic postwar Modernism, including a flat roof, recessed and intersecting wall planes, and exposed steel I-beam support. Like the Teamsters Building in Morrisville, the Truck Drivers Union (AFL No. 71) Hall has brick veneer, aluminum-sash windows, interior terrazzo floors, and wood paneled offices. At the time the building was surveyed in 2008, it was recommended not eligible for listing in the NRHP because the "large auditorium" compromised "the integrity of the building" (Mattson, Alexander and Associates, Inc. 2008: 170). The 1968 addition "is almost double the size of the original building and does not meet the 50-year guideline for NRHP eligibility" (Mattson, Alexander and Associates, Inc. 2008: 170).

The North Carolina State American Federation of Labor and Congress of Industrial Organizations (NC State AFL-CIO) Building is located at 1408 Hillsborough Street in Raleigh (Plate 5.27). The unattributed, 1917 "Queen Anne Colonial" dwelling is a contributing resource to the Cameron Park Historic District (WA0194) (Dutton and Brown 1985: 7-15). The NC State AFL-CIO moved into the building in the early 2000s and does not have any historical ties to the building. The building represents a residence that was converted to commercial use and is not comparable to the Teamsters Building in Morrisville, despite its union and labor affiliations.

Another Teamsters building, known as Teamsters Union Local 61 Hall, is located at 45 Sardis Road in Asheville (Figure 5.7). The Teamsters Union Local 61 Hall is a circa 1960s brick, Ranch-style building with Colonial Revival details. It is possible that the building was once a residence, much like the NC State AFL-CIO Building. The building has a side gable roof with a gabled front portico and a partial-width front porch. Although part of the same organization, the Teamsters Union Local 61 Hall is very different architecturally from the Teamsters Building in Morrisville.

Two buildings in Wake County are comparable architecturally to the Teamsters Building despite not being associated with a union. The Creative Graphics Building (WA7968) at 3904 Capital Boulevard in Raleigh is an example of an unattributed 1972 steel-frame, Modernist structure (Plate 5.28). Although larger in scale than the Teamsters Building, the Creative Graphics Building has a low-pitched, front gable

Figure 5.5: The Teamsters Union Headquarters in Washington, D.C. (Teamsters Union).

Figure 5.6: View of the Truck Drivers Union (AFL No. 71) Hall (Google Maps 2021).

Plate 5.27: View of the North Carolina State AFL-CIO Building.

Photo view: North

Photographer: Olivia Heckendorf

Date: January 24, 2022

Figure 5.7: View of the Teamsters Union Local 61 Hall in Asheville (Louis Berger 2017).

Plate 5.28: View of the Creative Graphics Building (WA7968).

Photo view: East

Photographer: Olivia Heckendorf

Date: January 24, 2022

roof, and the exterior is clad with corrugated metal siding. The off-center entry features aluminum-sash windows with blue acrylic panels, similar to those of the Teamsters Building. Architecturally, the Creative Graphics Building and the Teamsters Building are similar and intact examples of commercial Modernism.

Another comparable building is 1210 South Main Street in Fuquay-Varina (Plate 5.29). Although the building has a later construction date of 1977, it has a Modernist commercial design in line with the Teamsters Building. The architect is unknown. The building has a low-pitched, front-gable roof that extends over the façade. The front door is centered on the façade and flanked by brick pilasters. Plate glass windows make up the north and south bays, which are also flanked by brick pilasters.

5.5 Integrity

In order to be eligible for the NRHP, a property must possess several, and usually most, of the seven aspects of integrity: location, design, setting, materials, workmanship, feeling, and association. In addition, a property must also possess significance under at least one of the four NRHP evaluation criteria (see Appendix A). The Teamsters Union Local 391 retains a moderate degree of integrity. The building retains integrity of location, as it has not been moved from its original site. The Teamsters Building retains its overall 1965 design, with its low-pitched, front gable roof and no exterior alterations or additions. The setting of the property has been altered slightly with the encroachment of RDU but this has not directly impacted the building. The road alignment adjacent to the property was altered in the early 1990s with one of RDU's expansions. Lumley Road (formerly known as Raleigh-Durham Airport Highway) was re-aligned with the creation of Commerce Boulevard to the south and re-routing of Mt. Herman Road to the west. The property also has a high degree of material integrity, as much of the original historic fabric remains, including metal siding, acrylic panels, brick veneer, aluminum-sash windows, and stone planter box. The Teamsters Building retains sufficient integrity of workmanship as both the original design and materials remain. The interior of the building, primarily utilitarian in nature, retains a medium level of integrity due to the addition that takes up a portion of the warehouse and loading dock area. The building retains a medium level of integrity in regard to feeling and association. The Teamsters Building has been used as an office from its construction in 1965 up until around 2018. Occupants of the building include Local 391 from 1965 to 1983, WRA Airlines from about 1985 to 1995, and the NCDOT from 1995 to 2018. Although the property retains its feeling as a 1965 office, the Teamsters Building no longer retains its association as an office for the Teamsters Union Local 391.

Plate 5.29: View of the building at 1210 South Main Street in Fuquay-Varina.

Photo view: Northwest

Photographer: Olivia Heckendorf

Date: January 19, 2022

5.6 NRHP Evaluation

Properties can be eligible for the NRHP under Criterion A if they are associated with a significant event or pattern of events that have made contributions to history at the local, state, or national level (see Appendix A). The Teamsters Building is one of only a few surveyed resources associated with labor unions in North Carolina. The property is associated with the labor movement's development in North Carolina during the twentieth century, particularly for workers in the trucking industry. However, as a building representative of a larger network of unions, the Teamsters organization did not consistently lead labor union activity in North Carolina, nor did it greatly contribute to the history of Wake County. Though the Teamsters Building was later associated with WRA Airlines, the building is not associated with its earlier iteration as Wheeler Flying Service, the first Black-owned airline in the United States. WRA Airlines occupancy of the building lasted from 1984 to 1995. For these reasons, Teamsters Union Local 391 Building is recommended not eligible for listing in the NRHP under Criterion A.

Properties can be eligible under Criterion B if they are associated with person of significance within the community, state, or national historic contexts (see Appendix A). The building has been historically associated with Teamsters Union Local 391. No individuals who worked and operated out of the Teamsters Building were found to be of significance at the community, state, or national level. The building was briefly associated with Warren H. Wheeler from 1984 to 1995. Despite the building's association with Wheeler, the WRA Airlines occupancy of the building does not fall within the building's period of significance and does not meet the standards of Criteria Consideration E. Therefore, the Teamsters Union Local 391 Building is recommended not eligible for listing in the NRHP under Criterion B.

Properties can be eligible under Criterion C if they embody the distinctive characteristics of a type, period, or method of construction, or represent the work of a master, or possess high artistic value (see Appendix A). The Teamsters Union Local 391 Building is an example of 1960s commercial Modernist architecture, which was common for the period of construction and indistinctive from other examples of Modernist architecture in Wake County. The Teamsters Local 391, and larger organization as a whole, did not provide building plans or work with a particular architect. Each local union chose its building design. When comparing the Teamsters Building with the Teamsters Union Local 391 Building in Colfax, the Teamsters Building stands as an example of one of many commercial buildings with Modernist details and lacks significance. Therefore, the Teamsters Union Local 391 Building is recommended not eligible for listing in the NRHP under Criterion C.

Properties can be eligible for the NRHP under Criterion D if they have the potential to yield information significant to human history or prehistory (see Appendix A). It is unlikely that the Teamsters Building would yield any unretrieved data not discoverable through informant interviews and documentary sources. Therefore, the Teamsters Union Local 391 Building is recommended not eligible for listing in the NRHP under Criterion D.

6.0 NATIONAL REGISTER EVALUATION OF THE INDEPENDENT GARAGE OWNERS OF NC BUILDING (WA8330)

Table 6.1: Independent Garage Owners of NC Building Information Table.

Resource Name	Independent Garage Owners of NC Building
HPO Survey Site No.	WA8330
Location	1011 Commerce Boulevard, Morrisville
PIN	0767324317
Date of Construction	Circa 1970
NRHP Recommendation	Not Eligible

This section contains a physical description of the Independent Garage Owners of NC Building, a history of the property, and an evaluation of the building as a historic resource for NRHP eligibility by applying the NRHP Criteria for Evaluation.

6.1 Setting

The Independent Garage Owners of NC (IGONC) Building (IGONC Building) is located at 1011 Commerce Boulevard in Morrisville, Cedar Fork Township, Wake County, North Carolina (Plates 6.1-6.2; Figure 6.1). The property has been incorporated into the much larger 4,790-acre airport parcel. The original parcel was roughly 12.5 acres. The building is situated at the southeast corner of the intersection of Lumley Road and Commerce Boulevard, and its parcel has been subsumed by RDU. The property is bounded by commercial and industrial structures to the north, including the Teamsters Union Local 391 Meeting Hall and Office (WA8329). The IGONC Building is separated from the Angus Barn (WA4636) property by a tree line to the east. The airport grounds are located south and west of the IGONC Building. The property is landscaped with mature foliage acting as a buffer between the road and the property. A hedge row lines the western edge of the property. Many of the trees and bushes immediately surrounding the building are overgrown, making the northwest elevation difficult to see. The property is accessible via a drive off of Commerce Boulevard that leads to a paved parking lot along the southeast and southwest elevations of the building.

6.2 Physical Description

The IGONC Building is a Modernist office building that dates to 1970, according to aerial imagery and the IGONC records (Plates 6.3-6.12). The building is oriented with its primary elevation facing northwest. The building is composed of two rectangular sections, a single-story block to the southwest and a larger, two-story block to the northeast. Both sections of the building are capped by flat roofs covered with built-up material. The eaves of the one-story block extend from the primary (northwest) elevation to cover the concrete sidewalk that runs from the paved parking lot to the primary entrance. The extended eaves are supported by square metal posts. The building's structural system is unknown, though there is an exposed concrete block wall in between the one-story and two-story section, which suggests that the building is constructed of concrete block. The exterior of the IGONC Building is faced with buff brick veneer laid in a running bond.

The primary (northwest) elevation of the IGONC Building is mostly obscured by mature trees and foundation plantings. The primary entrance is located on the southwest elevation of the two-story block. The entry is composed of a single-leaf glazed, aluminum-frame door flanked by large plate

Plate 6.1: View from the IGONC Building property looking towards the old Teamsters Union Local 391 Building.

Photo view: Northwest

Photographer: Annie Laurie McDonald

Date: December 8, 2021

Plate 6.2: View looking toward RDU from the IGONC Building.

Photo view: Southwest

Photographer: Annie Laurie McDonald

Date: December 8, 2021

Figure 6.1: Aerial image of the Independent Garage Owners of NC Building (WA8330) (World Imagery, ESRI 2021).

Plate 6.3: View of the primary (northwest) elevation of the IGONC Building.

Photo view: Southeast

Photographer: Annie Laurie McDonald

Date: December 8, 2021

Plate 6.4: View of the primary elevation of the two-story block of the IGONC Building.

Photo view: Southeast

Photographer: Annie Laurie McDonald

Date: December 8, 2021

Plate 6.5: View of the primary and northeast elevations of the IGONC Building.

Photo view: South

Photographer: Annie Laurie McDonald

Date: December 8, 2021

Plate 6.6: View of the northeast and southeast elevations of the IGONC Building.

Photo view: West

Photographer: Annie Laurie McDonald

Date: December 8, 2021

Plate 6.7: View of the rear (southeast) elevation of the IGONC Building.

Photo view: Northwest

Photographer: Annie Laurie McDonald

Date: December 8, 2021

Plate 6.8: View of the southwest elevation of the IGONC Building.

Photo view: Northeast

Photographer: Annie Laurie McDonald

Date: December 8, 2021

Plate 6.9: Detail view of the entry on the southwest elevation of the IGONC Building.

Photo view: Northwest

Photographer: Annie Laurie McDonald

Date: December 8, 2021

Plate 6.10: Detail view of the covered walkway to the primary entrance of the IGONC Building.

Photo view: Northeast

Photographer: Annie Laurie McDonald

Date: December 8, 2021

Plate 6.11: Detail view of the windows along the covered walkway of the IGONC Building.

Photo view: Southwest

Photographer: Annie Laurie McDonald

Date: December 8, 2021

Plate 6.12: Detail view of the roof of the IGONC Building.

Photo view: Southwest

Photographer: Annie Laurie McDonald

Date: December 8, 2021

glass, aluminum-frame windows. The primary elevation of the one-story block can be divided into six bays, each of which are pierced by a tall, rectangular window comprised of a fixed sash above a hopper sash. The northwest elevation of the two-story block is three bays wide with a similar fenestration pattern, though the windows are of a squatter, rectangular form. All window openings have a brick header sill.

The northeast elevation is made up of the two-story block and is four bays wide on both the first and second stories. Each of these bays is perforated by a rectangular, aluminum window comprised of a small hopper sash surmounted by a larger fixed sash, which matches the windows on the primary elevation of the two-story block.

The rear (southeast) elevation is characterized by the extension of the one-story extended eave onto a portion of the two-story block. This elevation has two entryways into the building, one in the southwest bay of the two-story block and the other in the northeast bay of the one-story block. Both doors are solid metal. The two-story block also includes three aluminum sash windows. The southwest corner of the one-story block has been altered with the installation of a modern, four-part, plate glass window. The southwest elevation has minimal detailing. The two-story block has three additional aluminum-sash windows, and the one-story block has a metal door adjacent to the sidewalk that leads to the front entrance.

The interior of the IGONC Building has a typical office-style arrangement and its original configuration is unknown (Plates 6.13-6.27). In the early 2000s, Parsons, the firm managing the various renovation projects at RDU, took over the building and carried out some renovations, which likely included altering the building's original layout. The building is divided up into offices and conference rooms. Each floor has a kitchenette and set of bathrooms.

The materials in the building were likely updated when Parsons took over the property in the early 2000s. Material alterations included the installation of carpet and the re-arrangement of interior office spaces. The interior walls are sheetrock, except for the one exposed concrete block wall separating the one-story and two-story blocks. The ceilings are primarily a dropped acoustical tile system, except for a few offices where the tiles have been removed. The floors are mostly gray carpet. The floors of the first-floor kitchenette, restrooms, and one of the first-floor offices are covered with vinyl floor tiles. The narrow windows on the southwest block and in the kitchenette feature molded wood sills but the remaining windows on the first floor have no trim. All windows on the second floor are adorned with molded windowsills. All of the interior doors are solid wood with wood trim.

Plate 6.13: Interior view of the entry.

