

From: [Ley, Daniel](#)
To: [Assenza, Adam](#); [Tabachnick, Alan](#)
Cc: coley_j_campbell@csx.com; [Lou Gitomer](#); [Melanie Yasbin](#); [Rubis, Terri](#)
Subject: Docket No. AB 55 (Sub-No. 807X) - CSX CGC Line Abandonment Project, Muskegon, Michigan
Date: Wednesday, June 14, 2023 12:44:13 PM
Attachments: [image001.png](#)
[image002.png](#)
[CSX CGC Line Abandonment Project_SHPO Application For Reivew.docx](#)
Importance: High

Hi Adam and Alan,

Please find the attached Section 106 Consultation for your review and signature for the CSX CGC Line Abandonment Project. Please advise if you will submit the consultation or if you would like for the CSX team to submit on your behalf as the lead Federal agency.

Due to the size of the Section 106 Consultation attachments, I have provided a link for you to download the files.  [CSX CGC Line Abandonment Project_SHPO Application-C592M493.pdf](#)

Please let us know if you have any questions.

Thanks,
Dan

Daniel Ley | Principal Environmental Scientist | Daniel.Ley@arcadis.com
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2100 Georgetown Dr. | Suite 402 | Sewickley, PA | 15143 | USA
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From: [Assenza, Adam](#)
To: [Ley, Daniel](#)
Cc: [Tabachnick, Alan](#)
Subject: RE: Docket No. AB 55 (Sub-No. 807X) - CSX CGC Line Abandonment Project, Muskegon, Michigan
Date: Thursday, July 6, 2023 5:35:00 PM
Attachments: [CSX CGC Line OEA comments to SHPO Application.zip](#)
[image001.png](#)
[image002.png](#)

Hello Daniel,

We've attached our comments to the SHPO application package. If you address any comments raised and send it back for a quick check, we think CSX as the applicant could then send the package to SHPO, perhaps including a copy of the letter referenced at the end of our Historic Preservation Overview page (<https://www.stb.gov/resources/environmental/historic-preservation-overview/>)

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We will try to get the resubmitted package back to you in a week, as we've already taken a good look at the materials.

Thanks,

Adam Assenza

Environmental Protection Specialist (he/him)
Office of Environmental Analysis
Surface Transportation Board
395 E Street SW
Washington, DC 20423
P: 202-245-0301

From: Ley, Daniel <Daniel.Ley@arcadis.com>
Sent: Monday, June 26, 2023 11:03 AM
To: Assenza, Adam <Adam.Assenza@stb.gov>
Subject: RE: Docket No. AB 55 (Sub-No. 807X) - CSX CGC Line Abandonment Project, Muskegon, Michigan

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agreement in place to have the tracks abandoned by the end of September. We are developing a construction schedule with the understanding that construction is not authorized until we Section 106 approval in hand. Do you have an estimate submission date for the Section 106 consultation?

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To: [Ley, Daniel](#)
Cc: [Tabachnick, Alan](#)
Subject: RE: Docket No. AB 55 (Sub-No. 807X) - CSX CGC Line Abandonment Project, Muskegon, Michigan
Date: Friday, July 7, 2023 9:50:00 AM
Attachments: [image001.png](#)
[image002.png](#)

Additionally, thought I believe I didn't note it in the documents, we recommend removing the "not for public disclosure" marks on all of the graphics and mapping; unless that was meant to note that the document was in a draft state, nothing that you are sharing in those graphics appears to require confidentiality (like the specific location of a Native American Tribal site for example).

From: Assenza, Adam
Sent: Thursday, July 6, 2023 5:36 PM
To: 'Ley, Daniel' <Daniel.Ley@arcadis.com>
Cc: Tabachnick, Alan <Alan.Tabachnick@STB.GOV>
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Date: Tuesday, July 11, 2023 5:23:03 PM
Attachments: [image001.png](#)
[image002.png](#)
[CSX CGC Line Abandonment Project_SHPO Application 07112023.docx](#)
[CSX CGC Line Abandonment Project_SHPO Application For Reivew OEA Comments.docx](#)
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To: [Assenza, Adam](#); [Tabachnick, Alan](#)
Subject: RE: Docket No. AB 55 (Sub-No. 807X) - CSX CGC Line Abandonment Project, Muskegon, Michigan
Date: Thursday, September 7, 2023 12:00:27 PM
Attachments: [image001.png](#)
[image002.png](#)

Hi Adam and Alan,

I hope you both had a great long weekend last week. We wanted to check in to check on the status of the MI SHPO Section 106 Review. Please let us know if you have any questions or need any additional information. As we discussed is a significant deadline approaching at the end of this month and both CSX and the City of Muskegon are ready to commence track removal activities ASAP.

Thanks!

Dan

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Sent: Thursday, July 13, 2023 10:21 AM
To: Ley, Daniel <Daniel.Ley@arcadis.com>
Cc: Tabachnick, Alan <alan.tabachnick@stb.gov>; coley_j_campbell@csx.com; Lou Gitomer <lou@lgrailaw.com>; Melanie Yasbin <melanie@lgrailaw.com>; Rubis, Terri <Terri.Rubis@arcadis.com>
Subject: RE: Docket No. AB 55 (Sub-No. 807X) - CSX CGC Line Abandonment Project, Muskegon, Michigan

Hello Daniel,

These changes seem to cover everything we identified. Please be sure to note on any cover sheet or transmittal letter to SHPO that these documents are being submitted by the applicant on behalf of OEA citing the delegation letter/authority referenced in my previous email.

Thanks,

Adam Assenza

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Subject: RE: Docket No. AB 55 (Sub-No. 807X) - CSX CGC Line Abandonment Project, Muskegon, Michigan
Date: Monday, September 25, 2023 3:02:04 PM
Attachments: [image001.png](#)
[image002.png](#)

Hi Adam and Alan,

Do you have any time later this week for a call? We spoke with the MI SHPO late last week for a status update and the MI SHPO indicated they have not received the information requested. We could invite the MI SHPO to a call to discuss the information and a way to expedite the review. I know errors can happen when uploading files to the MI SHPO site, but it usually kicks out an error message.

Please let us know if there is anything we can do help wrap up the Section 106 review.

Thanks!

Dan

Daniel Ley | Principal Environmental Scientist | Daniel.Ley@arcadis.com
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2100 Georgetown Dr. | Suite 402 | Sewickley, PA | 15143 | USA
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Be green, leave it on the screen.

From: Ley, Daniel
Sent: Thursday, September 7, 2023 12:00 PM
To: Assenza, Adam <Adam.Assenza@stb.gov>; Tabachnick, Alan <alan.tabachnick@stb.gov>
Subject: RE: Docket No. AB 55 (Sub-No. 807X) - CSX CGC Line Abandonment Project, Muskegon, Michigan

Hi Adam and Alan,

I hope you both had a great long weekend last week. We wanted to check in check on the status of the MI SHPO Section 106 Review. Please let us know if you have any questions or need any additional information. As we discussed there is a significant deadline approaching at the end of this month and both CSX and the City of Muskegon are ready to commence track removal activities ASAP.

Thanks!

Dan

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From: Assenza, Adam <Adam.Assenza@stb.gov>

Sent: Thursday, July 13, 2023 10:21 AM

To: Ley, Daniel <Daniel.Ley@arcadis.com>

Cc: Tabachnick, Alan <alan.tabachnick@stb.gov>; coley_j_campbell@csx.com; Lou Gitomer <lou@lgrailaw.com>; Melanie Yasbin <melanie@lgrailaw.com>; Rubis, Terri <Terri.Rubis@arcadis.com>

Subject: RE: Docket No. AB 55 (Sub-No. 807X) - CSX CGC Line Abandonment Project, Muskegon, Michigan

Hello Daniel,

These changes seem to cover everything we identified. Please be sure to note on any cover sheet or transmittal letter to SHPO that these documents are being submitted by the applicant on behalf of OEA citing the delegation letter/authority referenced in my previous email.

Thanks,

Adam Assenza

Environmental Protection Specialist (he/him)

Office of Environmental Analysis

Surface Transportation Board

395 E Street SW

Washington, DC 20423

P: 202-245-0301

From: Ley, Daniel <Daniel.Ley@arcadis.com>

Sent: Tuesday, July 11, 2023 5:22 PM

To: Assenza, Adam <Adam.Assenza@stb.gov>

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Importance: High

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Sent: Thursday, July 6, 2023 5:36 PM

To: Ley, Daniel <Daniel.Ley@arcadis.com>

Cc: Tabachnick, Alan <alan.tabachnick@stb.gov>

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From: Ley, Daniel <Daniel.Ley@arcadis.com>

Sent: Monday, June 26, 2023 11:03 AM

To: Assenza, Adam <Adam.Assenza@stb.gov>

Subject: RE: Docket No. AB 55 (Sub-No. 807X) - CSX CGC Line Abandonment Project, Muskegon, Michigan

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To: [Assenza, Adam](#); [Tabachnick, Alan](#)
Cc: coley_j_campbell@csx.com; [Lou Gitomer](#); [Melanie Yasbin](#); [Rubis, Terri](#)
Subject: RE: Docket No. AB 55 (Sub-No. 807X) - CSX CGC Line Abandonment Project, Muskegon, Michigan
Date: Wednesday, August 23, 2023 9:02:19 AM
Attachments: [image001.png](#)
[image002.png](#)
[ER22-802_Response_to_SHPO_-_CSX_CGC_Line_Abandonment.pdf](#)
[DRAFT_Response_to_SHPO_-_CSX_CGC_Line_Abandonment_tab.docx](#)
Importance: High

Hi Adam and Alan,

Thank you for your time earlier this week to discuss the response to MI SHPO comments and the project schedule. Please find the draft response to comments attached for your review. We included a clean PDF that contains all of attachments and figures as well as a word document if you need to make any significant changes to the text.

I would suggest reaching out to Scott Slagor to discuss the Section 106 requirements as it relates rail abandonment. I think Mr. Slagor would also be a key decision maker in the review duration as well.

Scott Slagor, Section 106/Cultural Resource Protection Manager
slagors2@michigan.gov
517-285-5120

Please feel free to call to discuss any changes of if you need any additional information from us.

Thank you,
Dan

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Sent: Thursday, July 6, 2023 5:36 PM
To: Ley, Daniel <Daniel.Ley@arcadis.com>
Cc: Tabachnick, Alan <alan.tabachnick@stb.gov>
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Surface Transportation Board
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P: 202-245-0301

From: Ley, Daniel <Daniel.Ley@arcadis.com>

Sent: Monday, June 26, 2023 11:03 AM

To: Assenza, Adam <Adam.Assenza@stb.gov>

Subject: RE: Docket No. AB 55 (Sub-No. 807X) - CSX CGC Line Abandonment Project, Muskegon, Michigan

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From: [Ley, Daniel](#)
To: [Assenza, Adam](#)
Subject: RE: Docket No. AB 55 (Sub-No. 807X) - CSX CGC Line Abandonment Project, Muskegon, Michigan
Date: Monday, June 26, 2023 11:03:37 AM
Attachments: [image001.png](#)
[image002.png](#)

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From: [Ley, Daniel](#)
To: [Assenza, Adam](#)
Subject: Re: Docket No. AB 55 (Sub-No. 807X) - CSX CGC Line Abandonment Project, Muskegon, Michigan
Date: Thursday, July 13, 2023 10:36:47 AM
Attachments: [image002.png](#)
[image003.png](#)

Thanks Adam. We will get this submitted. Would you want to sign and scan page 8 of the application?