Photo view: Southwest

Photographer: Annie Laurie McDonald

Date: December 8, 2021

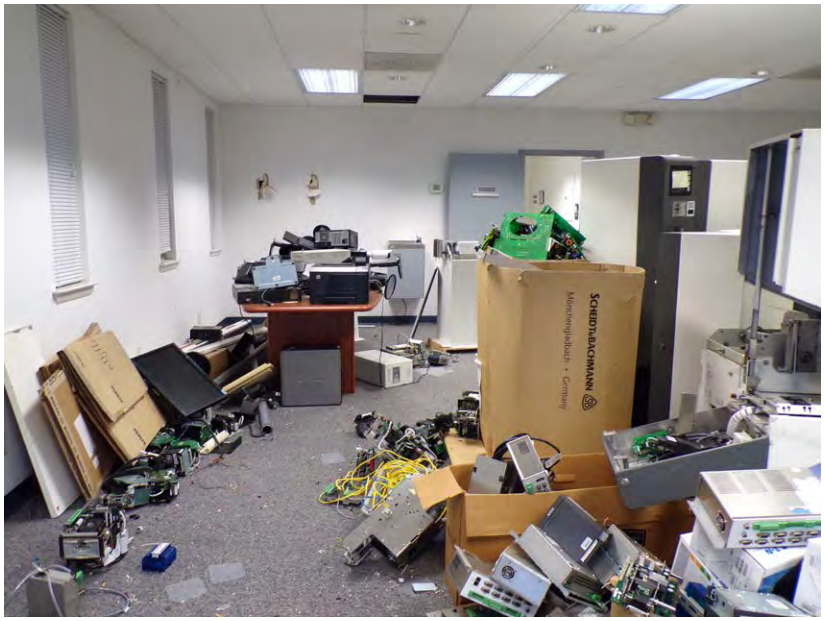

Plate 6.14: Interior view of an office space on the first floor.

Photo view: Southwest

Photographer: Annie Laurie McDonald

Date: December 8, 2021

Plate 6.15: Interior view of "Conference Room A" located in the south corner of the one-story block.

Photo view: South

Photographer: Annie Laurie McDonald

Date: December 8, 2021

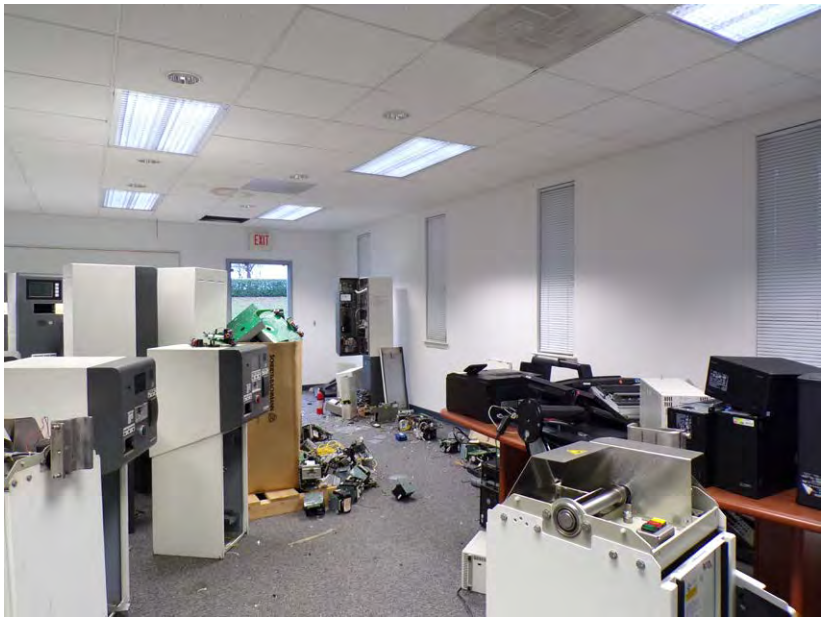

Plate 6.16: Alternative interior view of "Conference Room A."

Photo view: Southwest

Photographer: Annie Laurie McDonald

Date: December 8, 2021

Plate 6.17: View of the kitchenette on the first floor.

Photo view: Southwest

Photographer: Annie Laurie McDonald

Date: December 8, 2021

Plate 6.18: View of a typical bathroom.

Photo view: Southeast

Photographer: Annie Laurie McDonald

Date: December 8, 2021

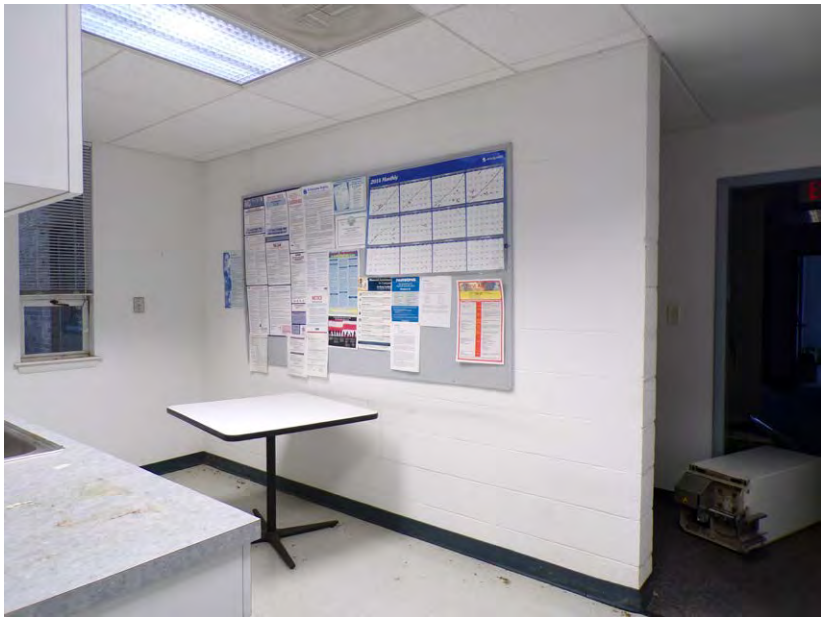

Plate 6.19: View of the interior concrete block wall, which divides the one-story block from the two-story block.

Photo view: Northeast

Photographer: Annie Laurie McDonald

Date: December 8, 2021

Plate 6.20: View of a typical hallway.

Photo view: Northeast

Photographer: Annie Laurie McDonald

Date: December 8, 2021

Plate 6.21: Another view of a typical hallway.

Photo view: Southwest

Photographer: Annie Laurie McDonald

Date: December 8, 2021

Plate 6.22: View of an office located in the east corner of the two-story block.

Photo view: East

Photographer: Annie Laurie McDonald

Date: December 8, 2021

Plate 6.23: View of the staircase in the two-story block.

Photo view: Northeast

Photographer: Annie Laurie McDonald

Date: December 8, 2021

Plate 6.24: View of the second-floor landing.

Photo view: East

Photographer: Annie Laurie McDonald

Date: December 8, 2021

Plate 6.25: View of a second-floor office.

Photo view: North

Photographer: Annie Laurie McDonald

Date: December 8, 2021

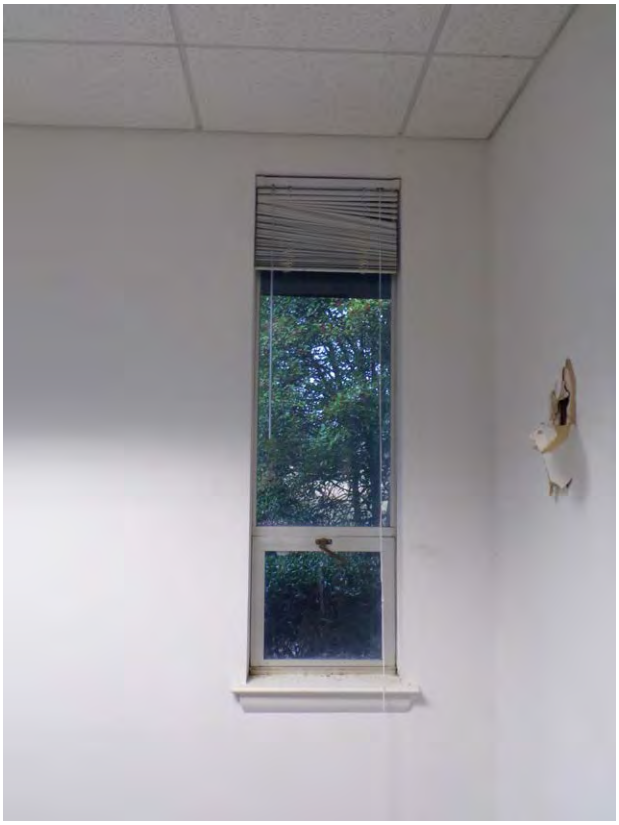

Plate 6.26: Detail view of a typical window with a molded sill.

Photo view: Northwest

Photographer: Annie Laurie McDonald

Date: December 8, 2021

Plate 6.27: Detail view of the dropped tile ceiling that has been removed in some areas of the IGONC Building.

Photo view: N/A

Photographer: Annie Laurie McDonald

Date: December 8, 2021

6.3 History

Independent Garage Owners of NC
Occupancy: Circa 1970-1983
The IGONC was established by garage owners in August 1959 to help its members, who were owner-operators of independent garages in North Carolina (Automotive Service and Tire Alliance [ASTA] n.d.). Bryan Davis, a local Raleigh garage owner, was elected as the organization's first president. Through the years, the IGONC was very active in supporting legislation that protected garage owner-operators. In 1960, the IGONC supported the mandatory inspection of automobiles (The Herald-Sun 1960: 12).

In 1966, the IGONC was awarded a contract with the US Labor Department, which was funded under the Manpower Development and Training Act (MDTA) of 1962 (The News & Observer 1966: 12). The goal of MDTA was to "train and retrain thousands of workers unemployed because of automation and technological change" (Kremen 1974). It is believed that this was the first IGO project in the nation to be approved and funded under the MDTA (The News & Observer 1966: 12). The IGONC was successful under its first contract, and was awarded a second, larger contract in October 1966 (Rocky Mount Telegram 1966: 6). The IGONC organization was instrumental in helping local garage owner-operators and also helped to train a workforce for the automotive service industry.

In 1966, the IGONC purchased Lots 109 through 112 of the Airport Heights plat for $5,000 (WCRD 1966 1736: 341) (Figure 6.2). The deed indicates that the land was vacant and aerial photographs confirm this. At the time of the purchase, the IGONC had offices at 1046 South Saunders Street in Raleigh (The News & Observer 1967: 37). The IGONC Building first appears on an aerial photograph from 1971, which shows the building's orientation towards an access road from Raleigh-Durham Airport Highway (Figure 6.3). The building was altered in the late 1990s with the re-alignment of the Raleigh-Durham Airport Highway, which became Lumley Road, and the construction of Commerce Boulevard, which came to form the southwest boundary of the property in the 1990s.

In 2021, the IGONC and the North Carolina Tire Dealers Association (NCTDA) merged to form the Automotive Service & Tire Alliance (ASTA). The organization is the Southeast's "largest member-sponsored non profit association" that serves the aftermarket automotive industry (ASTA n.d.).

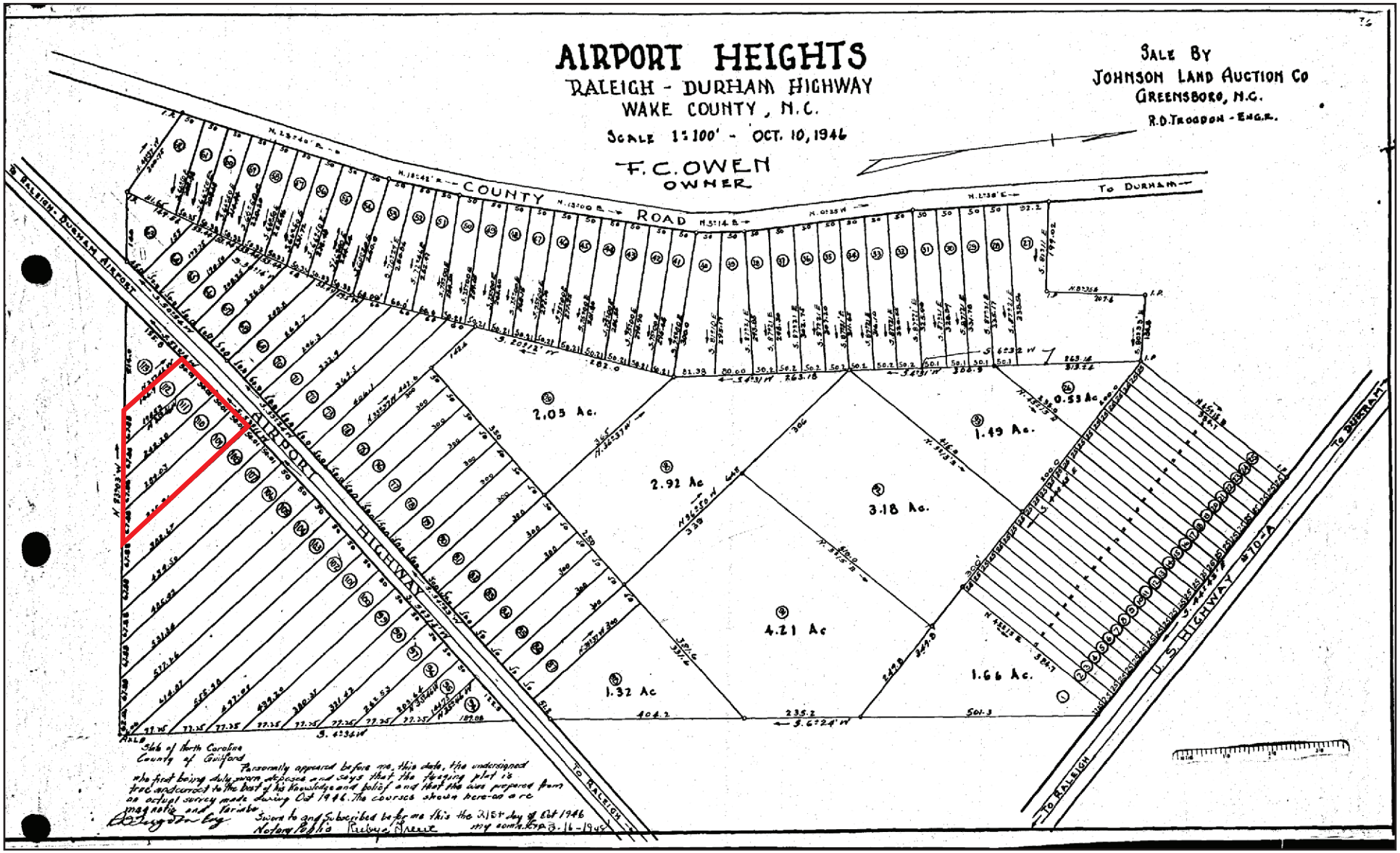

Figure 6.2: Plat map of the Airport Heights neighborhood laid out in 1946. Lots 109 through 112 were purchased by IGONC in 1966 (WCRD 1946).

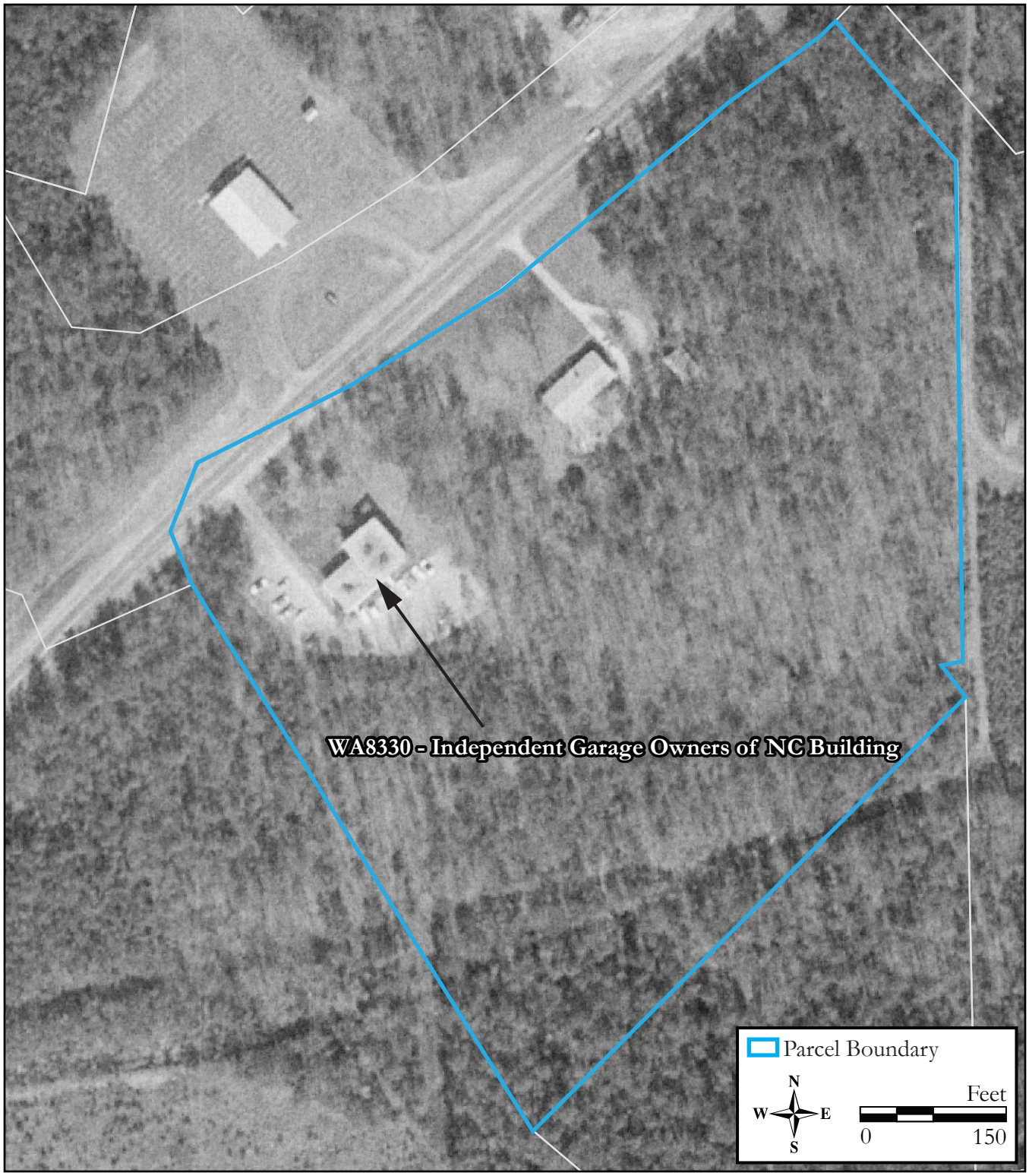

Figure 6.3: Aerial image of the IGONC Building from 1971 (NCDOT 1971).

Parsons

Occupancy: 2003-2015

Available records fail to indicate who occupied the building between the occupations of the IGONC and Parsons, who took over the lease of the building in 2002 under RDUAA. Parsons, a program and construction management firm, was hired by RDU to carry out large-scale improvements to the airport facility. According to two newspaper articles dated 2002 and 2003, building permits were granted to Centurion Construction Company, Inc. and Wallace Creech and Company to carry out work on the IGONC Building at 1011 Commerce Boulevard on behalf of Parsons (The News & Observer 2002; 2003). The work carried out during this time likely included changes to the interior and the addition of the aluminum-frame window on the southeast elevation in the conference room. Parsons had moved into the building by 2003. Most notably, Parsons assisted with the expansion of Terminal 2 and the Terminal 1 Renovation. In the mid-2010s, Parsons moved its offices to within the RDU facility.

6.4 Architectural Context and Comparable Resources

Architectural Context: Mid-twentieth-century Office Buildings[1]

Suburban office buildings of Modernist design, such as the IGONC Building, characterized Raleigh's postwar landscape. The buildings were typically either small, single-tenant offices or large headquarters for regional or national companies. These office buildings represent an important building type of the postwar era and have survived in large numbers with relatively few alterations (Longleaf Historic Resources 2017: 12). There are numerous examples of Modernist office buildings throughout Raleigh and Wake County. The 2009 and 2018 MPDFs have identified the best executed examples of Modernist office buildings in Raleigh. Buildings such as the Brown-Wynne Funeral Home at 300 St. Mary's Street, built in 1959 and designed by F. Carter Williams, and the One Hour Martinizing Building at 1700 Glenwood Avenue are examples of high-style Modernist design. Both buildings were recognized by the MPDF as outstanding examples of Modernist design. The IGONC Building was not recorded during the fieldwork phase of the MPDFs (Longleaf Historic Resources 2006, 2018).

Comparable Resources

An outstanding example of a Modernist office building is the NC Masonic Executive Office Building (WA4641), which was placed on the North Carolina State National Register Study List in 2006 (Plate 6.28). Located on the west side of US 70 in Raleigh, the building was designed by Wilmington-based architect Leslie N. Boney in 1954 (Longleaf Historic Research 2006: 32). The building is defined by its "geometrical precision" and flagstone walls. The office building features a shallow recessed colonnade that is five bays wide, and a full-height glass curtain wall separated by limestone pillars. Overall, the Modernist design of the NC Masonic Executive Office Building sets the structure apart from other office buildings of the postwar era due to its high-style execution.

Another Modernist office building comparable to the IGONC Building is an office building (WA6254) located at 714 St. Mary's Street in Raleigh (Plate 6.29). The circa 1960 building is a non-contributing resource to the Glenwood-Brooklyn Local Historic District (2016) and the Glenwood-Brooklyn Historic District (WA4189; NR2002) as it falls outside the districts' periods of significance. The two-story Modernist office building, whose architect is unknown, is faced with a stretcher bond brick veneer. Character-defining features of the building include its flat roof and ribbon windows above metal spandrel panels. Similarities between the building at 714 St. Mary's Street and the IGONC Building include its flat roof, brick veneer over a concrete block, and aluminum-sash windows. Overall, the building at 714 St. Mary's Street retains much of its original details and strongly conveys its feeling as a Modernist office building.

A third example of a Modernist office building in Wake County is the Medical Office Building (WA7991) at 528 Wade Avenue in Raleigh (Plate 6.30). Designed by the firm, Holloway & Reeves, the circa 1964 building is two stories tall with a one-story section on the east side. The Medical Office

1 See Section 3.2 for a more detailed architectural context of Modernism.

Plate 6.28: View of the NC Masonic Lodge Executive Office Building (WA4641).

Photo view: West

Photographer: Olivia Heckendorf

Date: January 19, 2022

Plate 6.29: View of the office building at 714 St. Mary's Street in Raleigh (WA6254).

Photo view: East

Photographer: Olivia Heckendorf

Date: January 19, 2022

Plate 6.30: View of the Medical Office Building (WA7991).

Photo view: North

Photographer: Olivia Heckendorf

Date: January 19, 2022

Building has a number of comparable features with the IGONC Building. The roofline of the one-story section wraps around the primary (south) elevation, extends partially onto the west elevation, and protects the concrete walkway and recessed entrance. The entire building is capped by a flat roof, and the exterior is clad with a brick veneer.

The IGONC Building is one of many postwar office buildings found in Raleigh and throughout Wake County. The building is a lesser version of the resources identified as the best examples of Modernist office buildings in Raleigh in the MPDFs (Longleaf Historic Resources 2006, 2018). The IGONC Building represents later Modernist design of the late 1960s and 1970s and the influence on the structure from the NCSU School of Design is diluted.

6.5 Integrity

In order to be eligible for the NRHP, a property must possess several, and usually most, of the seven aspects of integrity: location, design, setting, materials, workmanship, feeling, and association. In addition, a property must also possess significance under at least one of the four NRHP evaluation criteria (see Appendix A). The IGONC Building retains integrity of location since it has not been moved from its original site. The building retains a high degree of integrity of design as it maintains its original form and appearance as a 1970 Modernist office building. The integrity of setting has been compromised by the re-routing of Raleigh-Durham Airport Highway (now Lumley Road) and the construction of Commerce Boulevard in the 1990s. Originally, the building was sited on a lot with access off of Raleigh-Durham Airport Highway and the lot was surrounded by tree coverage. Today, the property is only accessible from Commerce Boulevard, which now makes up the southwest boundary of the property and the trees surrounding the property are nearly gone. The IGONC Building has a low-to-medium degree of material integrity. The only exterior change to the building is the installation of a modern, plate glass window on the southeast elevation. The interior of the building largely dates to the early 2000s with little to no original materials dating to 1970. Because the exterior materials are intact for the most part and the original interior materials have been compromised, the integrity of workmanship is medium. For these reasons, the integrity of feeling is low-to-medium. The building is no longer associated with the original occupant of the building, the IGONC. Therefore, the IGONC Building no longer retains its integrity of association.

6.6 NRHP Evaluation

Properties can be eligible for the NRHP under Criterion A if they are associated with a significant event or pattern of events that have made contributions to history at the local, state, or national level (see Appendix A). The IGONC operated as a non-profit organization to assist independent owner-operator garages throughout North Carolina. Today, the organization operates under the name Automotive Service & Tire Alliance (ASTA), which merged with North Carolina Tire Dealers Association (NCTDA) in 2021. The IGONC played an important role in the education of automotive mechanics in the 1960s and 1970s. The organization was also involved in supporting legislation such as mandatory automotive inspections and licensing for motor vehicle mechanics. The IGONC lobbied for these important causes. However, these actions are not associated with a significant event or pattern of events that have made contributions to history at the local, state, or national levels. Therefore, the IGONC Building is recommended not eligible for listing in the NRHP under Criterion A.

Properties can be eligible under Criterion B if they are associated with person of significance within the community, state, or national historic contexts (see Appendix A). Although the IGONC Building has long been associated with the IGONC organization, no members of the organization were found to be of significance at the community, state, or national levels. The leaders of the organization, including its first president Bryan Davis, were local garage owner-operators and important members of their community. However, research did not uncover any individuals transcendent to the community, state, or national historic contexts. Therefore, the IGONC Building is recommended not eligible for listing in the NRHP under Criterion B.

Properties can be eligible under Criterion C if they embody the distinctive characteristics of a type, period, or method of construction, or represent the work of a master, or possess high artistic value (see Appendix A). The IGONC Building is an example of a 1970s Modernist office building. The postwar era of Raleigh and Wake County witnessed an abundance of Modernist office building construction. As documented in the MPDF from 2018, there is a plethora of highly stylized examples of Modernist office architecture in Raleigh, including the NC Masonic Executive Office Building (WA4641) and the Medical Office Building (WA7991) at 528 Wade Avenue (Longleaf Historic Resources 2006, 2018). Architecturally, the IGONC Building is not distinctive and stands as a common example of Modernist architecture. The building does not represent the work of a master, nor does it possess high artistic value. Therefore, the IGONC Building is recommended not eligible for listing in the NRHP under Criterion C.

Properties can be eligible for the NRHP under Criterion D if they have the potential to yield information significant to human history or prehistory (see Appendix A). It is unlikely that the IGONC Building would yield any unretrieved data not discoverable through informant interviews and documentary sources. Therefore, the IGONC Building is recommended not eligible for listing in the NRHP under Criterion D.

7.0 SUMMARY OF FINDINGS

Richard Grubb & Associates, Inc. (RGA) completed National Register of Historic Places (NRHP) evaluations for three resources: the Estes Express Lines Terminal and Maintenance Shop (WA7949), the Teamsters Union Local 391 Building (WA8329), and the Independent Garage Owners of NC Building (WA9330). RGA recommends the Estes Express Lines Terminal and Maintenance Shop eligible for listing in the NRHP under Criteria A and C. The Teamsters Union Local 391 Building and the Independent Garage Owners of NC Building are recommended not eligible for listing in the NRHP.

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APPENDIX A: NATIONAL REGISTER OF HISTORIC PLACES CRITERIA

Significant historic properties include districts, structures, objects, or sites that are at least 50 years of age and meet at least one National Register criterion. Criteria used in the evaluation process are specified in the Code of Federal Regulations, Title 36, Part 60, National Register of Historic Places (36 CFR 60.4). To be eligible for inclusion in the National Register of Historic Places, a historic property(s) must possess:

> the quality of significance in American History, architecture, archaeology, engineering, and culture [that] is present in districts, sites, buildings, structures, and objects that possess integrity of location, design, setting, materials, workmanship, feeling, and association and:

a) that are associated with events that have made a significant contribution to the broad patterns of our history, or

b) that are associated with the lives of persons significant in our past, or

c) that embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components lack individual distinction, or

d) that have yielded, or may be likely to yield, information important in prehistory or history (36 CFR 60.4).

There are several criteria considerations. Ordinarily, cemeteries, birthplaces, or graves of historical figures, properties owned by religious institutions or used for religious purposes, structures that have been moved from their original locations, reconstructed historic buildings, properties primarily commemorative in nature, and properties that have achieved significance within the past 50 years shall not be considered eligible for the National Register of Historic Places. However, such properties will qualify if they are integral parts of districts that do meet the criteria or if they fall within the following categories:

a) a religious property deriving primary significance from architectural or artistic distinction or historical importance, or

b) a building or structure removed from its original location but which is significant primarily for architectural value, or which is the surviving structure most importantly associated with a historic person or event, or

c) a birthplace or grave of a historical figure of outstanding importance if there is no other appropriate site or building directly associated with his/her productive life, or

d) a cemetery which derives its primary significance from graves of persons of transcendent importance, from age, from distinctive design features, or from association with historic events, or

e) a reconstructed building when accurately executed in a suitable environment and presented in a dignified manner as part of a restoration master plan, and when no other building or structure with the same association has survived, or

f) a property primarily commemorative in intent if design, age, tradition, or symbolic value has invested it with its own historic significance, or

g) a property achieving significance within the past 50 years if it is of exceptional importance. (36 CFR 60.4)

When conducting National Register evaluations, the physical characteristics and historic significance of the overall property are examined. While a property in its entirety may be considered eligible based on Criteria A, B, C, and/or D, specific data is also required for individual components therein based on date, function, history, and physical characteristics, and other information. Resources that do not relate in a significant way to the overall property may contribute if they independently meet the National Register criteria.