Thanks

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From: Assenza, Adam <Adam.Assenza@stb.gov>
Sent: Thursday, July 13, 2023 10:20:57 AM
To: Ley, Daniel <Daniel.Ley@arcadis.com>
Cc: Tabachnick, Alan <alan.tabachnick@stb.gov>; coley_j_campbell@csx.com <Coley_J_Campbell@csx.com>; Lou Gitomer <lou@lgrailaw.com>; Melanie Yasbin <melanie@lgrailaw.com>; Rubis, Terri <Terri.Rubis@arcadis.com>
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APPLICATION FOR SHPO SECTION 106 CONSULTATION

Submit one application for each project for which comment is requested. Consult the *Instructions for the Application for SHPO Section 106 Consultation Form* when completing this application.

Mail form, all attachments, and check list to: Michigan State Historic Preservation Office, 300 North Washington Square, Lansing, MI 48913

I. GENERAL INFORMATION

☐ New submittal

☒ More information relating to SHPO ER# **ER22-802**

☐ Submitted under a Programmatic Agreement (PA)

PA Name/Date: *PA name/date, if applicable*

- a. **Project Name:** CSX CGC Line Abandonment Project
- b. **Project Municipality:** Muskegon
- c. **Project Address (if applicable):** roughly follows Lakeshore Drive along Muskegon Lake
- d. **County:** Muskegon

II. FEDERAL AGENCY INVOLVEMENT AND RESPONSE CONTACT INFORMATION

- a. **Federal Agency:** Surface Transportation Board (Office of Environmental Analysis)
Contact Name: Adam A Assenza or Alan Tabachnick
Contact Address: 395 E St. SW **City:** Washington **State:** DC **Zip:** 20423
Email: Adam.Assenza@stb.gov, Alan.Tabachnick@stb.gov
Specify the federal agency involvement in the project: Application for an abandonment exemption under 49 CFR part 1152 subpart F. This is currently filed with the Surface Transportation Board as Docket No. AB 55 (Sub-No. 807X)
- b. **If HUD is the Federal Agency:** 24 CFR Part 50 ☐ or Part 58 ☐
Responsible Entity (RE): NA
Contact Name: NA
Contact Address: NA **City:** NA **State:** NA **Zip:** NA
RE Email: NA **Phone:** NA
- c. **State Agency Contact (if applicable):** NA
Contact Name: NA
Contact Address: NA **City:** NA **Zip:** NA
Email: NA **Phone:** NA
- d. **Applicant (if different than federal agency):** CSX Transportation, Inc
Contact Name: Coley J. Campbell, PG
Contact Address: 500 Water Street **City:** Jacksonville **State:** FL **Zip:** 32202
Email: Coley_J_Campbell@csx.com **Phone:** 904-279-3923
- e. **Consulting Firm (if applicable):** Arcadis US, Inc
Contact Name: Crista M. Haag
Contact Address: 4665 Cornell Road, Suite 200 **City:** Cincinnati **State:** Ohio **Zip:** 45241
Email: crista.haag@arcadis.com **Phone:** 513-985-8012

III. PROJECT INFORMATION

- a. **Project Location and Area of Potential Effect (APE)**



APPLICATION FOR SHPO SECTION 106 CONSULTATION

- i. **Maps.** Please indicate all maps that will be submitted as attachments to this form.
 - ☒ Street map, clearly displaying the direct and indirect APE boundaries
 - ☐ Site map
 - ☒ USGS topographic map Name(s) of topo map(s):
 - ☒ Aerial map
 - ☐ Map of photographs
 - ☐ Other:
- ii. **Site Photographs** see Attachment III.a.ii
- iii. **Describe the APE:**

The APE is defined as the 14.2-acre project footprint.
- iv. **Describe the steps taken to define the boundaries of the APE:**

Arcadis considered both direct and indirect impacts for development of the APE. Arcadis considered all areas of the project that would be subjected to ground disturbance totaling 14.2 acres. These land requirements necessary for the track removal, temporary workspace and access are all located within the CSX Transportation, Inc (CSXT) right of way (ROW).

Because the Project involves the abandonment of the existing rail line along with the removal of existing tracks, there will be no new above ground construction or removal of any structures associated with the rail line, impacts to the viewshed (indirect APE) are considered minimal and temporary. Therefore, the APE was limited to the 14.2-acre project footprint.

b. **Project Work Description**

Describe all work to be undertaken as part of the project:

CSXT is abandoning approximately 3.81 miles of their existing rail line that runs between mile posts CGCS 56.35 to CGCS 60.16 on the South Horn Spur in Muskegon, Muskegon County, Michigan (Project). Abandonment activities will include the removal of the rail, crossties, and possibly the upper layer of ballast. CSXT does not anticipate disturbing any sub grade or sub grade structures. Ground disturbance will be limited to surficial and near surface soils. One existing rail bridge is located within the CSX ROW, however, it will not be removed or modified during the abandonment. Finally, the operations and maintenance of the rail line will cease. In addition, CSXT plans to sell a 2-mile portion of the existing rail line from mile posts CGCS 56.35 to CGCS 58.35 to the City of Muskegon for trail use through the National Trails System Act of 1968, as amended.

The overall Project totals 14.2 acres and includes CSXT ROW along with track removal, temporary workspace and access. The CSX ROW varies in width from 14 feet to 152 feet and averages 34 feet in width. It is being permitted through the Surface Transportation Board.

IV. IDENTIFICATION OF HISTORIC PROPERTIES

a. **Scope of Effort Applied**

- i. **List sources consulted for information on historic properties in the project area** (including but not limited to SHPO office and/or other locations of inventory data).

Arcadis conducted background research for the Project by requesting cultural data files from the MISHPO. The purpose of the background research was to identify previously recorded cultural resources within or adjacent to the Project APE. Information collected included archaeological sites, architectural and historical resources, National Register of Historic Places (NRHP) properties and cultural resources surveys. The information provided included all known cultural resources and surveys located within a 1-mile radius of the APE.



APPLICATION FOR SHPO SECTION 106 CONSULTATION

From the MISHPO files, there are 28 NRHP-eligible or listed architectural properties, six NRHP-eligible or listed historic districts, six historic districts (not eligible or unevaluated), 40 architectural and historical resources, 12 archaeological sites and five archaeological surveys within one mile of the APE. None of these known cultural resources and surveys are within the APE. However, two archaeological sites, four architectural resources and one NRHP-eligible historic district are adjacent to the APE.

The two archaeological sites (20MU27/20MU28) and two of the architectural resources (P24290 and P47449) are located north of W. Western Avenue adjacent to the northern portion of the APE. Sites 20MU27 and 20MU28 are both recorded based on historical references. Site 20MU27 is the possible location of a circa 1833 trading post owned by George Campau and site 20MU28 also operated as a trading post around the same time period and was owned by Joseph Troutier.

P24290 and P47449 are two architectural resources adjacent to one another. P24290 is the Hartshorn Curtain Roller Company. This factory is a complex of brick and frame, functional, industrial vernacular structures with regular fenestration and no styling or detailing. The first building was constructed in 1885, and other structures were added over several years. According to the MISHPO individual property report, it is considered eligible for listing in the NRHP by the MISHPO because the Hartshorn Curtain Roller Company brought modern manufacturing methods to Muskegon and also for its association with a community leader (Stewart Hartshorn). It appears from the site files, that there has not been a formal evaluation of this resource. P47449 is a recorded building within the MISHPO site files, but there is no additional information recorded on the inventory form other than it needs further evaluation.

The other two architectural resources (P61594 and P61596) are bridges over Ruddiman Creek, just south of the APE. P61594 is a stone arch bridge constructed circa 1890 for Lake Shore Drive and P61596 is a circa-1911 reinforced concrete pedestrian bridge. Both resources were last recorded in 1975 and are unevaluated for listing in the NRHP. The Lake Shore Drive bridge over Ruddiman Creek (P61594) was reconstructed in 1986, though recent photographs reveal that the stone arch is extant. The superstructure of the bridge was further renovated in 2019. The pedestrian bridge (P61596) appears to be extant. The final resource adjacent to the APE is the NRHP-eligible Lakeshore Drive Historic District. According to the MISHPO individual property report, the MISHPO considers this district NRHP-eligible, but it has not been formally evaluated for listing. There is no additional information in the MISHPO site files on this district. The APE roughly corresponds to the northwest boundary of the district from Schuyler Street to W. Southern Avenue. A preliminary review revealed that the Lakeshore Drive Historic District is a residential district with the majority of homes built between circa 1880 and 1950, though some modern infill has also been constructed within the district. The properties represent various architectural styles and levels of integrity, with the Queen Anne and Craftsman styles being the most prevalent. The district does not appear to include the railroad nor contain any properties historically associated with the railroad.

In addition to the site file check, Arcadis reviewed historic background data from the combined environmental and historic report for the Project (CSXT 2022) along with historic-era mapping. According to CSXT (2022), the existing rail line was a spur track located off the Lake Shore and Michigan Southern Railway. However, a review of historic-era mapping indicates that the existing



APPLICATION FOR SHPO SECTION 106 CONSULTATION

rail line was a spur track associated with the Chicago and Michigan Lake Shore Railroad (C&MLS) and then at a later date with the Pere Marquette Railroad (F.W. Beers and Co. 1877, 1900). From F.W. Beers and Co. (1877, 1900), it also appears the spur track from W. Western Avenue heading south/southwest to roughly McCracken Street was constructed before the portion from McCracken Street west to the Project terminus around Pigeon Hill. The latter portion does not appear on the 1877 atlas, but it does appear on the 1900 atlas.

The C&MLS was in operation in Michigan from 1869 to 1878. It consisted initially of a 27-mile line between New Buffalo and St. Joseph, which opened on February 1, 1870 (Ivey 1919). The line was extended to Grand Junction, Montague and Pentwater in 1871 and 1872. C&MLS directly owned the New Buffalo–Holland and Muskegon–Pentwater sections, but only had running rights from the Michigan Lake Shore Railroad (MLS) over the Holland–Muskegon section (Ivey 1919). In 1872 and 1873, C&MLS constructed the Holland–Grand Rapids branch line and the Muskegon–Big Rapids branch line (Michigan Railroad Commission 1878). Due to failing revenues and debt, the C&MLS was consolidated into the Chicago and West Michigan Railroad in 1881 (Ivey 1919). By 1900, there was a merger of three Michigan Railroad Companies (Flint & Pere Marquette Railroad, Detroit, Grand Rapids & Western Railroad, Chicago and West Michigan Railroad) to form Pere Marquette Railroad. The Pere Marquette Railroad was in operation until 1947 when it merged with the C&O Railroad. The C&O Railroad was acquired by CSXT around 1987 (Ivey 1919).

CSXT (2022) indicates that there is one bridge that may be older than 50 years old. The bridge is a timber open deck bridge that spans approximately 42 feet over the inlet that leads to the Ruddiman Lagoon. The construction date is unknown.

References

CSXT. 2022. *Combined Environmental and Historic Report (49 C.F.R. 1105.7 and 1105.8)*. Prepared by CSXT. Prepared for Surface Transportation Board Docket No. AB-55 (Sub-No. 807X).

F. W. Beers and Co. 1877. *Michigan, Muskegon County 1877*.
<https://historicmapworks.com/Atlas/US/7629/Muskegon+County+1877/> Date accessed 5/24/2023.

F. W. Beers and Co. 1900. Laketon Township, Muskegon Township. From *Muskegon County 1900, Michigan*.
<https://historicmapworks.com/Map/US/20870/Laketon+Township++Muskegon+Township/Muskegon+County+1900/Michigan/> Date accessed 5/24/2023.

Ivey, Paul. 1919. *The Pere Marquette Railroad Company*. Michigan Historic Commission, Lansing, Michigan.

Michigan Railroad Commission. 1878. Annual Report.