A contributing building, site, structure, or object adds to the historic architectural qualities, historic associations, or archeological values for which a property is significant because a) it was present during the period of significance, and possesses historic integrity reflecting its character at that time or is capable of yielding important information about the period, or b) it independently meets the National Register criteria. A non-contributing building, site, structure, or object does not add to the historic architectural qualities, historic associations, or archeological values for which a property is significant because a) it was not present during the period of significance, b) due to alterations, disturbances, additions, or other changes, it no longer possesses historic integrity reflecting its character at that time or is incapable of yielding important information about the period, or c) it does not independently meet the National Register criteria.

APPENDIX B: QUALIFICATIONS OF THE PRINCIPAL INVESTIGATOR AND AUTHORS

RICHARD GRUBB & ASSOCIATES
Historic Architecture • Archaeology • Historical Research
525 Wait Avenue | Wake Forest, North Carolina 27587 | 984-237-0023 | www.rgaincorporated.com

ELLEN TURCO
PRINCIPAL SENIOR HISTORIAN (36 CFR 61)

Ellen Turco has over 20 years' experience in cultural resources management across multiple industries such as transportation, telecommunications, oil and gas infrastructure, and land development. Her experience includes historical research and writing, architectural surveys and analysis, National Register of Historic Places evaluations for individual resources, districts and landscapes, both state and federal Historic Preservation Tax Credit applications, and the preparation of both Memorandum of Agreement and Programmatic Agreement documents. She has conducted and directed cultural resources surveys in accordance with Sections 106 and 110 of the National Historic Preservation Act, as amended, NEPA, and other municipal and state cultural resource regulations. Ms. Turco exceeds the qualifications set forth in the Secretary of Interior's Standards for an Historian and Architectural Historian [36 CFR 61].

YEARS OF EXPERIENCE

With this firm: 2018-Present
With other firms: 23

EDUCATION

MA 1995
North Carolina State University
Public History

BA 1992
Eckerd College
Philosophy

PROFESSIONAL TRAINING

Section 106 for Experienced Practitioners

Preparing Section 106 Agreement Documents

Section 106 Review for Planners and CRM professionals

Innovative Approaches to Section 106 Mitigation

Project Budgeting for CRM Professionals

PROFESSIONAL SOCIETIES

(former) Director, American Cultural Resources Association

Chair, Wake Forest Historic Preservation Commission

Voting Member, Capital Area Preservation Anthemion Awards Committee

2018 North Carolina Museum's Council's Award of Excellence

2016 Capital Area Preservation Anthemion Award

REPRESENTATIVE PROJECT EXPERIENCE

Improvements to U.S. 70, James City, NC (Sponsor: NCDOT) Principal Investigator and Historian for a Phase I and II Historic Architectural Resource Inventory and National Register evaluation of 250 resources in a post-Civil War African American freedmen's community in eastern North Carolina. Authored background history and historic contexts for James City and evaluated resources under the NRHP Criteria both individually and as a historic district. The identification of NRHP eligible resources was a key element of the planning process in this historically sensitive community where environmental justice issues were a factor.

Upgrades to U.S. 70, Johnston and Wayne Counties, NC (Sponsor: NCDOT) This fast-tracked report evaluated the National Register eligibility of the Waverly H. Edwards House in a compressed timeframe. The house was the one resource located within alternative corridors so determining National Register status early on in project planning was essential. The house was recommended not eligible and a historic architecture survey of the larger areas around the alternative corridors was undertaken subsequently.

Improvements to NC 42 Interchange with I-40, Johnston County, NC (Sponsor: NCDOT) Principal Investigator and Historian for a Phase I Historic Architectural Resource Inventory of a formerly rural but now heavily developed 5-mile long corridor. The Phase I work eliminated 25 resources from intensive study and identified 4 resources that required Phase II National Register evaluations. The phased approach allows project planning and design to proceed in areas without historic sensitivity.

Mount Ararat African American Episcopal Church, Wilmington, New Hanover County, NC (Sponsor: NDOT) Principal Investigator and Historian for this multi-part mitigation of a Reconstruction-era African American church and cemetery. Authored NRHP nomination text for the church, former school site, and adjacent cemetery. Provided background on folk burial practices in the eastern Coastal Plain for the ground-penetrating radar cemetery survey and authored an illustrated public history booklet about the history of the Middle Sound community entitled "Kin, Kindred, Relatives and Friends." Work on this project identified a potentially eligible resource, the Nixon Oyster Plant, that had been omitted in previous planning surveys. The Oyster Plant was treated in a subsequent document to ensure that all Section 106 and NEPA requirements were met.

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ANNIE LAURIE MCDONALD
SENIOR ARCHITECTURAL HISTORIAN (36 CFR 61)

Annie Laurie McDonald has more than 20 years' experience in historic preservation and cultural resources management at the local, regional, and state levels across the public and private sectors. She specializes in identifying, documenting, and analyzing historic resources within their historic and geographic contexts. She has extensive experience evaluating resources for National Register eligibility and successfully nominating individual properties and historic districts to the National Register of Historic Places. Ms. McDonald is highly experienced in regulatory compliance in accordance with Section 106 of the National Historic Preservation Act of 1966, as amended. She is also skilled in compliance with local preservation ordinances and preservation planning and served for three years as a consulting educator for the National Alliance of Preservation Commissions' Commissions Assistance and Mentoring Program (CAMP). Ms. McDonald exceeds the Secretary of the Interior's Standards for Professional Qualifications in 36 CFR 61.

YEARS OF EXPERIENCE

With this firm: 2021-Present
With other firms: 20+

EDUCATION

MA 2000
Youngstown State University
History with Historic Preservation Certificate

BA 1981
Edinboro University of Pennsylvania
History

PROFESSIONAL TRAINING

Part 1 Tax Credit Application Training (NPS)

Cultural Landscapes: An Introduction (NPI)

PROFESSIONAL SOCIETIES

Member, American Cultural Resources Association

Member, National Trust for Historic Preservation

Member, National Alliance for Preservation Commissions

Member, Southeast Chapter of the Society of Architectural Historians

Member, Preservation North Carolina

REPRESENTATIVE PROJECT EXPERIENCE

Comprehensive Historic Resources Survey, Lenoir, Caldwell County, NC (Sponsor: NC HPO) Scoped municipal survey of 480 historic resources dating from the late 19th century through 1975. Work included review of existing survey documentation, archival research, reviewing maps and plats, and fieldwork to identify individual properties and neighborhoods to be surveyed intensively. Presented at preliminary and post-survey public information meetings. Reviewed consultant deliverables such as database records, paper survey files, and survey report for compliance with SHPO documentation standards. Evaluated ten individual properties and two residential historic districts for National Register eligibility and placement on the NC National Register Study List.

Historic Structures Survey Reports for Section 106 Compliance, multiple counties, NC (Sponsor: Multiple) SHPO Advisor/reviewer on numerous reports prepared for federal undertakings across a 25-county region in compliance with Section 106 of the National Historic Preservation Act of 1966. Advised NC DOT staff on survey scoping. Advised consultants on researching architectural survey files, identifying comparable properties, and applying National Register eligibility criteria for assessment of individual resources and historic districts. Reviewed consultant-prepared reports assessing National Register eligibility of surveyed resources and issued comments to SHPO Environmental Review Coordinator. Significant projects include I-26 Widening and Realignment, Buncombe and Henderson Counties; Corridor K, Graham County; US 19/23, Swain County; Murphy Branch from Andrews to Murphy, Cherokee County; and Improvements to N.C. 268 from S.R. 1966 to Elkin Bypass, Wilkes County.

Phase I Survey of African American Heritage-Related Resources, Asheville, Buncombe County, NC (Sponsor: City of Asheville) SHPO advisor and reviewer for survey of approximately 70 historic buildings, structures, and sites across seven historically African American neighborhoods in Asheville. Assisted consultant with developing scope of work and reviewed database entries, paper survey files, and survey report to ensure compliance with SHPO documentation standards. Evaluated one individual resource for National Register eligibility and placement on the North Carolina National Register Study List.

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OLIVIA H. HECKENDORF
ARCHITECTURAL HISTORIAN (36 CFR 61)

Olivia Heckendorf's experience includes historical research, writing, and architectural surveys. Ms. Heckendorf has worked on cultural resources surveys completed in accordance with Section 106 of the National Historic Preservation Act, as amended. Her educational and professional experience meet the qualifications set forth in the Secretary of Interior's Standards for an Architectural Historian [36 CFR 61].

YEARS OF EXPERIENCE

With this firm: 2019-Present
With other firms: 1

EDUCATION

MA 2019
Cornell University
Historic Preservation Planning

BA 2015
University of Wisconsin-Whitewater
History

PROFESSIONAL SOCIETIES

Member, American Cultural Resources Association

Member, Cornell University Historic Preservation Planning Alumni

Member, Preservation League of New York State

REPRESENTATIVE PROJECT EXPERIENCE

Historic Structures Survey Report for Grove Airport, Charlotte, Mecklenburg County, NC (Sponsor: U.S. Department of Housing and Urban Development) Conducted a survey of 28 buildings that were part of circa 1941 airport. Survey work included the identification of airport building types and photographs of both the exterior and interiors when possible. Research was limited due to the COVID-19 outbreak, but online resources proved to be extremely valuable. In addition, maps were made to reflect the various construction periods over time. Due to integrity, the Grove Airport was recommended not eligible for the National Register of Historic Places and this was agreed upon by NC SHPO.

Improvements to Smith-Reynolds Airport, Winston-Salem, Forsyth County, NC (Sponsor: Federal Aviation Administration) Conducted a survey of the African American neighborhood of Castle Heights and Mount Sinai Full Gospel Deliverance Center. Completed a historic context regarding the history of the African American community in Winston-Salem, including topics such as "red-lining" and urban renewal.

Corridor K, Graham County, NC (Sponsor: NCDOT) Architectural historian for Phase I and II Historic Architecture studies. Completed surveys of large project corridor with a combined resource count of over 200. Work within a compressed time frame requested by NCDOT. Conducted extensive research on roughly 40 potentially NRHP-eligible properties. The Phase I work eliminated resources from intensive study and identified resources that required Phase II National Register evaluations. Digital data capture and early identification of potentially historic properties support NCDOT's public involvement efforts and the development of avoidance plans and feasible alternatives.

NC 115 Improvements, North Wilkesboro, Wilkes County, NC (Sponsor: NCDOT) Architectural historian for Phase I and Phase II Historic architecture studies. Phase I documented over 80 resources to the standards of the NC SHPO and NCDOT. All buildings were documented with photographs and digital capture was used in the field. Findings were presented to NCDOT to identify resources that required Phase II National Register Evaluation. Phase II included intensive-level study of 11 resources and the completion of a historic context for the area.

Determination of National Register of Historic Places Eligibility for the Ezra Rural Historic District, Johnston County, NC (Sponsor: U.S. Army Corps of Engineers) Surveyed properties within a one-mile radius of the established APE in order to determine the boundary of the Ezra Rural Historic District. Fieldwork included the documentation of both previously surveyed properties and unsurveyed properties. In total, 16 properties were surveyed and four of those were recommended for inclusion within the boundary of the Ezra Rural Historic District. Research for the historic context included a discussion of post-Civil War farmsteads and their development into the first half of the twentieth century.

ARCHITECTURAL SURVEY OF INDIRECT AREA OF POTENTIAL EFFECTS

PROPOSED RUNWAY 5L/23R REPLACEMENT PROJECT

Raleigh-Durham International Airport, Morrisville, Wake and Durham counties, North Carolina

SUBMITTED TO:

Landrum and Brown, Inc.
4445 Lake Forest Drive
Suite 700
Cincinnati, Ohio 45242

October 2022

RICHARD GRUBB & ASSOCIATES

ARCHITECTURAL SURVEY OF INDIRECT AREA OF POTENTIAL EFFECTS

PROPOSED RUNWAY 5L/23R REPLACEMENT PROJECT

Raleigh-Durham International Airport, Morrisville,
Wake and Durham counties, North Carolina

Principal Investigator:
Ellen Turco

Author:
Debbie Bevin, Senior Architectural Historian

Prepared by:
Richard Grubb & Associates, Inc.
525 Wait Avenue
Wake Forest, North Carolina 27587

Prepared for:
Landrum and Brown, Inc.
4445 Lake Forest Drive
Suite 700
Cincinnati, Ohio 45242

Date:
October 25, 2022

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1.0 MANAGEMENT SUMMARY

The Raleigh-Durham International Airport Authority proposes to replace Runway 5L/23R (including land acquisition, site preparation, paving, and lighting) at the Raleigh-Durham International Airport in Morrisville, Wake and Durham counties, North Carolina. The components of this project are known collectively as the Runway 5L/23R Replacement Project. An Environmental Assessment (EA) is being prepared for the project in accordance with the National Environmental Policy Act (NEPA) and its implementing regulations issued by the Council on Environmental Quality. The Federal Aviation Administration is the lead Federal agency under NEPA for the project. The proposed undertaking must also comply with Section 106 of the National Historic Preservation Act (NHPA), as amended.

Under contract to Landrum and Brown, Inc., Richard Grubb & Associates, Inc. (RGA) previously completed National Register of Historic Places (NRHP) evaluations for three above-ground resources in the project's Direct Area of Potential Effects (APE): the Estes Express Lines Terminal and Maintenance Shop (WA7949), the Teamsters Union Local 391 Building (WA8329), and the Independent Garage Owners of NC Building (WA8330). These three resources are planned for demolition prior to the project's relocation of Lumley Road. Three additional above-ground resources over 50 years of age, two residences and one church, are located within the Indirect APE where noise may increase due to the proposed project. RGA has completed a Reconnaissance-level historic architectural survey for the two residences and an Intensive-level historic architectural survey and NRHP evaluation for Sorrell's Grove Baptist Church (WA8802).

As a result of the survey and evaluations, for the purposes of compliance with the NHPA, as amended, the three resources are recommended not eligible for listing in the NRHP.

Table 1.1: Resources studied and summary of NRHP eligibility.

Survey Site No.	Resource Name	NRHP Recommendation
WA8802	Sorrell's Grove Baptist Church	Not Eligible
NA	2717 Triple Oak Drive, Morrisville	Not Eligible
NA	7235 Englehardt Drive, Raleigh	Not Eligible

NRHP - National Register of Historic Places

2.0 PROJECT DESCRIPTION AND METHODOLOGY

The Raleigh-Durham International Airport Authority (RDUAA) proposes the replacement of Runway 5L/23R (including land acquisition, site preparation, paving, and lighting) at the Raleigh-Durham International Airport (RDU) in Morrisville, Wake and Durham counties, North Carolina. The Indirect APE boundary was developed using the Future (2033) No Action Alternative and the Proposed Action noise contours to identify where noise may increase due to the Proposed Undertaking. In addition, the Indirect APE includes the Direct APE and adds a buffer of 200 feet where there is the potential for any tree clearing and for any potential change in visual character. The Indirect APE is shown on Figure 2.1. The North Carolina State Historic Preservation Office concurred with the Indirect APE for this project via letter on March 14, 2022. An evaluation of the Indirect APE was conducted. All above ground buildings within the Indirect APE were identified. There were 132 total structures identified within the Indirect APE. Wake County Auditor data was then used to identify structures that were 50 years of age or older and that may potentially be impacted by the Proposed Action. Only 11 of those structures met the criteria for age. Eight of the 11 structures would have no physical disturbance, no change in noise, and/or no change in setting or character. For the remaining three structures an evaluation was conducted. A reconnaissance level survey was conducted for one single family house and one mobile home to provide description, discussion of integrity and significance, and eligibility assessment. In addition, an intensive level survey was conducted for the Sorrell's Grove Baptist Church.

This report presents the results of the Reconnaissance-level historic architectural survey of the residences located at 2717 Triple Oak Drive in Morrisville (PIN 0757306259) and 7235 Englehardt Drive in Raleigh (PIN 0778395233), and the results of the Intensive-level historic architectural survey and NRHP evaluation of Sorrell's Grove Baptist Church (PIN 0756286233).

2.1 Project Location and Setting

RDU is located approximately 11 miles northwest of the City of Raleigh and 10 miles southeast of the City of Durham, approximately equidistant from the downtown area of each city. The airport encompasses roughly 4,900 acres and is governed by the RDUAA, which was chartered by the North Carolina General Assembly in 1939. The RDUAA is responsible for the development, operation, and maintenance of RDU. The airport is roughly bounded by US 70 (Glenwood Avenue) to the northeast, William B. Umstead Park to the southeast, Interstate 40 (I-40) to the southwest, and I-540 to the northwest.

2.2 Project Description

The Proposed Action includes relocating Runway 5L/23R approximately 537 feet northwest of existing Runway 5L/23R and, after construction is complete, converting the existing Runway 5L/23R to a taxiway. The project also includes use of fill material from Airport borrow sites, use of water from Brier Creek Reservoir, construction of drainage improvements, relocation of a portion of Lumley Road, utility relocations, demolition of four buildings, relocation of aircraft navigational aids, acquisition of property, and removal and/or mitigation of obstacles in accordance with Federal Aviation Administration (FAA) safety standards. Construction and operations of the project may lead to increased noise impacts to the three resources addressed in this report.

2.3 Regulatory Context

The FAA has the authority under federal law to approve construction and installation actions at RDU. The FAA's actions are subject to the provisions of FAA Order 1050.1F, which serves as the agency's policies and procedures for compliance with the NEPA and its implementing regulations issued by the Council on Environmental Quality. An EA is being prepared under FAA guidance in accordance with the NEPA to evaluate the potential environmental impacts of the project.

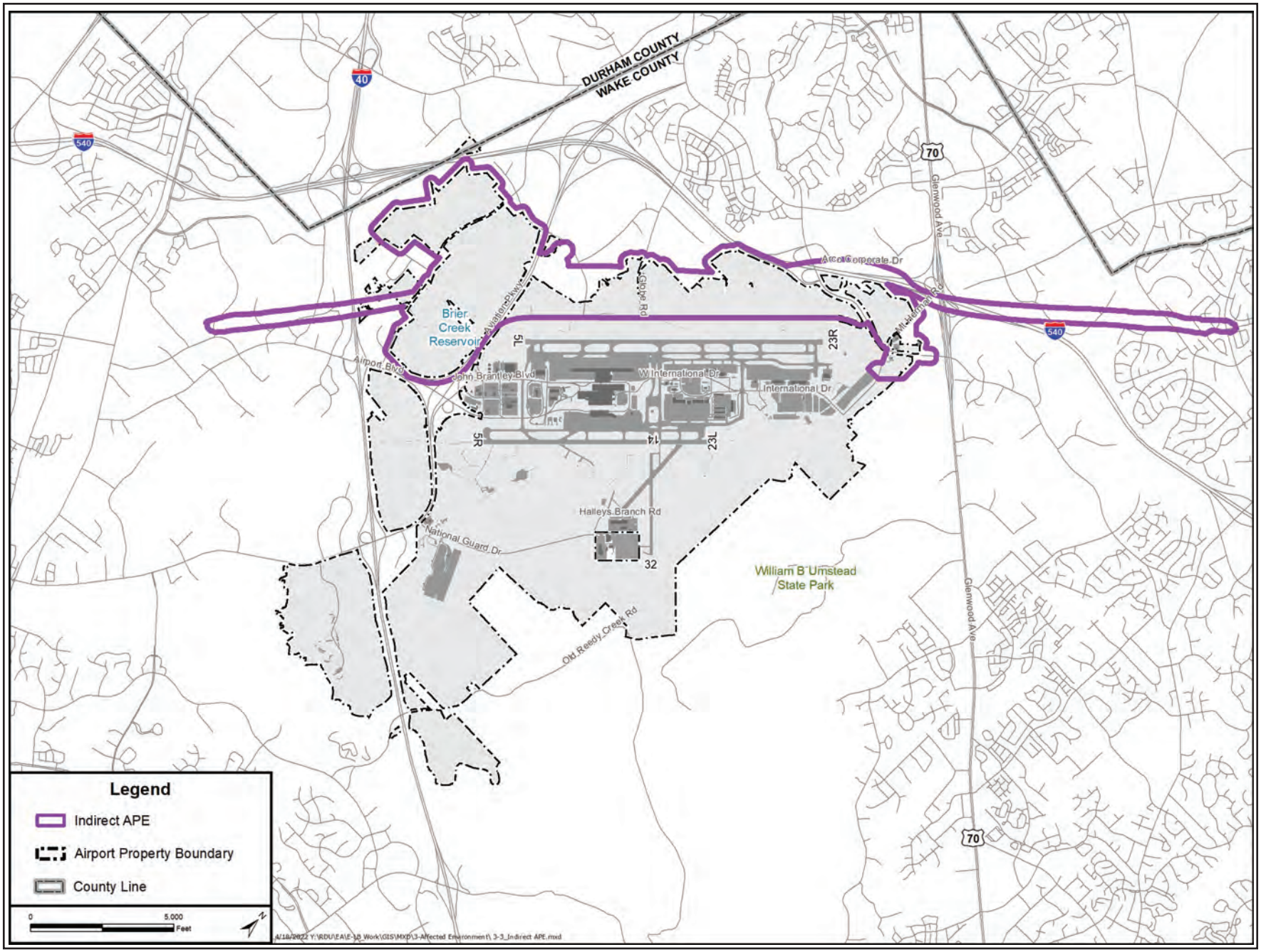

Figure 2.1: Indirect Area of Potential Effects map
(courtesy Landrum and Brown).

Figure 2.2: Surveyed resources
(World Imagery, ESRI 2021).

Section 106 of the NHPA, as amended, requires federal agencies to consider the effects of federally approved projects, or undertakings, on historic properties listed in or eligible for listing in the NRHP and to afford the Advisory Council on Historic Preservation an opportunity to comment on such projects. Section 36 CFR 800 (Protection of Historic Properties) governs the Section 106 process and outlines how federal agencies are to: 1) consult with State Historic Preservation Officers, Tribal Historic Preservation Officers, and other interested parties to identify historic properties; 2) determine whether and how such properties may be affected; and 3) assess and resolve any adverse effects to historic properties caused by the project.

2.4 Background Research and Previous Surveys

RGA conducted research to develop an appropriate historic context to evaluate Sorrell's Grove Baptist Church using the NRHP criteria. The church was not recorded during the early 1990s comprehensive survey of historic architectural resources in Wake County because the study period ended in 1941, before the church was built. However, other churches recorded as part of the comprehensive survey were important in understanding the evolution of church architecture in the county. M. Ruth Little's multiple surveys of mid-twentieth-century architecture in Raleigh addressed the growth and development of the city and trends in both residential and non-residential architecture from that period (Little 2006, 2009, 2017, 2018). The reports produced at the conclusion of those surveys, "The Development of Modernism in Raleigh, 1945-1965" and "Non-Residential Raleigh's 1945-1975 'Get-Up-and-Go' Architecture," were valuable sources of information. A search of HPOWeb, the North Carolina State Historic Preservation Office's (HPO) web-based mapping application, and a review of survey files at the HPO aided in the identification of comparable, previously recorded churches in Wake County and nearby Durham and Chatham counties. Additional background research consisted of a review of pertinent primary and secondary resources available online, including historic aerial photographs, deeds and land records, and newspapers. Pastor Glenn Davis of Sorrell's Grove Baptist Church generously provided access to the church and shared information about the history of the church and congregation. Chandrea Burch, Technical Assistant at the HPO, assigned survey site number WA8802 to the church.

2.5 Field Methods

RGA Architectural Historians Debbie Bevin and Olivia Heckendorf visited the project location on August 23, 2022. They visually inspected and documented the exterior and interior of the church through written notes and digital photographs. The two residences were documented with exterior photography only.

2.6 Comparable Resources

Comparable resources were identified by searching HPOWeb and reviewing two post-World War II architectural survey reports by Little which were produced in 2006 and 2017. These sources identified five churches built between 1952 and 1968 within an eight-mile radius of Sorrell's Grove Baptist Church. RGA documented those churches on August 23, 2022, with written notes and digital photography.

2.7 Reporting

The results of the Intensive-level historic architectural survey and NRHP evaluation of Sorrell's Grove Baptist Church and the Reconnaissance-level historic architectural survey of two residences are presented in the chapters of this report. Section 3 provides a background history and historical context for Cedar Grove Township and the Sorrell's Grove community. Section 4 contains a physical description, a summary history, an architectural context, and an NRHP evaluation using the NRHP Criteria for Evaluation for Sorrell's Grove Baptist Church. Chapter 5 contains descriptions and

photographs of the two residences.

This report complies with the following regulations: the basic requirements of Section 106 of the NHPA of 1966, as amended; the Department of Transportation Act of 1966, as amended; the Department of Transportation regulations and procedures (23 CFR 771 and Technical Advisory T 6640.8A); the ACHP regulations on the Protection of Historic Properties (36 CFR 800); the NCDOT's current Historic Architecture Group Procedures and Work Products; and the HPO's most recent Report Standards for Historic Structure Survey Reports/Determinations of Eligibility/Section 106/110 Compliance Reports in North Carolina.

Ellen Turco, Principal Senior Historian, served as the Principal Investigator. Debbie Bevin, Senior Architectural Historian, conducted research and fieldwork and authored the report. Olivia Heckendorf, Architectural Historian, assisted with fieldwork. Ms. Turco, Ms. Bevin, and Ms. Heckendorf meet the professional qualifications standards of 36 CFR 61 set forth by the National Park Service. David Strohmeier produced the report graphics. Natalie Maher edited and formatted the report.

3.0 HISTORICAL CONTEXT

Note: Portions of this section are adapted from RGA's Intensive-level historic architectural survey and NRHP evaluation for three properties within the Direct APE for the project (RGA 2022).

Cedar Fork Township was formed in 1868 from parts of Cary Township and Durham County (Figure 3.1; Lally 1994: 318). This formerly rural township in western Wake County now encompasses the municipality of Morrisville; portions of Cary, Raleigh, and the Research Triangle Park; and RDU Airport. The area's eroded soils were among the county's least productive agriculturally, but farmers grew cotton and corn on a small scale as cash crops (Lally 1994: 318). Research conducted for this project has not revealed the identity of the Sorrells for whom the Sorrell's Grove community was named. However, U.S. Census records from the nineteenth century document multiple (white) Sorrell families living in Cedar Fork Township or the Western Division or North Western District, as it was known prior to the formation of the township (U.S. Census 1850; 1860; 1870). The Sorrells who lived in the area prior to the Civil War were landowners and farmers who enslaved one or two people per household. It is reasonable to assume that this concentration of members of one family led to the naming of the community. The establishment of a community cemetery and a Baptist church further defined the area in the first half of the twentieth century.

The proximity of Sorrell's Grove to Raleigh meant that the growth and development of that city would impact it greatly in the twentieth century. The North Carolina General Assembly chartered the Raleigh-Durham Aeronautical Authority in 1939 (RDUAA n.d.) and began construction on the airport in the years before World War II when it served as an Army airfield. Passenger and cargo service followed, and the airport continued to grow throughout the remainder of the twentieth century, attracting commercial, industrial, and airport-related development.

By 1950, Wake County's population had risen to 136,450 from 109,544 in 1940 (Little 2017: 8). Despite the rise in population, the county was still predominantly rural with many homes lacking modern conveniences. Raleigh continued to expand in the 1960s and 1970s with new companies such as IBM moving its headquarters there and the establishment of Research Triangle Park between Raleigh and Durham. The new Interstate 440 "Beltline" and improvements to secondary roads contributed to growth. Small, outlying communities such as Morrisville saw surges in economic development and community expansion. Job creation soared as the economy reached new heights, spawning new office park developments for commercial and government-related buildings (Privett 2013: 11). Wake County's population rose to 301,327 in 1980. As of April 2020, Wake County's population was 1,129,410, making it the most populous county in North Carolina.

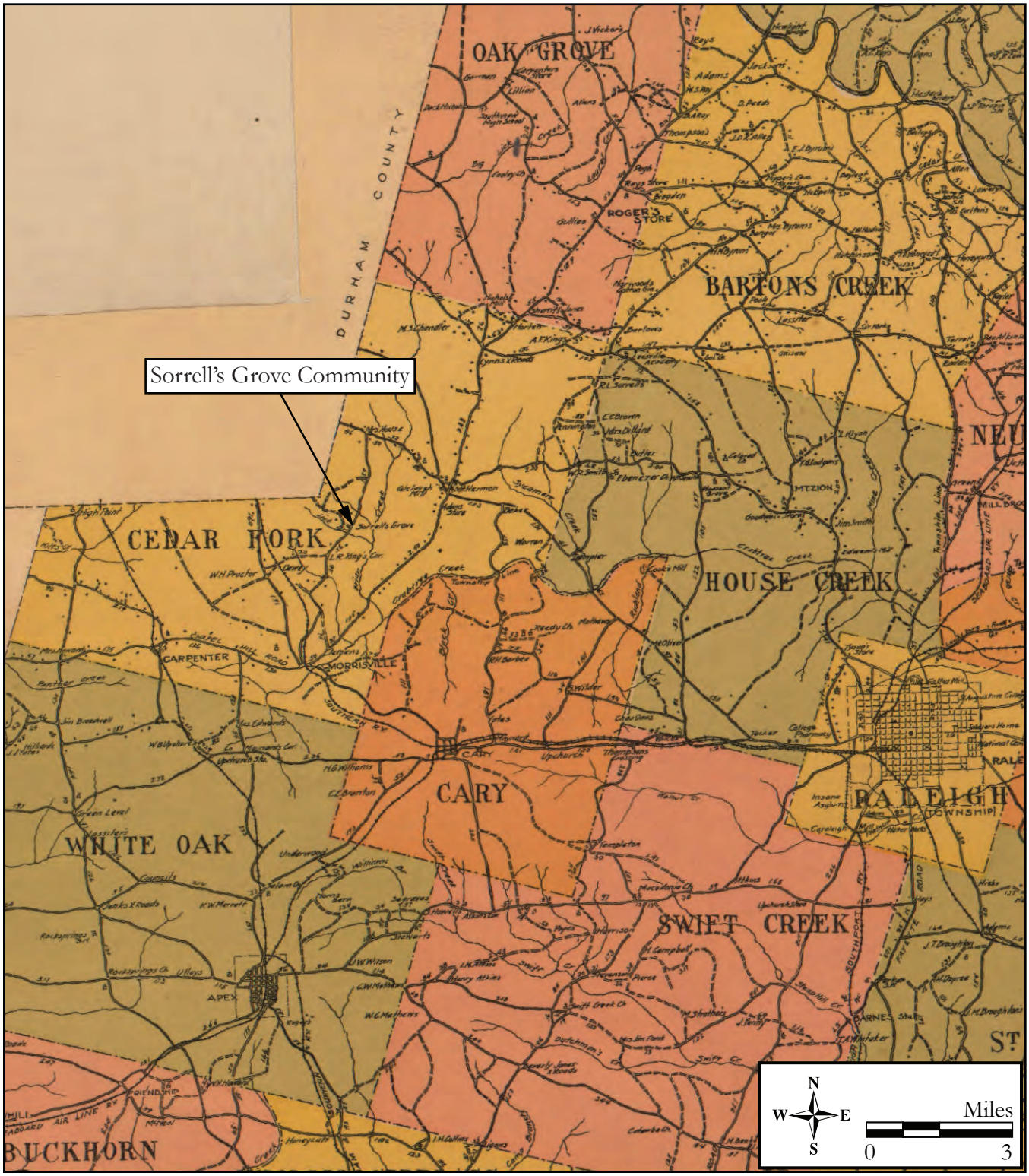

Figure 3.1: 1911 map of Cedar Fork Township, from Map of Wake County, North Carolina, by William L. Spoon (State Archives of North Carolina).