APPLICATION FOR SHPO SECTION 106 CONSULTATION

- ii. Provide documentation of previously identified sites as attachments.
- iii. **Provide a map** showing the relationship between the previously identified properties and sites, your project footprint and project APE. See Attachment III.a.i, Figures 3.1 to 3.8
- iv. Have you reviewed existing site information at the SHPO: ☒ Yes ☐ No
- v. Have you reviewed information from non-SHPO sources: ☒ Yes ☐ No

b. Identification Results

i. Above-ground Properties

- A. Attach the appropriate Michigan SHPO Architectural Identification Form for each resource or site 50 years of age or older in the APE. Refer to the *Instructions for the Application for SHPO Section 106 Consultation Form* for guidance on this.

See Attachment IV.b.i,A

- B. **Provide the name and qualifications of the person who made recommendations of eligibility for the above-ground identification forms.**

Name Tegan Baiocchi **Agency/Consulting Firm:** Arcadis US, Inc

Is the individual a 36CFR Part 61 Qualified Historian or Architectural Historian ☒ Yes ☐ No

Are their credentials currently on file with the SHPO? ☒ Yes ☐ No

If NO attach this individual's qualifications form and resume.



APPLICATION FOR SHPO SECTION 106 CONSULTATION

Archaeology (complete this section if the project involves temporary or permanent ground disturbance)

Submit the following information using attachments, as necessary.

A. Attach Archaeological Sensitivity Map.

See Attachment III.a.i, Figure 4

B. Summary of previously reported archaeological sites and surveys:

There are 12 archaeological sites and five archaeological surveys within one mile of the APE. None of these known archaeological sites or surveys are within the APE. Two archaeological sites (20MU27 and 20MU28) are to the north of W. Western Avenue adjacent to the northern portion of the APE.

C. Town/Range/Section or Private Claim numbers: T10N/R17W/25, 33-36

D. Width(s), length(s), and depth(s) of proposed ground disturbance(s): The Project footprint totals 14.2 acres in size and roughly corresponds with the 3.81-mile existing rail line ROW. The proposed ROW width ranges from 14 feet to 152 feet with an average width of 34 feet. CSXT does not anticipate disturbing any sub grade or sub grade structures. Ground disturbance is anticipated to disturb only surficial to near surface deposits. All of the proposed ground disturbing work will take place within the existing rail line ROW. Proposed access and temporary workspace will use paved and/or graveled areas.

E. Will work potentially impact previously undisturbed soils? ☐ Yes ☒ No

If YES, summarize new ground disturbance:

F. Summarize past and present land use:

The APE historically has been used as an active rail line since at least the late 1800s. This use has remained consistent until present day. When the rail line is abandoned, it will be used as part of a trail system.

Construction of the rail line in the late 1800s likely caused ground disturbance due to cut and fill activities (CSXT 2022). In addition, a review of historic-era and USGS topographic mapping indicates that the shoreline of Muskegon Lake has been modified and built up over time. Because of this disturbance, most of the soils within the APE are recorded as Oxyaquic Udipsamments-Urban land complex, nearly level (Web Soil Survey 2023). Udipsamments and urban land soils are often associated with areas that have been excavated or filled for construction projects.

References

Web Soil Survey. 2023. Soil Survey Staff, Natural Resources Conservation Service, United States Department of Agriculture. Web Soil Survey. Available online at the following link: <http://websoilsurvey.sc.egov.usda.gov/>. Accessed [5/24/2023].

G. Potential to adversely affect significant archaeological resources:

☒ Low ☐ Moderate ☐ High

For moderate and high potential, is fieldwork recommended? ☐ Yes ☐ No

Briefly justify the recommendation:

Not applicable

H. Has fieldwork already been conducted? ☐ Yes ☒ No

If YES:

☐ Previously surveyed; refer to A. and B. above.



APPLICATION FOR SHPO SECTION 106 CONSULTATION

☐ Newly surveyed; attach report copies and provide full report reference here:

[Full report reference](#)

I. **Provide the name and qualifications of the person who provided the information for the Archaeology section:**

Name: Crista M. Haag **Agency/Firm:** Arcadis, US Inc

Is the person a 36CFR Part 61 Qualified Archaeologist? ☒ Yes ☐ No

Are their credentials currently on file with the SHPO? ☒ Yes ☐ No

If NO, attach this individual's qualifications form and resume.

Archaeological site locations are legally protected.

This application may not be made public without first redacting sensitive archaeological information.

V. IDENTIFICATION OF CONSULTING PARTIES

a. **Provide a list of all consulting parties**, including Native American tribes, local governments, applicants for federal assistance/permits/licenses, parties with a demonstrated interest in the undertaking, and public comment:

U.S. Army Corps of Engineers; U.S. Fish and Wildlife Service, National Geodetic Survey, The City of Muskegon, Michigan Department of Environment (MDE), Great Lakes, and Energy (EGLE) - State Coastal Zone Management Agency, MDE EGLE Water Resources Division, Muskegon County Water Resources Commission, Miami Tribe of Oklahoma, Sault Ste. Marie Tribe of Chippewa Indians, Michigan; Little River Band of Ottawa Indians, Michigan; Little Traverse Bay Bands of Odawa Indians, Michigan; Red Lake Band of Chippewa Indians, Minnesota; Menominee Indian Tribe of Wisconsin; and the Lac du Flambeau Band of Lake Superior Chippewa Indians of the Lac du Flambeau Reservation of Wisconsin.

b. **Provide a summary of consultation with consultation parties:**

Comments were received and noted in the Environmental Assessment

c. **Provide summaries of public comment and the method by which that comment was sought:**

All agency comments have been satisfied

VI. DETERMINATION OF EFFECT

Guidance for applying the Criteria of Adverse Effect can be found in the *Instructions for the Application for SHPO Section 106 Consultation Form*.

a. **Basis for determination of effect:**

The purpose of this document is to initiate Section 106 consultation for the Project. Based on the cultural resources desktop study, there is considered to be a low probability of identifying archaeological resources within the APE due to the existing rail line corridor being previously disturbed, that proposed ground disturbance will be limited to surface and near surface soils and that there are no known archaeological sites within the APE. As a result, the Project should not affect archaeological properties and no further archaeological work is recommended.

Further, a cultural resources desktop review of the existing railroad revealed that it was historically a branch line likely constructed by the C&MLS to connect Port Sherman/Laketon and several industrial properties along the south shore of Lake Muskegon to the C&MLS main line. The branch line, which was later consolidated with the rest of the C&MLS into the Pere Marquette Railroad, does not appear to have been a significant, dominant, or critical railroad component, it is not associated with any significant individuals, and does not represent a major civil engineering undertaking of the time. Further, most structures and properties associated with the history of the branch line, including stations and industrial properties, are no longer extant, and the rails connecting the branch to Port Sherman/Laketon have also been removed. As such, the branch line is recommended not eligible for



APPLICATION FOR SHPO SECTION 106 CONSULTATION

NRHP listing under any criteria. The branch line also does not retain its integrity of design, workmanship, setting, feeling, or association due to the removal of segments of ties and rails, as well as the loss of associated properties and connections.

b. **Determination of effect**

☒ **No historic properties will be affected** or

☐ **Historic properties will be affected** and the project will (check one):

☐ have **No Adverse Effect** on historic properties within the APE.

☐ have an **Adverse Effect** on one or more historic properties in the APE and the federal agency, or federally authorized representative, will consult with the SHPO and other parties to resolve the adverse effect under 800.6.

☐ **More Information Needed:** We are initiating early consultation. A determination of effect will be submitted to the SHPO at a later date, pending results of survey.

Federally Authorized Signature: _____ Date: _____

Type or Print Name: _____

Title: _____



APPLICATION FOR SHPO SECTION 106 CONSULTATION

ATTACHMENT CHECKLIST

Identify any materials submitted as attachments to the form:

☐ Additional federal, state, local government, applicant, consultant contacts

☒ Maps of project location

Number of maps attached: 4 figure sets, 11 pages total

☒ Site Photographs

☐ Map of photographs

☐ Plans and specifications

☐ Other information pertinent to the work description: [Identify the type of materials attached](#)

☒ Documentation of previously identified historic properties

☐ Architectural Properties Identification Forms

☒ Map showing the relationship between the previously identified properties, your project footprint, and project APE

☐ Above-ground qualified person's qualification form and resume

☒ Archaeological sensitivity map

☐ Survey report

☐ Archaeologist qualifications and resume

☐ Other: [Identify other attached materials](#)



APPLICATION FOR SHPO SECTION 106 CONSULTATION

Submit one application for each project for which comment is requested. Consult the *Instructions for the Application for SHPO Section 106 Consultation Form* when completing this application.

Mail form, all attachments, and check list to: Michigan State Historic Preservation Office, 300 North Washington Square, Lansing, MI 48913

I. GENERAL INFORMATION

- ☐ New submittal
☒ More information relating to SHPO ER# **ER22-802**
☐ Submitted under a Programmatic Agreement (PA)
PA Name/Date: *PA name/date, if applicable*

- a. **Project Name:** CSX CGC Line Abandonment Project
b. **Project Municipality:** Muskegon
c. **Project Address (if applicable):** roughly follows Lakeshore Drive along Muskegon Lake
d. **County:** Muskegon

II. FEDERAL AGENCY INVOLVEMENT AND RESPONSE CONTACT INFORMATION

- a. **Federal Agency:** Surface Transportation Board (Office of Environmental Analysis)
Contact Name: Adam A Assenza or Alan Tabachnick
Contact Address: 395 E St. SW **City:** Washington **State:** DC **Zip:** 20423
Email: Adam.Assenza@stb.gov, Alan.Tabachnick@stb.gov
Specify the federal agency involvement in the project: Application for an abandonment exemption under 49 CFR part 1152 subpart F. This is currently filed with the Surface Transportation Board as Docket No. AB 55 (Sub-No. 807X)
- b. **If HUD is the Federal Agency: 24 CFR Part 50** ☐ **or Part 58** ☐
Responsible Entity (RE): NA
Contact Name: NA
Contact Address: NA **City:** NA **State:** NA **Zip:** NA
RE Email: NA **Phone:** NA
- c. **State Agency Contact (if applicable):** NA
Contact Name: NA
Contact Address: NA **City:** NA **Zip:** NA
Email: NA **Phone:** NA
- d. **Applicant (if different than federal agency):** CSX Transportation, Inc
Contact Name: Coley J. Campbell, PG
Contact Address: 500 Water Street **City:** Jacksonville **State:** FL **Zip:** 32202
Email: Coley_J_Campbell@csx.com **Phone:** 904-279-3923
- e. **Consulting Firm (if applicable):** Arcadis US, Inc
Contact Name: Crista M. Haag
Contact Address: 4665 Cornell Road, Suite 200 **City:** Cincinnati **State:** Ohio **Zip:** 45241
Email: crista.haag@arcadis.com **Phone:** 513-985-8012

III. PROJECT INFORMATION

- a. **Project Location and Area of Potential Effect (APE)**



APPLICATION FOR SHPO SECTION 106 CONSULTATION

- i. **Maps.** Please indicate all maps that will be submitted as attachments to this form.
 - ☒ Street map, clearly displaying the direct and indirect APE boundaries
 - ☐ Site map
 - ☒ USGS topographic map Name(s) of topo map(s):
 - ☒ Aerial map
 - ☐ Map of photographs
 - ☐ Other:
- ii. **Site Photographs** see Attachment III.a.ii
- iii. **Describe the APE:**

The APE is defined as the 14.2-acre project footprint.
- iv. **Describe the steps taken to define the boundaries of the APE:**

Arcadis considered both direct and indirect impacts for development of the APE. Arcadis considered all areas of the project that would be subjected to ground disturbance totaling 14.2 acres. These land requirements necessary for the track removal, temporary workspace and access are all located within the CSX Transportation, Inc (CSXT) right of way (ROW).

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The overall Project totals 14.2 acres and includes CSXT ROW along with track removal, temporary workspace and access. The CSX ROW varies in width from 14 feet to 152 feet and averages 34 feet in width. It is being permitted through the Surface Transportation Board.

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APPLICATION FOR SHPO SECTION 106 CONSULTATION

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The other two architectural resources (P61594 and P61596) are bridges over Ruddiman Creek, just south of the APE. P61594 is a stone arch bridge constructed circa 1890 for Lake Shore Drive and P61596 is a circa-1911 reinforced concrete pedestrian bridge. Both resources were last recorded in 1975 and are unevaluated for listing in the NRHP. The Lake Shore Drive bridge over Ruddiman Creek (P61594) was reconstructed in 1986, though recent photographs reveal that the stone arch is extant. The superstructure of the bridge was further renovated in 2019. The pedestrian bridge (P61596) appears to be extant. The final resource adjacent to the APE is the NRHP-eligible Lakeshore Drive Historic District. According to the MISHPO individual property report, the MISHPO considers this district NRHP-eligible, but it has not been formally evaluated for listing. There is no additional information in the MISHPO site files on this district. The APE roughly corresponds to the northwest boundary of the district from Schuyler Street to W. Southern Avenue. A preliminary review revealed that the Lakeshore Drive Historic District is a residential district with the majority of homes built between circa 1880 and 1950, though some modern infill has also been constructed within the district. The properties represent various architectural styles and levels of integrity, with the Queen Anne and Craftsman styles being the most prevalent. The district does not appear to include the railroad nor contain any properties historically associated with the railroad.

In addition to the site file check, Arcadis reviewed historic background data from the combined environmental and historic report for the Project (CSXT 2022) along with historic-era mapping. According to CSXT (2022), the existing rail line was a spur track located off the Lake Shore and Michigan Southern Railway. However, a review of historic-era mapping indicates that the existing rail line was a spur track associated with the Chicago and Michigan Lake Shore Railroad (C&MLS) and then at a later date with the Pere Marquette Railroad (F.W. Beers and Co. 1877, 1900). From F.W. Beers and Co. (1877, 1900), it also appears the spur track from W. Western Avenue heading south/southwest to roughly McCracken Street was constructed before the portion from McCracken Street west to the Project terminus around Pigeon Hill. The latter portion does not appear on the 1877 atlas, but it does appear on the 1900 atlas.

The C&MLS was in operation in Michigan from 1869 to 1878. It consisted initially of a 27-mile line between New Buffalo and St. Joseph, which opened on February 1, 1870 (Ivey 1919). The line was



APPLICATION FOR SHPO SECTION 106 CONSULTATION

extended to Grand Junction, Montague and Pentwater in 1871 and 1872. C&MLS directly owned the New Buffalo–Holland and Muskegon–Pentwater sections, but only had running rights from the Michigan Lake Shore Railroad (MLS) over the Holland–Muskegon section (Ivey 1919). In 1872 and 1873, C&MLS constructed the Holland–Grand Rapids branch line and the Muskegon–Big Rapids branch line (Michigan Railroad Commission 1878). Due to failing revenues and debt, the C&MLS was consolidated into the Chicago and West Michigan Railroad in 1881(Ivey 1919). By 1900, there was a merger of three Michigan Railroad Companies (Flint & Pere Marquette Railroad, Detroit, Grand Rapids & Western Railroad, Chicago and West Michigan Railroad) to form Pere Marquette Railroad. The Pere Marquette Railroad was in operation until 1947 when it merged with the C&O Railroad. The C&O Railroad was acquired by CSXT around 1987 (Ivey 1919).

CSXT (2022) indicates that there is one bridge that may be older than 50 years old. The bridge is a timber open deck bridge that spans approximately 42 feet over the inlet that leads to the Ruddiman Lagoon. The construction date is unknown.

References

CSXT. 2022. *Combined Environmental and Historic Report (49 C.F.R. 1105.7 and 1105.8)*. Prepared by CSXT. Prepared for Surface Transportation Board Docket No. AB-55 (Sub-No. 807X).

F. W. Beers and Co. 1877. *Michigan, Muskegon County 1877*.

<https://historicmapworks.com/Atlas/US/7629/Muskegon+County+1877/> Date accessed 5/24/2023.

F. W. Beers and Co. 1900. Laketon Township, Muskegon Township. From *Muskegon County 1900, Michigan*.

<https://historicmapworks.com/Map/US/20870/Laketon+Township++Muskegon+Township/Muskegon+County+1900/Michigan/> Date accessed 5/24/2023.

Ivey, Paul. 1919. *The Pere Marquette Railroad Company*. Michigan Historic Commission, Lansing, Michigan.

Michigan Railroad Commission. 1878. Annual Report.

- ii. Provide documentation of previously identified sites as attachments.
- iii. **Provide a map** showing the relationship between the previously identified properties and sites, your project footprint and project APE. See Attachment III.a.i, Figures 3.1 to 3.8
- iv. Have you reviewed existing site information at the SHPO: ☒ Yes ☐ No
- v. Have you reviewed information from non-SHPO sources: ☒ Yes ☐ No

b. Identification Results

i. Above-ground Properties

- A. Attach the appropriate Michigan SHPO Architectural Identification Form for each resource or site 50 years of age or older in the APE. Refer to the *Instructions for the Application for SHPO Section 106 Consultation Form* for guidance on this.

See Attachment IV.b.i,A

- B. **Provide the name and qualifications of the person who made recommendations of eligibility for the above-ground identification forms.**

Name Tegan Baiocchi **Agency/Consulting Firm:** Arcadis US, Inc



APPLICATION FOR SHPO SECTION 106 CONSULTATION

Is the individual a 36CFR Part 61 Qualified Historian or Architectural Historian ☒ Yes ☐ No

Are their credentials currently on file with the SHPO? ☒ Yes ☐ No

If NO attach this individual's qualifications form and resume.



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Archaeology (complete this section if the project involves temporary or permanent ground disturbance)

Submit the following information using attachments, as necessary.

A. Attach Archaeological Sensitivity Map.

See Attachment III.a.i, Figure 4

B. Summary of previously reported archaeological sites and surveys:

There are 12 archaeological sites and five archaeological surveys within one mile of the APE. None of these known archaeological sites or surveys are within the APE. Two archaeological sites (20MU27 and 20MU28) are to the north of W. Western Avenue adjacent to the northern portion of the APE.

C. Town/Range/Section or Private Claim numbers: T10N/R17W/25, 33-36

D. Width(s), length(s), and depth(s) of proposed ground disturbance(s): The Project footprint totals 14.2 acres in size and roughly corresponds with the 3.81-mile existing rail line ROW. The proposed ROW width ranges from 14 feet to 152 feet with an average width of 34 feet. CSXT does not anticipate disturbing any sub grade or sub grade structures. Ground disturbance is anticipated to disturb only surficial to near surface deposits. All of the proposed ground disturbing work will take place within the existing rail line ROW. Proposed access and temporary workspace will use paved and/or graveled areas.

E. Will work potentially impact previously undisturbed soils? ☐ Yes ☒ No

If YES, summarize new ground disturbance:

F. Summarize past and present land use:

The APE historically has been used as an active rail line since at least the late 1800s. This use has remained consistent until present day. When the rail line is abandoned, it will be used as part of a trail system.

Construction of the rail line in the late 1800s likely caused ground disturbance due to cut and fill activities (CSXT 2022). In addition, a review of historic-era and USGS topographic mapping indicates that the shoreline of Muskegon Lake has been modified and built up over time. Because of this disturbance, most of the soils within the APE are recorded as Oxyaquic Udipsamments-Urban land complex, nearly level (Web Soil Survey 2023). Udipsamments and urban land soils are often associated with areas that have been excavated or filled for construction projects.

References

Web Soil Survey. 2023. Soil Survey Staff, Natural Resources Conservation Service, United States Department of Agriculture. Web Soil Survey. Available online at the following link: <http://websoilsurvey.sc.egov.usda.gov/>. Accessed [5/24/2023].

G. Potential to adversely affect significant archaeological resources:

☒ Low ☐ Moderate ☐ High

For moderate and high potential, is fieldwork recommended? ☐ Yes ☐ No

Briefly justify the recommendation:

Not applicable

H. Has fieldwork already been conducted? ☐ Yes ☒ No

If YES:

☐ Previously surveyed; refer to A. and B. above.



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☐ Newly surveyed; attach report copies and provide full report reference here:

[Full report reference](#)

I. **Provide the name and qualifications of the person who provided the information for the Archaeology section:**

Name: Crista M. Haag **Agency/Firm:** Arcadis, US Inc

Is the person a 36CFR Part 61 Qualified Archaeologist? ☒ Yes ☐ No

Are their credentials currently on file with the SHPO? ☒ Yes ☐ No

If NO, attach this individual's qualifications form and resume.

Archaeological site locations are legally protected.

This application may not be made public without first redacting sensitive archaeological information.

V. IDENTIFICATION OF CONSULTING PARTIES

- a. **Provide a list of all consulting parties**, including Native American tribes, local governments, applicants for federal assistance/permits/licenses, parties with a demonstrated interest in the undertaking, and public comment:

U.S. Army Corps of Engineers; U.S. Fish and Wildlife Service, National Geodetic Survey, The City of Muskegon, Michigan Department of Environment (MDE), Great Lakes, and Energy (EGLE) - State Coastal Zone Management Agency, MDE EGLE Water Resources Division, Muskegon County Water Resources Commission, Miami Tribe of Oklahoma, Sault Ste. Marie Tribe of Chippewa Indians, Michigan; Little River Band of Ottawa Indians, Michigan; Little Traverse Bay Bands of Odawa Indians, Michigan; Red Lake Band of Chippewa Indians, Minnesota; Menominee Indian Tribe of Wisconsin; and the Lac du Flambeau Band of Lake Superior Chippewa Indians of the Lac du Flambeau Reservation of Wisconsin.

- b. **Provide a summary of consultation with consultation parties:**

Comments were received and noted in the Environmental Assessment

- c. **Provide summaries of public comment and the method by which that comment was sought:**

All agency comments have been satisfied

VI. DETERMINATION OF EFFECT

Guidance for applying the Criteria of Adverse Effect can be found in the Instructions for the Application for SHPO Section 106 Consultation Form.

- a. **Basis for determination of effect:**

The purpose of this document is to initiate Section 106 consultation for the Project. Based on the cultural resources desktop study, there is considered to be a low probability of identifying archaeological resources within the APE due to the existing rail line corridor being previously disturbed, that proposed ground disturbance will be limited to surface and near surface soils and that there are no known archaeological sites within the APE. As a result, the Project should not affect archaeological properties and no further archaeological work is recommended.

Further, a cultural resources desktop review of the existing railroad revealed that it was historically a branch line likely constructed by the C&MLS to connect Port Sherman/Laketon and several industrial properties along the south shore of Lake Muskegon to the C&MLS main line. The branch line, which was later consolidated with the rest of the C&MLS into the Pere Marquette Railroad, does not appear to have been a significant, dominant, or critical railroad component, it is not associated with any significant individuals, and does not represent a major civil engineering undertaking of the time. Further, most structures and properties associated with the history of the branch line, including stations and industrial properties, are no longer extant, and the rails connecting the branch to Port Sherman/Laketon have also been removed. As such, the branch line is recommended not eligible for NRHP listing under any criteria. The branch line also does not retain its integrity of design, workmanship, setting,



APPLICATION FOR SHPO SECTION 106 CONSULTATION

feeling, or association due to the removal of segments of ties and rails, as well as the loss of associated properties and connections.

b. **Determination of effect**

☒ **No historic properties will be affected** or

☐ **Historic properties will be affected** and the project will (check one):

☐ have **No Adverse Effect** on historic properties within the APE.