4.0 NATIONAL REGISTER EVALUATION OF SORRELL'S GROVE BAPTIST CHURCH (WA8802)

Table 4.1: Sorrell's Grove Baptist Church information.

Resource Name	Sorrell's Grove Baptist Church
HPO Survey Site No.	WA8802
Location	210 Sorrell Grove Church Road
PIN	0756286233
Date of Construction	1955
NRHP Recommendation	Not Eligible

NRHP - National Register of Historic Places

This section contains a physical description of Sorrell's Grove Baptist Church, a history of the property, and an evaluation of the building as a historic resource for NRHP eligibility by applying the NRHP Criteria for Evaluation.

4.1 Setting

Sorrell's Grove Baptist Church is located at 210 Sorrell Grove Church Road in Morrisville, Cedar Fork Township, Wake County, North Carolina (Figure 4.1). The church is situated on a 2.12-acre parcel on the east side of Sorrell Grove Church Road, immediately south of its intersection with Slater Road, and 0.4 miles west of the Interstate 40 and Airport Boulevard interchange. The immediate vicinity is characterized by modern commercial, hotel, and office development.

The church is situated facing northwest near the center of its triangular parcel, with an attached fellowship hall wing extending to the southwest. There is a large, gravel parking area immediately northeast of the church which is accessed by a drive off Slater Road. A second parking area is located west of the church's fellowship hall wing and is accessed from Sorrell Grove Church Road at the southwest corner of the parcel. A chain link fence encloses an area behind the church to the east that includes a paved basketball court. Trees line the eastern and southern borders of the parcel, and a manicured lawn stretches in front of the church. A low brick sign with a pedimented top and a glass center panel is located facing Sorrell Grove Church Road, and a rectangular granite sign is located at the intersection of Sorrell Grove Church Road and Slater Road.

A cemetery and parsonage associated with the church are located on separate parcels nearby. The 1.15-acre cemetery is located on the west side of Airport Boulevard approximately 0.4 miles southwest of the church. The parsonage, a one-story house built in 1974, is located at 104 Sorrell Grove Church Road, 0.25 miles southwest of the church. The cemetery and parsonage are not in the Indirect APE and are not evaluated in this report.

4.2 Physical Description

Sorrell's Grove Baptist Church is a one-story, front-gabled building which was built in 1955 (Figures 4.2-4.17). It is constructed of concrete block clad with red brick laid in a running bond. The rectangular sanctuary sits on a partial basement and is topped by an asphalt shingled roof. A three-stage steeple, which is not original, is located at the peak of the roof near the front elevation. An enclosed, gabled entry vestibule projects from the northwest-facing façade and is accessed by a set of brick steps. The vestibule may have replaced an original porch, but no documentary evidence has been found to confirm this. Double-leaf glass and metal doors are centered on the vestibule and are flanked by small,

Figure 4.1: Aerial image of Sorrell's Grove Baptist Church (World Imagery, ESRI 2021).

Figure 4.2: Sorrell's Grove Baptist Church (WA8802), overall view facing south.

Figure 4.3: Sorrell's Grove Baptist Church (WA8802), front (northwest) elevation.

Figure 4.4: Sorrell's Grove Baptist Church (WA8802), northeast side elevation.

Figure 4.5: Sorrell's Grove Baptist Church (WA8802), rear (southeast) elevation.

Figure 4.6: Sorrell's Grove Baptist Church (WA8802), fellowship hall wing, view facing south.

Figure 4.7: Sorrell's Grove Baptist Church (WA8802), 1980s addition between sanctuary and fellowship hall, front (northwest) elevation.

Figure 4.8: Sorrell's Grove Baptist Church (WA8802), fellowship hall, front (northwest) elevation.

Figure 4.9: Sorrell's Grove Baptist Church (WA8802), fellowship hall, side (southwest) elevation.

Figure 4.10: Sorrell's Grove Baptist Church (WA8802), fellowship hall wing rear (southeast) elevation.

Figure 4.11: Sorrell's Grove Baptist Church (WA8802), sanctuary interior view facing southeast towards chancel.

Figure 4.12: Sorrell's Grove Baptist Church (WA8802), sanctuary interior finishes detail, view facing northwest towards entrance.

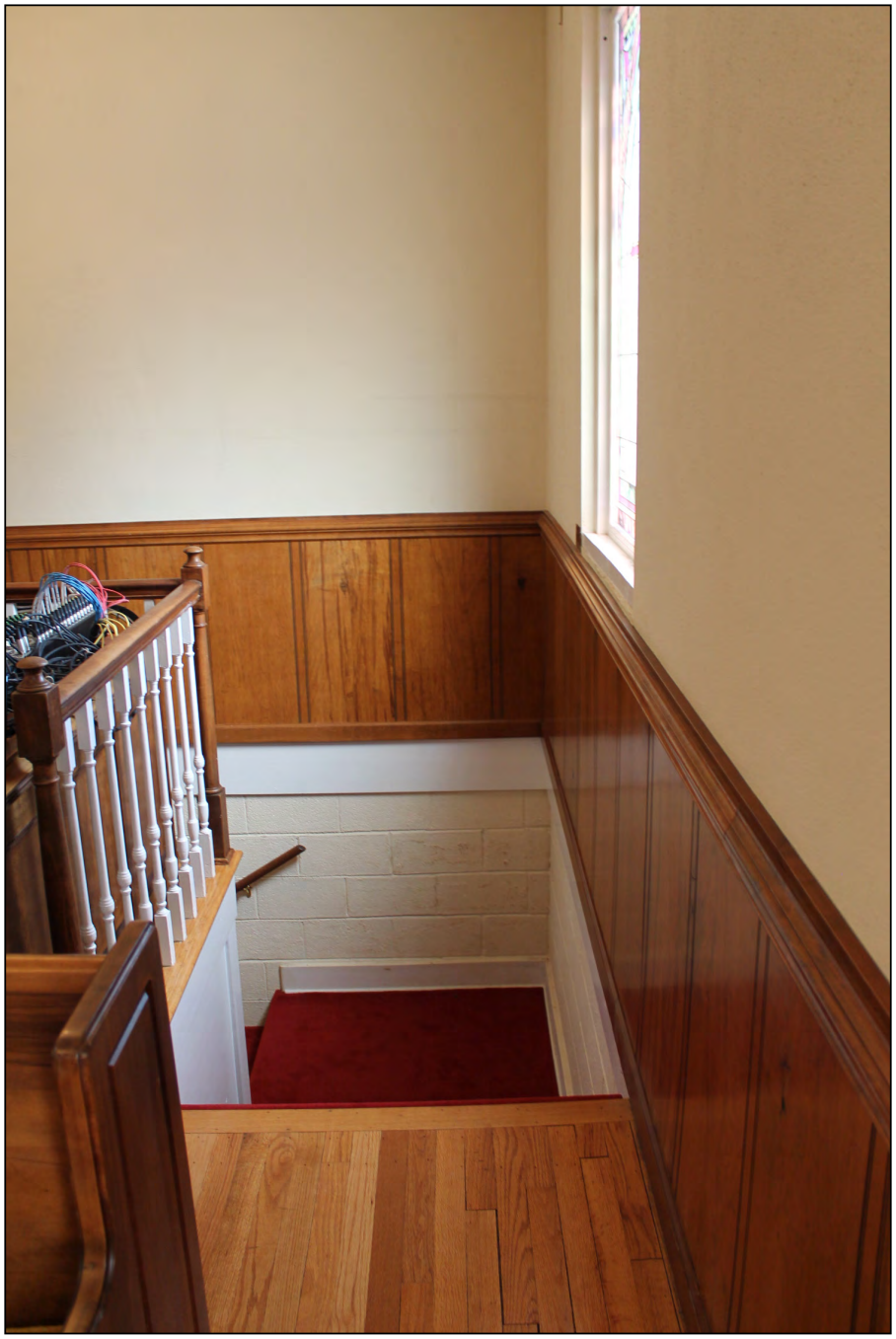

Figure 4.13: Sorrell's Grove Baptist Church (WA8802), stair to basement in north front corner of sanctuary.

Figure 4.14: Sorrell's Grove Baptist Church (WA8802), basement Sunday School room.

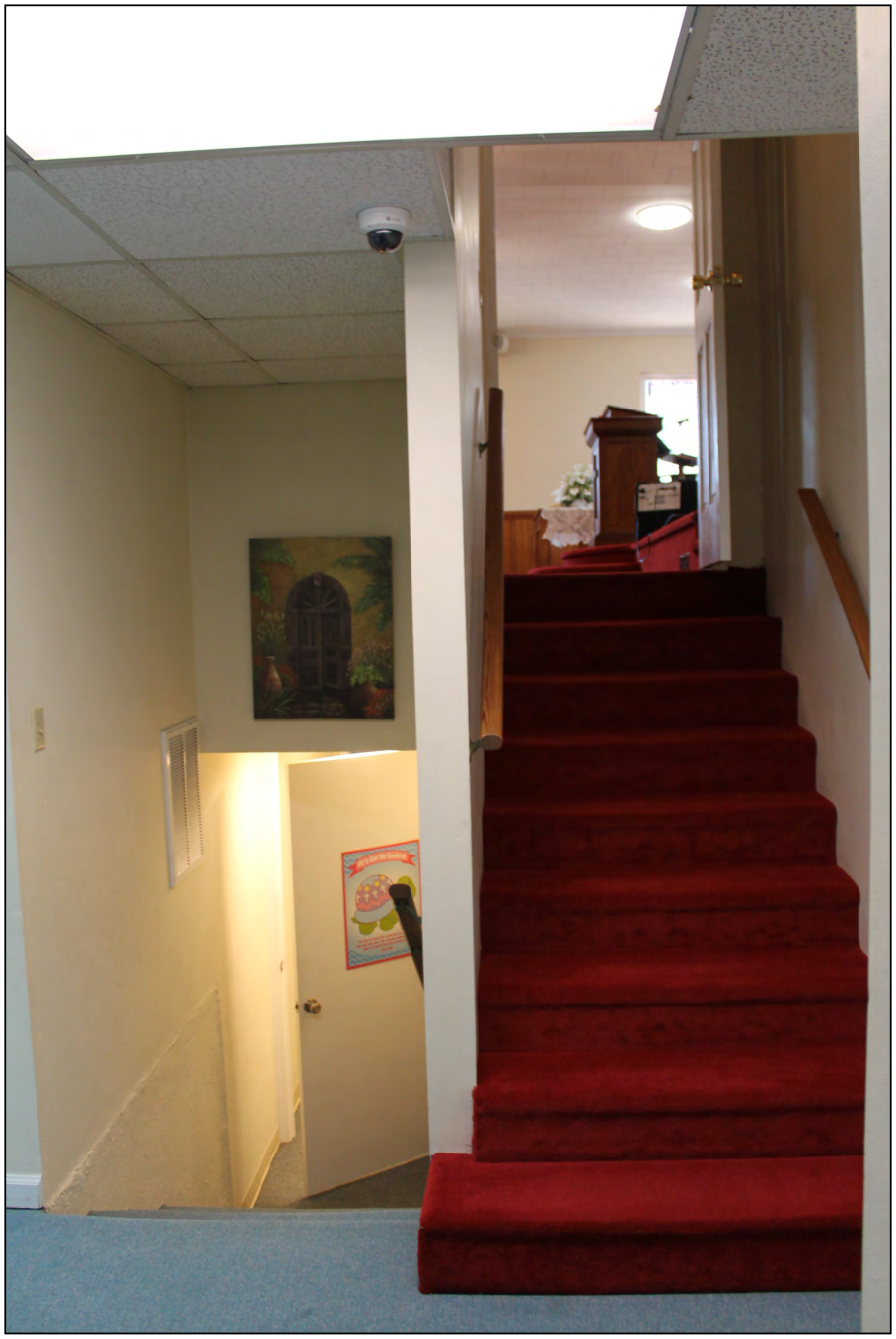

Figure 4.15: Sorrell's Grove Baptist Church (WA8802), stairs up from basement to addition and up from addition to sanctuary.

Figure 4.16: Sorrell's Grove Baptist Church (WA8802), fellowship hall interior, facing southwest.

Figure 4.17: Sorrell's Grove Baptist Church (WA8802), fellowship hall interior, facing southeast.

fixed, rectangular windows. The window and door openings have flush brick soldier course lintels and header sills. The gable of the vestibule is clad with vinyl siding and contains a rectangular vinyl vent. Behind the vestibule, there is a louvered vent at the peak of the façade. A brick and concrete ramp with an iron railing is located on the northeast side of the façade and provides access to a glass and metal door in the northeast side of the vestibule. A metal ramp has been installed on top of the first ramp.

The northeast side elevation of the sanctuary consists of four bays of rectangular windows with soldier course lintels and header sills. These windows, as well as the two in the entry vestibule and those on the opposite side elevation, are undivided fixed panes of glass covered with faux stained glass window film which was added at an unknown date. A soldier course water table separates the upper level from the basement, which is partially above ground. The basement is lit on this elevation with two twelve-light vinyl windows. A set of concrete stairs leads down from the parking area to a solid door.