☐ have an **Adverse Effect** on one or more historic properties in the APE and the federal agency, or federally authorized representative, will consult with the SHPO and other parties to resolve the adverse effect under 800.6.

☐ **More Information Needed:** We are initiating early consultation. A determination of effect will be submitted to the SHPO at a later date, pending results of survey.

Federally Authorized Signature: _____ Date: _____

Type or Print Name: _____

Title: _____



APPLICATION FOR SHPO SECTION 106 CONSULTATION

ATTACHMENT CHECKLIST

Identify any materials submitted as attachments to the form:

☐ Additional federal, state, local government, applicant, consultant contacts

☒ Maps of project location

Number of maps attached: 4 figure sets, 11 pages total

☒ Site Photographs

☐ Map of photographs

☐ Plans and specifications

☐ Other information pertinent to the work description: [Identify the type of materials attached](#)

☒ Documentation of previously identified historic properties

☐ Architectural Properties Identification Forms

☒ Map showing the relationship between the previously identified properties, your project footprint, and project APE

☐ Above-ground qualified person's qualification form and resume

☒ Archaeological sensitivity map

☐ Survey report

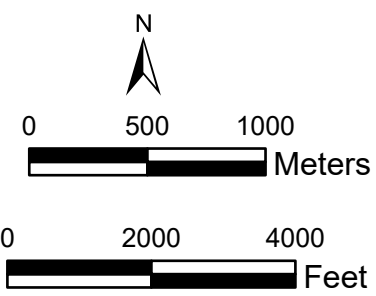
☐ Archaeologist qualifications and resume

☐ Other: [Identify other attached materials](#)

Attachment III.a.i - Project Mapping



[] USGS 7.5' TOPOGRAPHIC QUADRANGLE
[] PROJECT

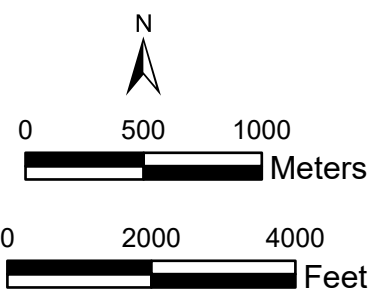


NOTE:
1. USGS 7.5' TOPOGRAPHIC QUADRANGLES MUSKEGON EAST (1975) AND MUSKEGON WEST (1975), MICHIGAN. OBTAINED FROM ESRI IMAGE SERVICE.

	CGC LINE ABANDONMENT MUSKEGON, MI
FIGURE 1 PROJECT OVERVIEW	
Date: 7/10/2023	

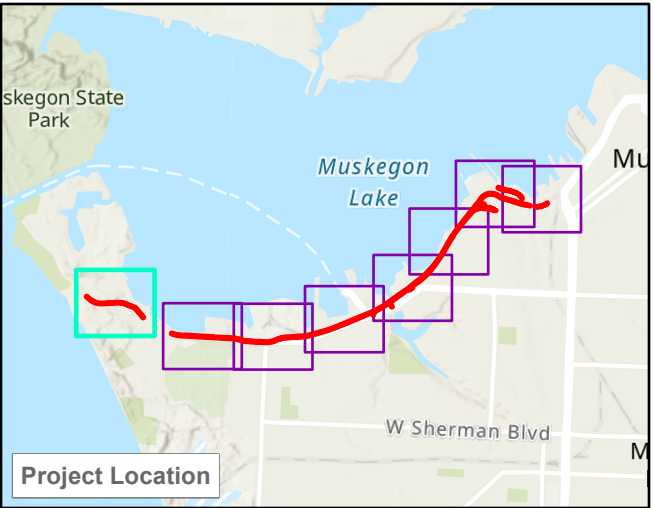


[] USGS 7.5' TOPOGRAPHIC QUADRANGLE
[] PROJECT

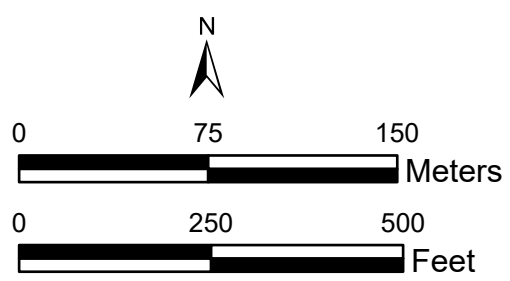


NOTE:
1. USGS 7.5' TOPOGRAPHIC QUADRANGLES MUSKEGON EAST (1975) AND MUSKEGON WEST (1975), MICHIGAN. OBTAINED FROM ESRI IMAGE SERVICE.

	CGC LINE ABANDONMENT MUSKEGON, MI
FIGURE 2 PROJECT OVERVIEW	
Date: 7/10/2023	

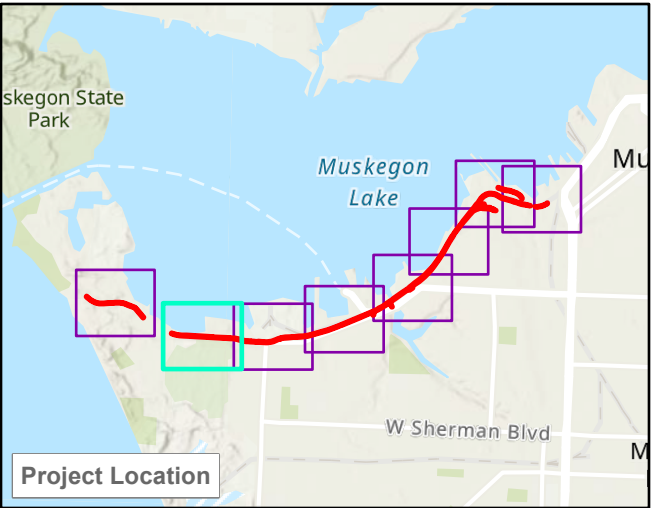


■ APE
■ PROJECT

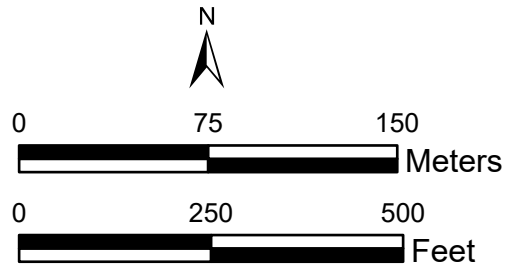


NOTE:
1. WORLD IMAGE CLARITY (BASEMAP) AND WORLD TOPOGRAPHIC (INSET)
OBTAINED FROM ESRI IMAGE SERVICE.

	CGC LINE ABANDONMENT MUSKEGON, MI
FIGURE 3-1 PROJECT APE	
Date: 7/11/2023	

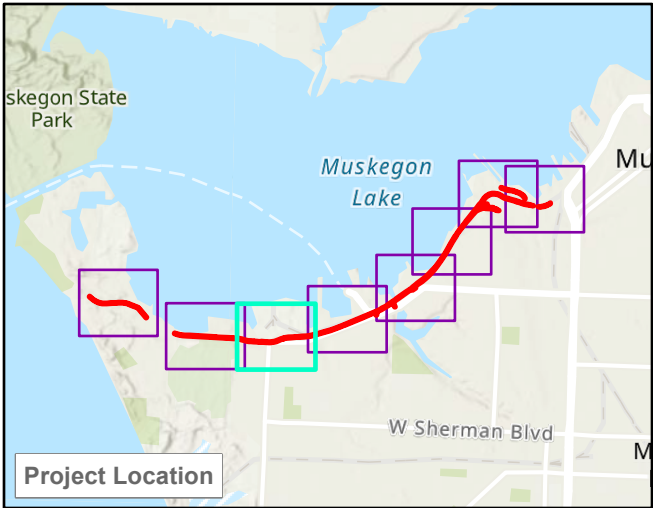


■ APE
■ PROJECT

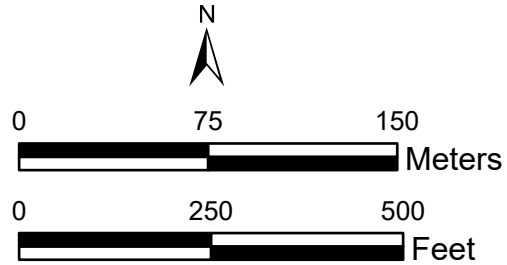


NOTE:
1. WORLD IMAGE CLARITY (BASEMAP) AND WORLD TOPOGRAPHIC (INSET)
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	CGC LINE ABANDONMENT MUSKEGON, MI
FIGURE 3-2 PROJECT APE	
Date: 7/11/2023	

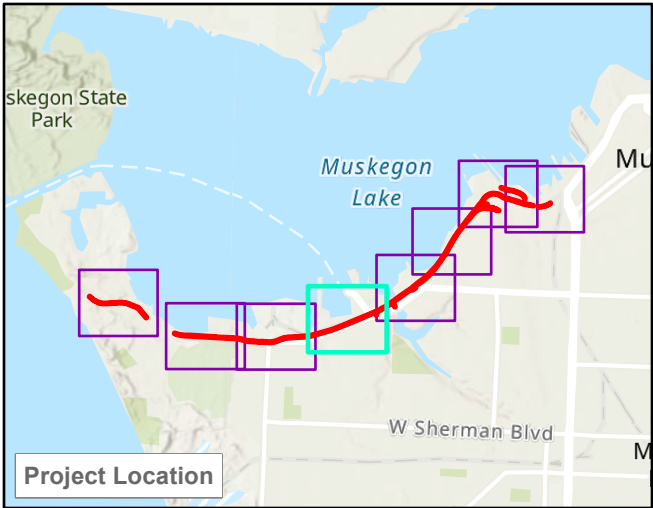


■ APE
■ PROJECT

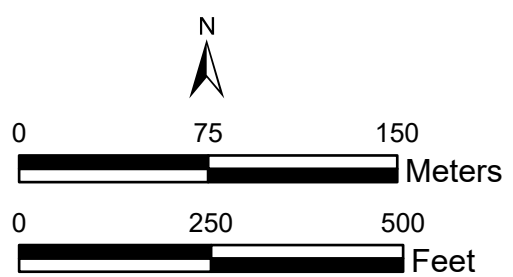


NOTE:
1. WORLD IMAGE CLARITY (BASEMAP) AND WORLD TOPOGRAPHIC (INSET)
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	CGC LINE ABANDONMENT MUSKEGON, MI
FIGURE 3-3 PROJECT APE	
Date: 7/11/2023	

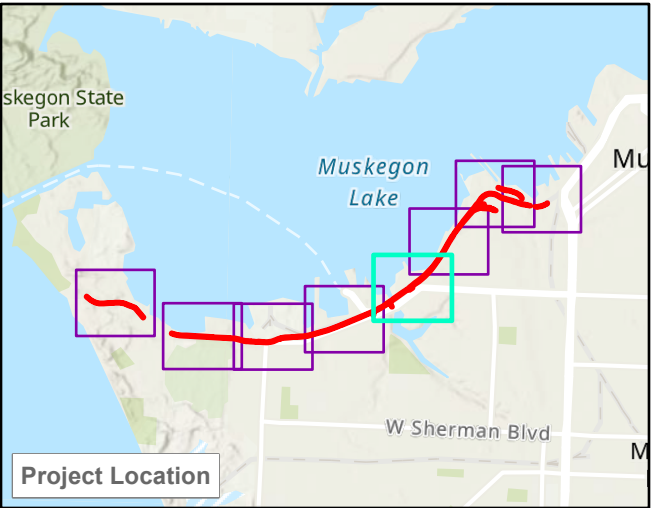
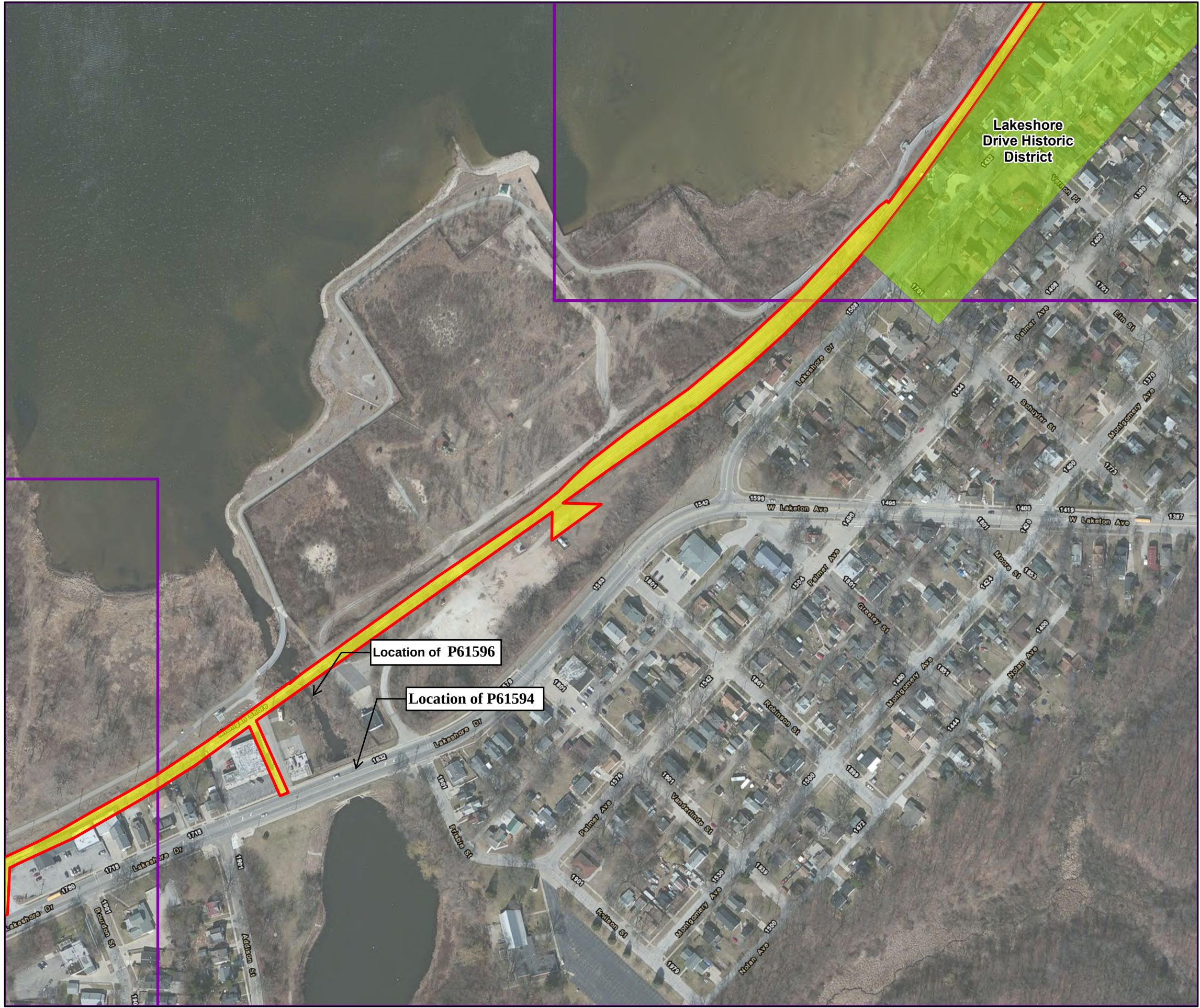


APE
 PROJECT

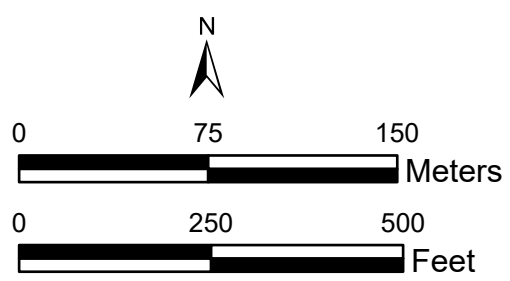


NOTE:
1. WORLD IMAGE CLARITY (BASEMAP) AND WORLD TOPOGRAPHIC (INSET) OBTAINED FROM ESRI IMAGE SERVICE.

	CGC LINE ABANDONMENT MUSKEGON, MI
FIGURE 3-4 PROJECT APE	
Date: 7/11/2023	

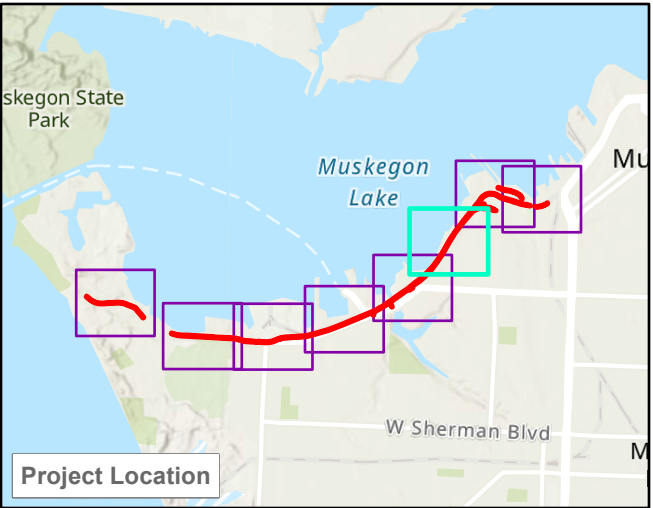


- APE
- HISTORIC DISTRICT
- PROJECT

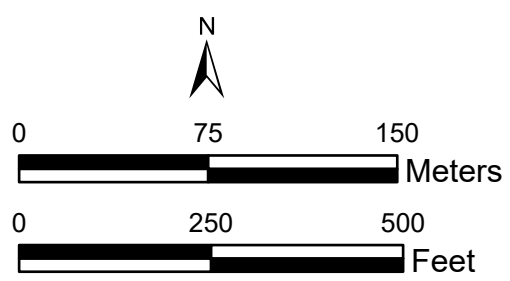


NOTE:
1. WORLD IMAGE CLARITY (BASEMAP) AND WORLD TOPOGRAPHIC (INSET)
OBTAINED FROM ESRI IMAGE SERVICE.

	CGC LINE ABANDONMENT MUSKEGON, MI
FIGURE 3-5 PROJECT APE	
Date: 7/11/2023	

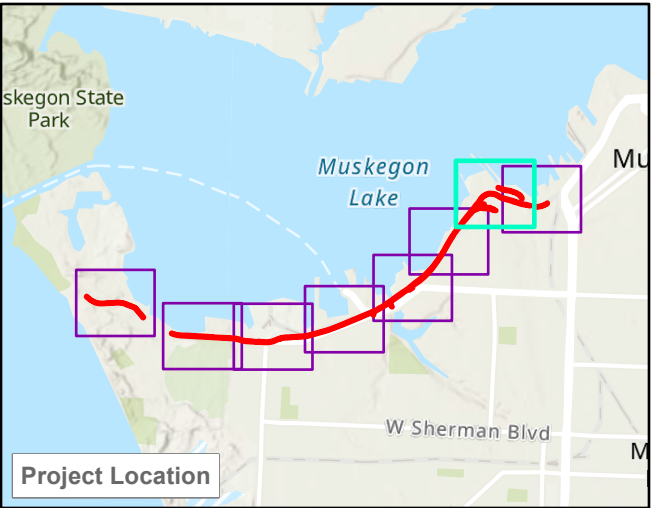
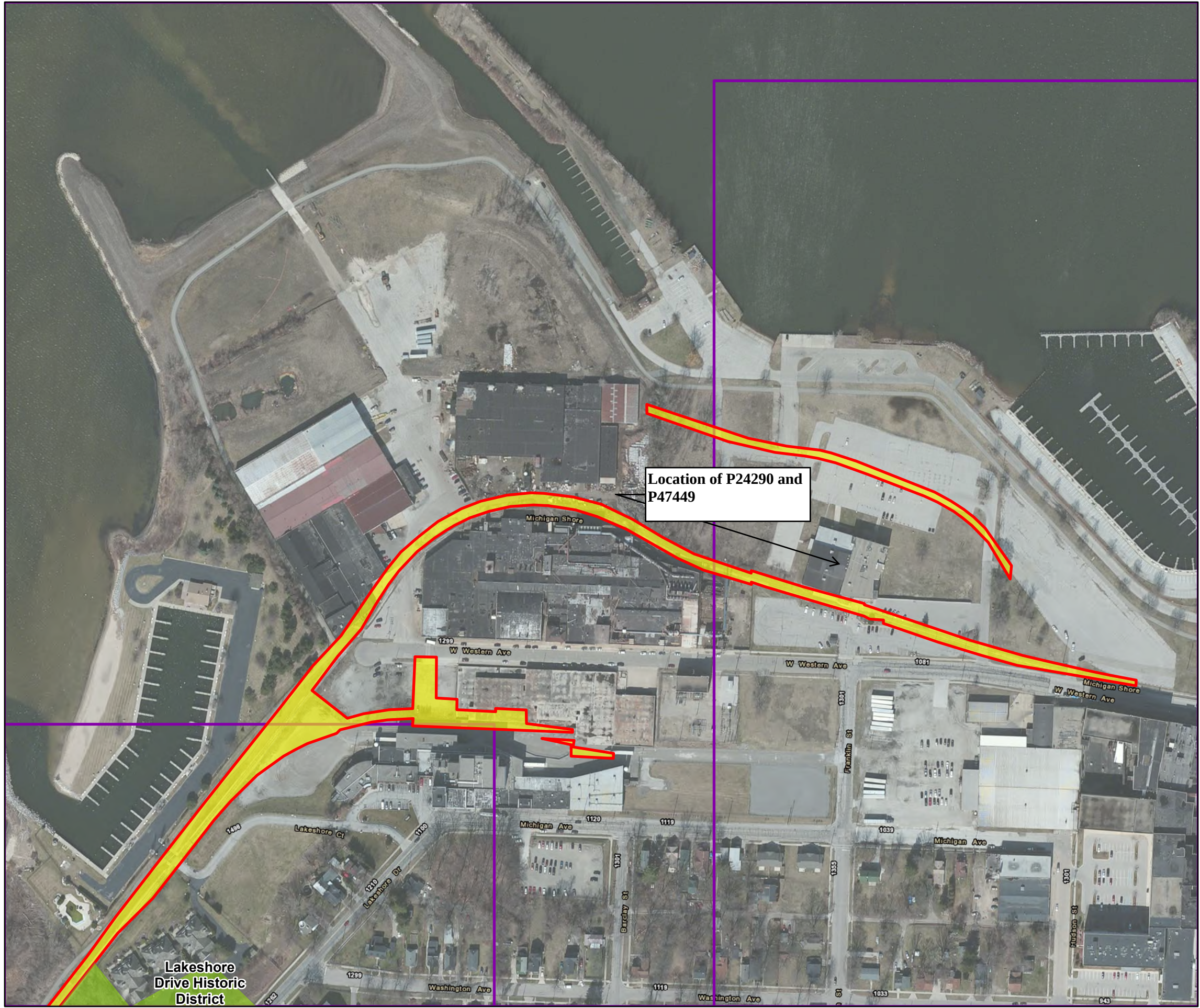


- APE
- HISTORIC DISTRICT
- PROJECT

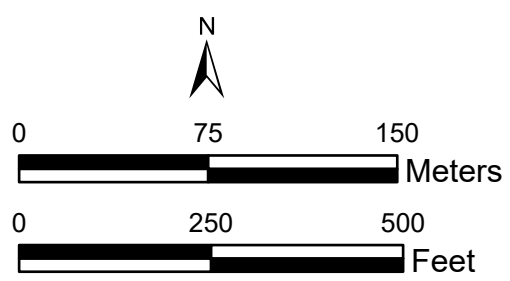


NOTE:
1. WORLD IMAGE CLARITY (BASEMAP) AND WORLD TOPOGRAPHIC (INSET)
OBTAINED FROM ESRI IMAGE SERVICE.