The rear elevation of the sanctuary has a louvered vent at the peak of its gable and an exterior brick chimney flue to the northeast of the peak. There is a single twelve-light vinyl window near the center of the basement level.

An original fellowship hall is located to the southwest of the sanctuary, and now joined to it by a brick connector addition constructed in the 1980s. The fellowship hall is a one-story, three-bay, side-gabled building constructed of concrete block and clad in the same red brick as the sanctuary. It has a central double-leaf entry on its northwest façade which is sheltered by a metal awning supported by decorative iron posts. On either side of the entry are twenty-light, fixed, vinyl replacement windows. The southwest side elevation of the fellowship hall has a vinyl-sided gable and a shouldered end chimney. A gabled kitchen wing is centered on the building's southeast (rear) elevation. A vinyl sided, shed-roofed storage room with a concrete block foundation has been added to the rear of the kitchen wing.

Between 1982 and 1985, a four-bay addition was constructed on the southwest side elevation of the sanctuary that connected it to the existing fellowship hall. The addition is clad in red brick and shares a continuous, gabled roofline with the fellowship hall, creating a single, long wing extending southwest from the sanctuary. The addition has a paneled entry door in the bay closest to the sanctuary, and three double-hung, vinyl, six-over-six windows in the three remaining bays to the southwest. The rear of the addition has a paneled entry door and four six-over-six double-hung vinyl windows. A small wooden deck provides access to the rear entry.

The interior of the church follows a simple nave plan, with ten rows of original pine pews on either side of a center aisle. The chancel is elevated two steps at the southeast end of the building. The sanctuary retains original pine flooring and unpainted vertical board wainscot capped with a chair rail. Four five-arm brass chandeliers hang from the acoustical tile ceiling with additional flush ceiling fixtures over the chancel. A set of winder stairs leads from the north corner of the sanctuary down to the basement level, which includes original Sunday School rooms. A door was added to the southwest side of the sanctuary near the chancel which provides access to the 1980s addition.

Underneath the sanctuary there are original Sunday School rooms located on either side of a central hallway. These rooms have painted concrete block walls and replacement windows. From this hallway there is a set of stairs leading up to the ground level addition which connects the church to the fellowship hall. The addition consists of a corridor with meeting rooms and classrooms on either side. At the southwest end of the corridor is an interior door leading to the original fellowship hall. The interior of the fellowship hall has painted concrete block walls, an acoustical tile ceiling, and a tile floor. There is a fireplace in the southwest side wall. Two original bathrooms and a third added bathroom are located on the rear (southeast) wall. The kitchen opens off of the back (southeast) wall of the fellowship hall and occupies a rear wing.

4.3 History

Sorrell's Grove Baptist Church was founded around the turn of the twentieth century and was received as a member of the Raleigh Baptist Association in 1901 (Raleigh Baptist Association [RBA] 1901). The church was an offshoot of nearby Cedar Fork Baptist Church (DH2224; The Durham Sun 1955). In its early years, the small congregation shared the services of a pastor with Collins Grove (WA1027; SL 1991) and Bethlehem Baptist Churches (RBA 1908).

The present church building is the second to serve the congregation. The first building, presumed to have been built around the date of the church's founding, was a gable-front, frame building with two front doors (Figure 4.18). It is not clear from deed records whether the church owned the land on which the original church building was built. The earliest deed record naming the church is from 1956 when James W. and Mattie M. Watkins transferred a 1.65-acre parcel of land from their farm to the Trustees of Sorrell's Grove Baptist Church for the sum of $10 (WCRD 1956). The deed coincides with the construction of the present building. An aerial photograph taken by the U.S. Department of Agriculture in March of 1955 shows both the first building and the foundations of the new church under construction (Figure 4.19). The congregation financed the new building in part with proceeds from BBQ and Brunswick stew suppers held as fundraisers (The Herald-Sun 1955).

Never a large congregation, the church's membership has dwindled as increasing commercial and industrial development has transformed the area around RDU (Figures 4.20-4.21). However, the church counts descendants of its founding families among its current members, some of whom no longer live in the area but maintain their memberships (Glenn Davis, personal communication).

4.4 Architectural Context

At the conclusion of her comprehensive survey of historic architectural resources in Wake County, architectural historian Kelly Lally observed that most churches in the county's rural areas and small towns were simple in plan and ornamentation. "The majority of Wake County's historic churches for all denominations are frame, gable-front buildings, one to three bays wide and three to four bays deep. They generally follow the nave plan, with rows of pews separated by two or three aisles facing the pulpit in the gable end opposite the front entrance" (Lally and Johnson 1993: F-143).

In the late nineteenth century, church design favored the Gothic Revival style with details such as pointed-arch windows applied to this simple form, but the Neo-Classical Revival and Colonial Revival styles became predominant in the early to mid-twentieth century. These classically inspired styles found their ultimate expression in larger buildings with raised basements and monumental pedimented porticos. Nevertheless, many small, rural churches adopted a similar classical vocabulary resulting in a proliferation of gable-front, brick-veneered churches with pedimented porticos. Modernist churches were less typical in mid-twentieth-century Wake County. At the conclusion of her 2018 survey of non-residential resources in Raleigh dating from 1945-1975, Little noted that during this period, church design "for the most part remained conservative, tending toward Classical Revival or Colonial Revival styles for Baptists, Methodists, and Presbyterians and Gothic Revival for Episcopalians and Catholics. Most Protestant churches…have Colonial Revival or Medieval Revival styles that changed little from the early twentieth to the mid-twentieth century" (Little 2018: 32).

While that survey considered only church buildings located within the Raleigh city limits, its conclusions can also be applied to churches located throughout the Raleigh-Durham metropolitan area. According to Little, the threshold for architectural significance for a mid-twentieth-century church of revivalist design is high, and an individual building must "stand above the numerous representative examples" (Little 2017: 19). Registration requirements established for post-World War II churches in Raleigh state that to be eligible for the NRHP under Criterion C and Criteria Consideration A, a church should be either an accomplished academic rendition of traditional revivalist styles or a notable Modernist design (Little 2018: 34).

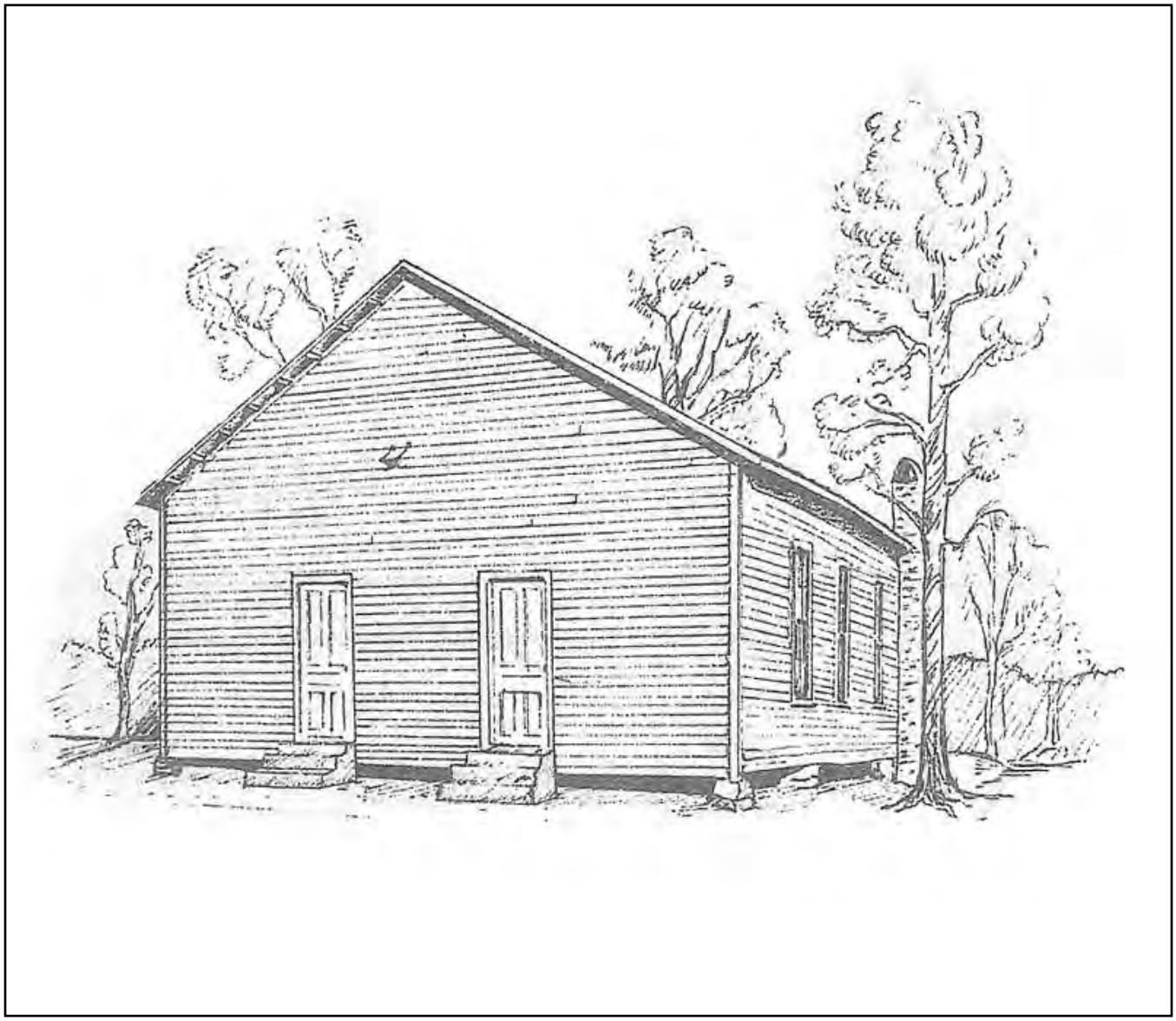

Figure 4.18: Sketch of original, circa-1901 church
(courtesy of Glenn Davis).

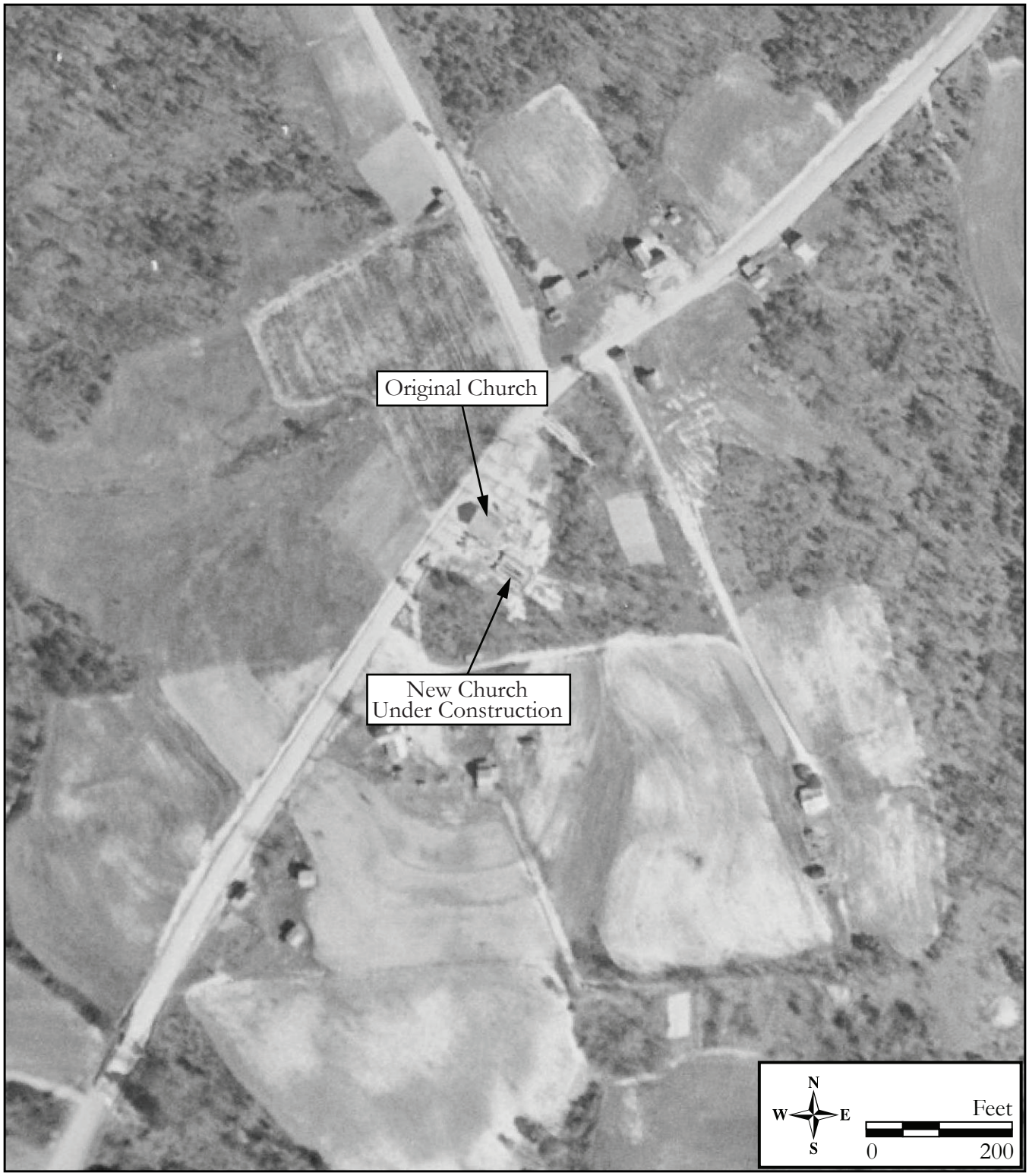

Figure 4.19: 1955 aerial image showing original church building and new church under construction (U.S.D.A.)