	CGC LINE ABANDONMENT MUSKEGON, MI
FIGURE 3-6 PROJECT APE	
Date: 7/11/2023	

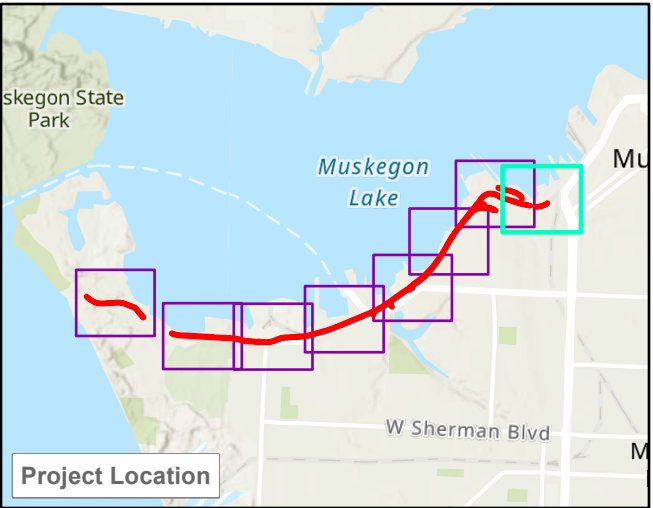
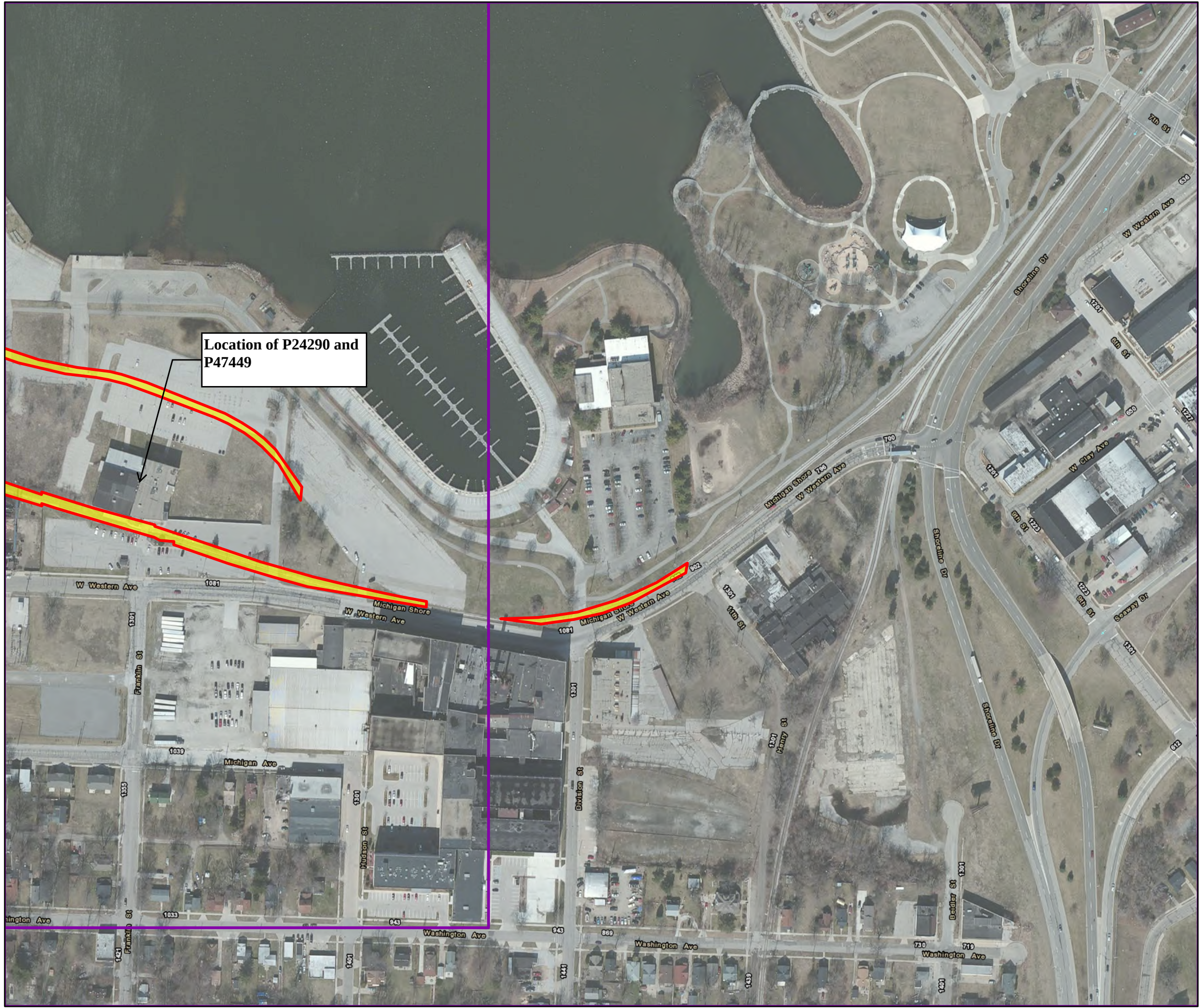


- APE
- HISTORIC DISTRICT
- PROJECT

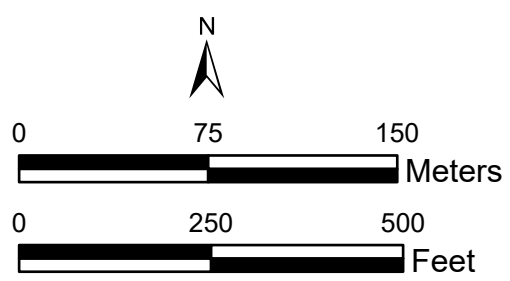


NOTE:
1. WORLD IMAGE CLARITY (BASEMAP) AND WORLD TOPOGRAPHIC (INSET)
OBTAINED FROM ESRI IMAGE SERVICE.

	CGC LINE ABANDONMENT MUSKEGON, MI
FIGURE 3-7 PROJECT APE	
Date: 7/11/2023	



■ APE
■ PROJECT

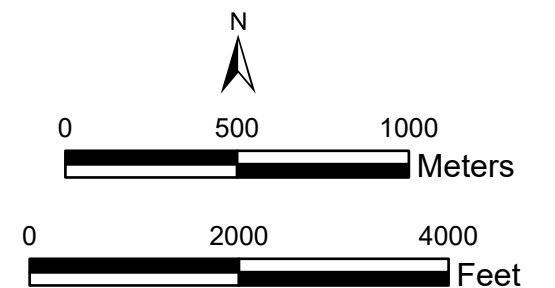


NOTE:
1. WORLD IMAGE CLARITY (BASEMAP) AND WORLD TOPOGRAPHIC (INSET)
OBTAINED FROM ESRI IMAGE SERVICE.

	CGC LINE ABANDONMENT MUSKEGON, MI
FIGURE 3-8 PROJECT APE	
Date: 7/11/2023	



☐ APE/LOW PROBABILITY



NOTE:
1. USGS 7.5' TOPOGRAPHIC QUADRANGLES MUSKOGON EAST (1975) AND MUSKOGON WEST (1975) , MICHIGAN. OBTAINED FROM ESRI IMAGE SERVICE.

Attachment III.a.ii – Site Photographs

Project Photographs

CSX CGC Line Abandonment Project
Muskegon County, Michigan
(Images taken from Google Earth)

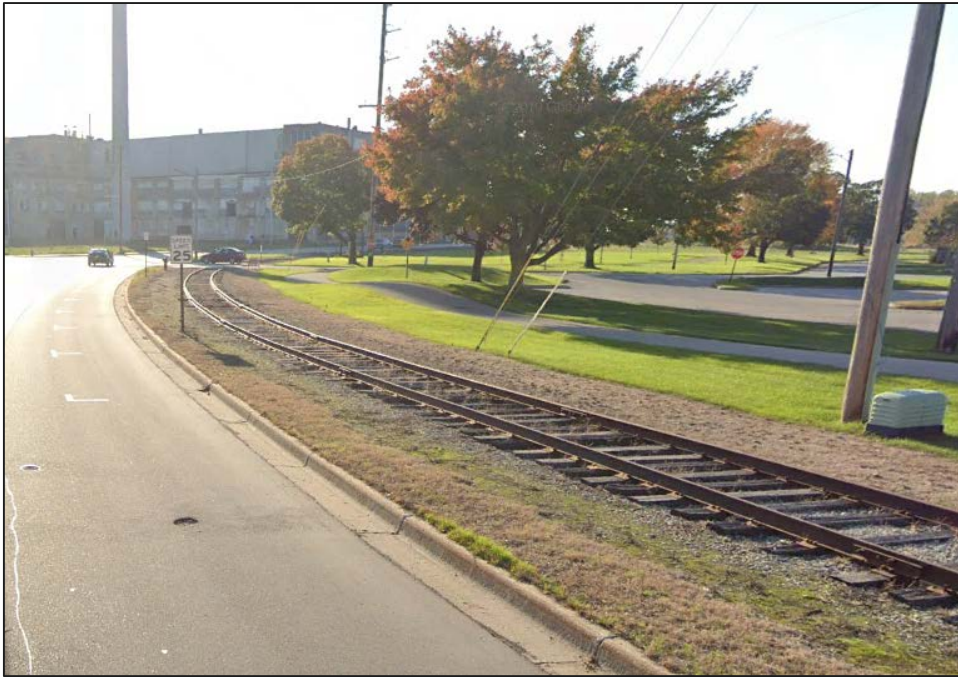


Photo: 1

Description:

Overview of Project, from eastern terminus

Location:

Muskegon County, Michigan

Direction:

Southwest



Photo: 2

Description:

Overview of Project from intersection of W Western Avenue and Franklin Street, Buildings correspond with architectural resources: P24290 (left) and P47449 (right)

Location:

Muskegon County, Michigan

Direction:

North

Project Photographs

CSX CGC Line Abandonment Project
Muskegon County, Michigan
(Images taken from Google Earth)



Photo: 3

Description:

Overview of Project from the end W Western Avenue. Most extant buildings in the vicinity date to circa 1965 or later; the industrial building pictured was constructed between 1980 and 2005. No buildings are located within the APE.

Location:

Muskegon County, Michigan

Direction:

Southeast



Photo: 4

Description:

Overview of Project from the end W Western Avenue

Location:

Muskegon County, Michigan

Direction:

Southwest

Project Photographs

CSX CGC Line Abandonment Project
Muskegon County, Michigan
(Images taken from Google Earth)



Photo: 5

Description:

Overview of Project from Lakeshore Drive, access to Project. The circa-1975 building on the left is outside of the APE.