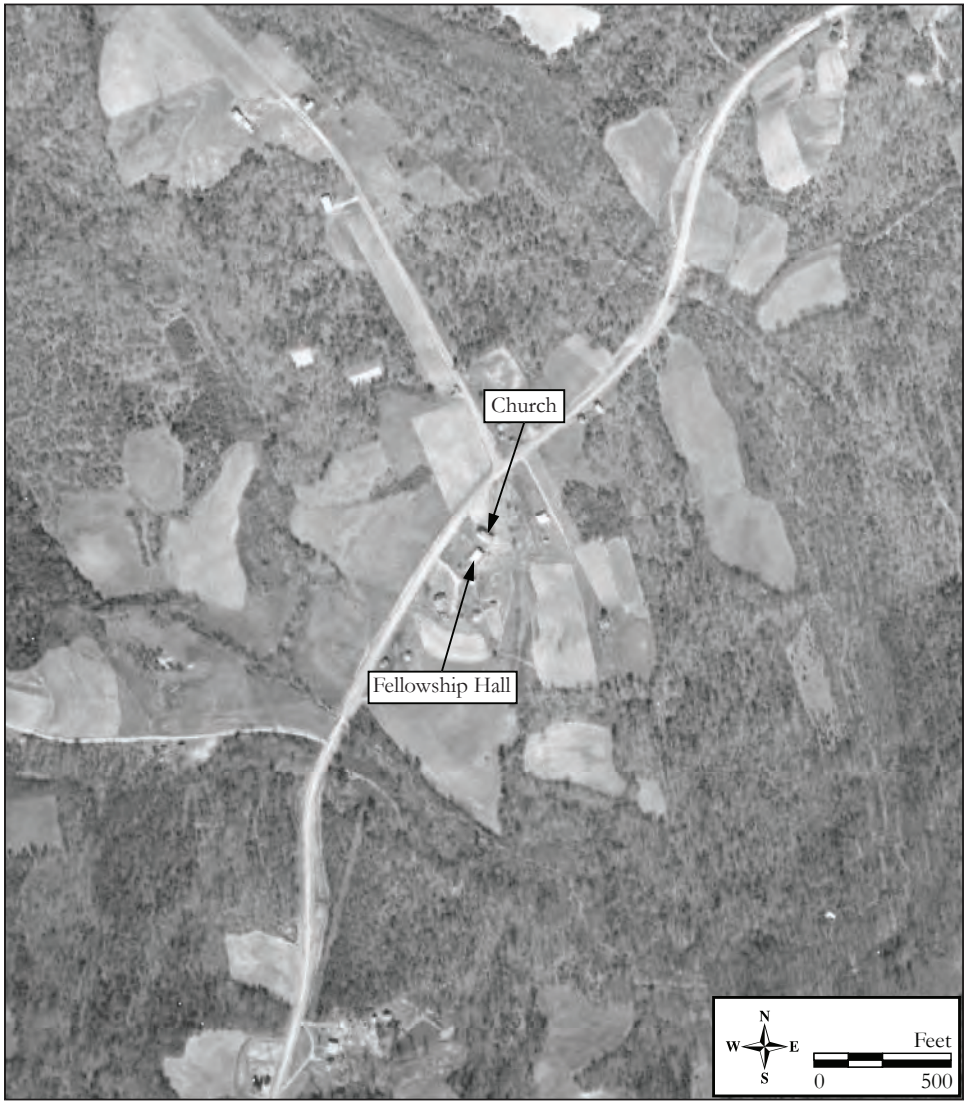

Figure 4.20: 1962 aerial image showing the church's original rural setting (NCDOT Photogrammetry Unit).

Figure 4.21: Current aerial image showing how highway construction and commercial development have altered the character of the church's surroundings
(World Imagery, ESRI 2021).

Comparable Resources

There are five previously identified churches within an eight-mile radius of Sorrell's Grove Baptist Church which were built between 1952 and 1968. The earliest of these is Mt. Pisgah Baptist Church (CH0860), located 7.5 miles southwest of Sorrell's Grove in Chatham County (Figure 4.22). Mt. Pisgah was built in 1951 for a larger congregation and is a more-robust interpretation of Colonial Revival and Neo-Classical Revival church design, with its multi-stage tower, full-height pedimented portico, and arched, stained-glass windows. In 2021, the church was evaluated for the NRHP through the NHPA Section 106 regulatory compliance process for the NC Highway 751 Phase 2B Pipeline and was determined to be not eligible, because it was not a significant example of its type (Carpini 2021). Another large church from the same period is Shiloh Missionary Baptist Church in nearby Morrisville, which was built in 1952 (with additions in 1960) with Gothic Revival-influenced pointed arch windows (WA-R046; Figure 4.23). More similar in size and design to Sorrell's Grove is Cary Christian Church (WA7214; Figure 4.24). This modest, Colonial Revival-style, one-story, front-gable, brick veneered church on a partial basement was built for a Black congregation in 1968, 13 years after Sorrell's Grove, illustrating the persistence of this building type for rural congregations in Wake County. Also built in 1968, the former Pleasant Grove Church (WA7188) is another example of the gable-front, brick-veneered church type, but its angled overhanging eaves hint at Modernism (Figure 4.25). Leesville Baptist Church (WA7948), six miles to the northeast of Sorrell's Grove on the opposite side of RDU, embraces the Modernist vocabulary fully with its attenuated spire and full-height, geometric, stained-glass window over the entrance, although within the traditional front-gabled, brick veneered building form (Figure 4.26). The Shiloh, Cary, Pleasant Grove, and Leesville churches have not been evaluated for NRHP eligibility.

4.5 Integrity

To be eligible for the NRHP, a property must possess several, and usually most, of the seven aspects of integrity: location, design, setting, materials, workmanship, feeling, and association. In addition, a property must also possess significance under at least one of the four NRHP evaluation criteria. Sorrell's Grove Baptist Church occupies its original site on the east side of Sorrell Grove Church Road and thus retains integrity of location. However, the church has lost much of its rural feeling, setting, and association due to commercial and office development spurred by its proximity to major highways and the airport (see Figures 4.20 and 4.21). Alterations made to the church building, including removal of original windows, the addition of the steeple, the enclosure of its portico, and construction of the addition connecting the sanctuary to the fellowship hall, have diminished the church's integrity of design, materials, and workmanship.

4.6 NRHP Evaluation

Properties can be eligible for the NRHP under Criterion A if they are associated with a significant event or pattern of events that have made contributions to history at the local, state, or national level. Small, rural churches proliferated in Wake County throughout the nineteenth and twentieth centuries. Sorrell's Grove Baptist Church is typical of the kinds of religious institutions that were central to community life in rural neighborhoods but is not known to have specific associations with significant events in Wake County's history. Therefore, Sorrell's Grove Baptist Church is recommended not eligible for listing in the NRHP under Criterion A.

Properties can be eligible under Criterion B if they are associated with persons of significance within community, state, or national historic contexts. Sorrell's Grove Baptist Church is not known to be associated with any persons of transcendent importance to local, state, or national historic contexts. Therefore, Sorrell's Grove Baptist Church is recommended not eligible for listing in the NRHP under Criterion B.

Properties can be eligible under Criterion C if they embody the distinctive characteristics of a type, period, or method of construction, or represent the work of a master, or possess high artistic value. Sorrell's Grove Baptist Church is a representative example of the simple rural churches built throughout Wake County in the twentieth century. It displays subtle characteristics of the Colonial Revival style, such as its raised basement and portico (now enclosed), but is not an unusual or notable example. Furthermore, it has undergone alterations since its construction which have diminished its integrity of design, materials, and workmanship, and its setting has been compromised substantially by modern development. Therefore, Sorrell's Grove Baptist Church is recommended not eligible for listing in the NRHP under Criterion C.

Properties can be eligible for the NRHP under Criterion D if they have the potential to yield information significant to human history or prehistory. It is unlikely that Sorrell's Grove Baptist Church would yield any unretrieved data not discoverable through informant interviews and documentary sources. Therefore, Sorrell's Grove Baptist Church is recommended not eligible for listing in the NRHP under Criterion D.

Figure 4.22: Mt. Pisgah Baptist Church (CH0860).

Figure 4.23: Shiloh Missionary Baptist Church (WA-R046).

Figure 4.24: Cary Christian Church (WA7214).

Figure 4.25: Pleasant Grove Baptist Church (WA7948).

Figure 4.26: Leesville Baptist Church (WA7948).

5.0 PROPERTIES SURVEYED AT THE RECONNAISSANCE LEVEL

This section includes photographs and brief descriptions of two properties which were surveyed at the reconnaissance level (see Figure 2.2 for location map). Neither property appears to be potentially eligible for the NRHP, and neither is recommended for additional study.

2717 Triple Oak Drive, Morrisville (PIN 0757306259)
2717 Triple Oak Drive is a one-story, side-gabled Ranch house built in 1966. The house is clad in brick veneer and retains original, wood, eight-over-eight, double-hung windows. Its seven-bay façade faces west, with a shed-roofed porch supported by columns sheltering five bays, including the entry. There is an integral garage at the south end of the house.

7235 Englehardt Drive, Raleigh (PIN 0778395233)
7235 Englehardt Drive is a one-story, side-gabled, double-wide mobile home built in 1974. It is clad with metal siding and has a shed-roofed entry porch at the west end of its north-facing façade. The façade is lit with paired and single one-over-one, double-hung windows.

6.0 SUMMARY OF FINDINGS

Richard Grubb & Associates, Inc. completed an Intensive-level historic architectural survey and NRHP evaluation of Sorrell's Grove Baptist Church (WA8802) and a Reconnaissance-level historic architectural survey for two residences. RGA recommends that the three resources are not eligible for the NRHP.

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Richard Grubb and Associates, Inc. (RGA)
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North Carolina Department of Natural and Cultural Resources
State Historic Preservation Office
Ramona M. Bartos, Administrator

Governor Roy Cooper
Secretary D. Reid Wilson

Office of Archives and History
Deputy Secretary, Darin J. Waters, Ph.D.

December 1, 2022

Chris Babb
Landrum and Brown
11279 Cornell Park Drive
Cincinnati, OH 45242

chris.babb@landrumbrown.com

RE: Reconstruct Runway 5L/23R, Raleigh-Durham International Airport (RDU), Wake County, ER 20-2333

Dear Mr. Babb:

We are in receipt of the Historic Structures Survey Report prepared by Richard Grubb and Associates for the above-referenced undertaking. Having reviewed he report, we offer the following comments.

We concur with the report's findings that the Teamsters Union Local 391 Building (WA8329) and the Independent Garage Owners of North Carolina Building (WA8330) are not eligible for listing in the National Register of Historic Places (NRHP) for the reasons stated in the report.

We do not concur that the Estes Express Lines Terminal and Maintenance Shop (WA7949) is eligible for the NRHP. While the complex retains good architectural integrity, it lacks historic or architectural significance. It is not a notably large or early complex, and its construction does not represent events of any particular significance. Rather the building represents a straightforward continuation of an established pattern of trucking and commercial development, and its architectural design lacks the sophistication or high-style necessary to achieve architectural significance.

The above comments are made pursuant to Section 106 of the National Historic Preservation Act and the Advisory Council on Historic Preservation's Regulations for Compliance with Section 106 codified at 36 CFR Part 800.

Thank you for your cooperation and consideration. If you have questions concerning the above comment, contact Renee Gledhill-Earley, environmental review coordinator, at 919-814-6579 or environmental.review@ncdcr.gov. In all future communication concerning this project, please cite the above referenced tracking number.

Sincerely,

Renee Gledhill-Earley

for Ramona Bartos, Deputy
State Historic Preservation Officer

cc: Michael Lamprecht, FAA michael.lamprecht@faa.gov
Jackie Sweatt-Essick, FAA Jackie.sweatt-essick@faa.gov
Ellen Turco, Richard Grubb & Associates eturco@rgaincorporated.com

North Carolina Department of Natural and Cultural Resources
State Historic Preservation Office
Ramona M. Bartos, Administrator

Governor Roy Cooper
Secretary D. Reid Wilson

Office of Archives and History
Deputy Secretary, Darin J. Waters, Ph.D.

January 9, 2023

Douglass Aaron Braswell aaron.braswell@faa.gov
Federal Aviation Administration
Memphis Airports District Office
2600 Thousand Oaks Boulevard, Suite 2250
Memphis, TN 38118

Re: Phase I Archaeological Survey Report for Reconstructing Runway 5L/23R, Raleigh-Durham International Airport (RDU), Wake County, ER 20-2333

Dear Mr. Braswell:

Thank you for your submittal of November 1, 2022, transmitting the draft of the above-referenced report. We have reviewed the information provided and offer the following comments.

Legacy Research Associates (Legacy) conducted a Phase I archaeological survey on approximately 475.8 acres of the project area that had not been previously surveyed or otherwise previously disturbed. Field investigations included four archaeological survey areas, representing approximately 33.3 percent of the 1,427.9-acre project area, and were completed with 2,042 shovel tests being excavated. Cemeteries were investigated with a visual inspection, systematic probing, and limited Ground Penetrating Radar (GPR) survey.

The survey revisited five previously recorded sites (31WA0081, 31WA0082, 31WA0083, 31WA0143, and 31WA0145) that were not evaluated for the National Register of Historic Places (NRHP) when they were previously recorded in 1974 and recorded 36 new sites (31WA2471-31WA2506). The location of one previously recorded site (31WA0150 – Lynn Mausoleum) was relocated outside the project area in 2010 and was not revisited. Three of the five previously recorded sites were not located and therefore were not assessed for the NRHP (31WA0081, 31WA0083, and 31WA0143).

Legacy notes that the R. A. Burgess Cemetery (31WA0143) is likely within a dense wisteria thicket associated with the site 31WA2475 that is recommended as not eligible for the NRHP. Legacy recommendations for 31WA0143 are to avoid the wisteria thicket at 31WA2475 or conduct additional fieldwork to clear the dense vegetation and attempt to locate the cemetery. Site 31WA0082 is recommended as not eligible; Site 31WA0145 is the Burgess-Dunn Family Cemetery and is recommended not eligible and site avoidance is recommended. Following the Avoidance Plan for Cemeteries, the cemetery boundaries and a 75-ft buffer zone were flagged in the field and recorded with GPS.

All newly recorded sites (31WA2471-31WA2506) are recommended as not eligible. No further work is recommended. Legacy notes that one of the 36 newly recorded sites (31WA2472) is an abandoned cemetery, and a 75-ft buffer zone was flagged in the field and recorded with GPS.

We concur with Legacy's findings and recommendations for all sites and accept the report as final. Regarding 31WA143, we recommend conducting additional fieldwork to clear the dense vegetation and attempt to locate the cemetery.

In general, we commend Legacy on the report and its findings; however, we found several aspects of the GPR surveys to be insufficient to fully evaluate the findings, including the collection methodology, use of in-field interpretation vs post-processing, and lack of reporting of GPR results such as GPR profiles, time slice maps, post processing steps. Despite these issues, we feel the recommended 75-foot (22.8 meter) buffers are sufficient to adequately avoid these cemeteries. We recommend that the cemetery boundaries be mapped by a licensed surveyor, recorded on deeds or plats, and filed with the county.

Please note that cemeteries are protected under NC General Statutes Chapter 14-148 and 14-149 and are afforded consideration under Chapter 65. If unmarked human skeletal remains are encountered during construction, the provisions of North Carolina General Statute Chapter 70, Article 3 apply. Construction activities should immediately cease, and the county medical examiner should be contacted.

The above comments are made pursuant to Section 106 of the National Historic Preservation Act and the Advisory Council on Historic Preservation's Regulations for Compliance with Section 106 codified at 36 CFR Part 800.

Thank you for your cooperation and consideration. If you have questions concerning the above comment, contact Renee Gledhill-Earley, environmental review coordinator, at 919-814-6579 or environmental.review@ncdcr.gov. In all future communication concerning this project, please cite the above referenced tracking number.

Sincerely,

Renee Gledhill-Earley

for Ramona Bartos, Deputy
State Historic Preservation Officer

cc: Deborah Joy, Legacy Research Associates djoy@legacy-research.com