Location:

Muskegon County, Michigan

Direction:

North

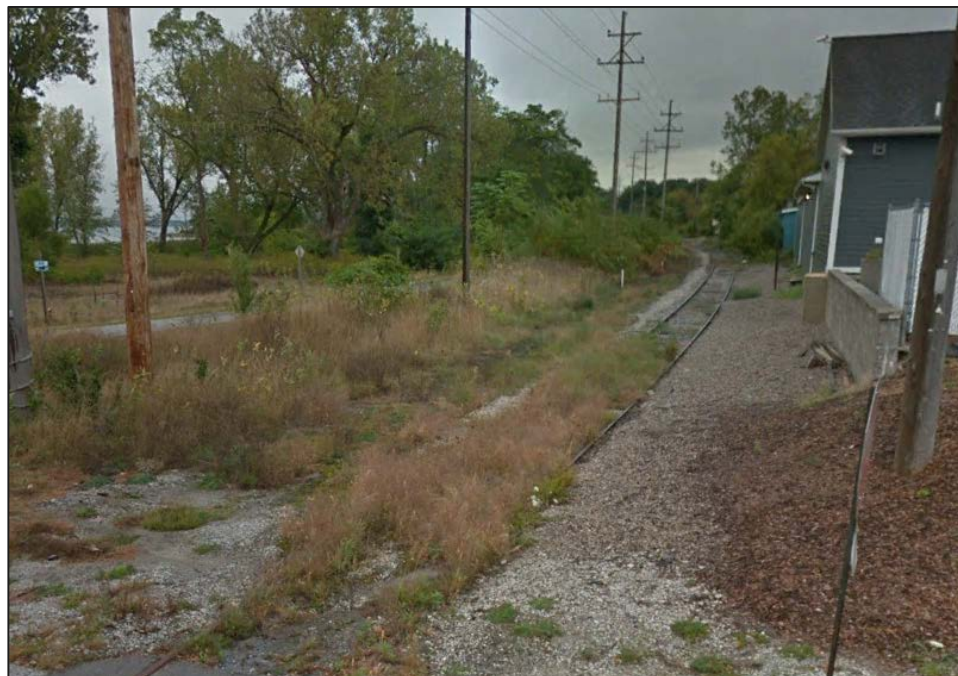


Photo: 6

Description:

Overview of Project from Estes Street. The circa-1980 building visible on the right is outside of the APE. Estes Street northwest of the railroad was constructed circa 1997.

Location:

Eaton County, Michigan

Direction:

Northeast

Project Photographs

CSX CGC Line Abandonment Project
Muskegon County, Michigan
(Images taken from Google Earth)



Photo: 7

Description:

Overview of Project from Estes Street. The circa-1970 buildings visible on the left are outside of the APE. The warehouses in the distance were constructed circa 1990 and are also outside of the APE.

Location:

Muskegon County, Michigan

Direction:

Southwest



Photo: 8

Description:

Overview of Project from intersection of Lakeshore Drive and Lincoln Street

Location:

Muskegon County, Michigan

Direction:

Northeast

Project Photographs

CSX CGC Line Abandonment Project
Muskegon County, Michigan
(Images taken from Google Earth)



Photo: 9

Description:

Project Overview from the intersection of Cottage Grove Street and Lakeshore Drive

Location:

Muskegon County, Michigan

Direction:

East

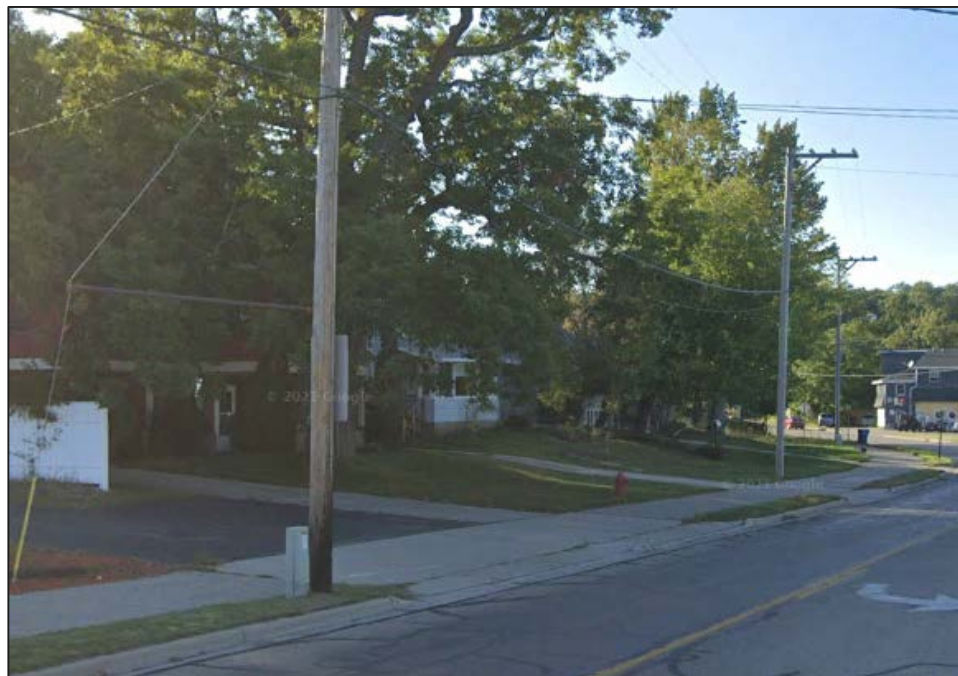


Photo: 10

Description:

Project Overview from Lakeshore Drive. No houses or other buildings are located within the APE.

Location:

Muskegon County, Michigan

Direction:

Northwest

Project Photographs

CSX CGC Line Abandonment Project
Muskegon County, Michigan
(Images taken from Google Earth)



Photo: 11

Description:

Project Overview from Lakeshore Drive (western terminus). No houses or other buildings are located within the APE.

Location:

Muskegon County, Michigan

Direction:

Southeast



Photo: 12

Description:

Project Overview from Lakeshore Drive (western terminus). No houses or other buildings are located within the APE.

Location:

Muskegon County, Michigan

Direction:

Northwest

Attachment IV.b.i.A – MISHPO Architectural Properties Form

Michigan SHPO Architectural Properties Identification Form

Property Overview and Location



Street Address	N/S Lakeshore Drive and Western Avenue b/w Cottage Grove and 11th Street		
City/Township, State, Zip Code	Muskegon, Michigan, 49441		
County	Muskegon		
Assessor's Parcel #			
Latitude/Longitude (to the 6 th decimal point)	Lat:	Long:	
Ownership	Private ☒	Public-Local ☐	Public-State ☐ Public-Federal ☐ Multiple ☐

Property Type

(Insert primary photograph below.)

Building ☐ select sub-type below	Structure ☒
Commercial ☐	Object ☐
Residential ☐	
Industrial ☐	
Other ☐	



Architectural Information

Construction Date	b/w c. 1875 and c. 1880
Architectural Style	n/a
Building Form	n/a
Roof Form	n/a
Roof Materials	n/a
Exterior Wall Materials	n/a
Foundation Materials	n/a
Window Materials	n/a
Window Type	n/a
Outbuildings	Yes ☐ No ☒
Number/Type:	

Eligibility

Individually Eligible	Criterion A ☐	Criterion B ☐	Criterion C ☐	Criterion D ☐
Criteria Considerations:	a. ☐ b. ☐ c. ☐ d. ☐ e. ☐ f. ☐ g. ☐			
Component of a Historic District	Contributing to a district ☐	Non-contributing to a district ☐	Historic District Name:	
Not Eligible ☒				
Area(s) of Significance	Transportation: Railroad			
Period(s) of Significance	c. 1875 – c. 1945			
Integrity – Does the property possess integrity in all or some of the 7 aspects?				
Location ☒	Design ☒	Materials ☒	Workmanship ☐	Setting ☐ Feeling ☐ Association ☐
General Integrity:	Intact ☐	Altered ☒	Moved ☐	Date(s):
Historic Name	Chicago & Michigan Lakeshore Railroad branch line; Pere Marquette Railroad branch line;			
Current/Common Name				
Historic/Original Owner	Chicago & Michigan Lake Shore Railroad (C&MLS)			
Historic Building Use	Railroad			
Current Building Use	Not In Use			
Architect/Engineer/Designer	Unknown			
Builder/Contractor	Unknown			

Survey Date	Recorded By	Agency Report #
-------------	-------------	-----------------

For SHPO Use Only	SHPO Concurrence?: Y / N	Date:
-------------------	--------------------------	-------

Narrative Architectural Description

Provide a detailed description of the property, including all character defining features and any accessory resources.

The abandoned branch line of the former C&MLS between Muskegon and Bluffton/Laketon was constructed between circa 1875 and circa 1880. For the majority of the route, the resource is a single-track railroad spur that occasionally splits into a main and siding track as it travels along the Muskegon Lake shoreline on the north side of Lakeshore Drive and, at the east end, Western Avenue. While historically the spur terminated at the Laketon neighborhood in present-day Pere Marquette Park, those tracks were removed in 1938, and the current western terminus is located near the intersection of Lakeshore Drive and Cottage Grove Street. The railroad branch corridor crosses Ruddiman Creek over a timber stringer trestle open deck bridge approximately 42 feet long. While the construction date is unknown, the bridge is likely older than 50 years old. While the railroad corridor likely traverses other minor drainages, ditches, etc., water is conveyed beneath the railroad via common culverts, and no other associated structures are present.

History of the Resource

Provide information on previous owners, land use, construction and alteration dates in a narrative format. This is required for all intensive level surveys and designation and recommended for other identification efforts.

The branch line between Muskegon and Bluffton was constructed between c. 1875 and c. 1880, likely by the C&MLS. The railroad branch does not appear on the 1873 Muskegon County atlas, but is shown as completed between W. Western Avenue and McCracken Street on the 1877 Atlas of Muskegon County (Beers and Co. 1877). The branch line was completed to Bluffton by 1882, and is depicted as such on the 1900 Atlas of Muskegon County (Page & Co. 1882; Beers and Co. 1900). The C&MLS was consolidated into the Chicago and West Michigan Railroad in 1881 (Ivey 1919). By 1900, the Chicago and West Michigan Railroad merged with the Flint & Pere Marquette Railroad and the Detroit, Grand Rapids & Western Railroad to form the Pere Marquette Railroad. The railroad branch provided a connection between the main line of the C&MLS /Pere Marquette Railroad; the industrial properties along the south shore of Muskegon Lake, including the Central Paper Company mills, and Port Sherman at Laketon. It also transported people to Lake Michigan Park, later Pere Marquette Park, at the western terminus of the line at Bluffton. After 1938, the railroad tracks were removed between Pere Marquette Park at Bluffton and Cottage Grove Street. The railroad branch continues to operate into the twenty-first century, primarily connecting the paper mill to the main line. In 2009, the paper mill permanently closed, and the railroad branch became largely inactive and used primarily to store rail cars (Moore 2022).

Statement of Significance/Recommendation of Eligibility

Provide a detailed explanation of the property's eligibility for the National Register, including an evaluation under at least one of the four criteria, discussion of the seven aspects of integrity, and recommendations about eligibility. This is required for all properties.

Eligibility Evaluation under NRHP Criteria

The former C&MLS/Pere Marquette Railroad branch line between Muskegon and Bluffton provided a link between the main line, the industrial properties along the south side of Muskegon Lake, Lake Michigan Park, and Port Sherman. While the branch line is associated in a broad sense with rail transportation in Michigan and Muskegon County, it does not represent a significant railroad corridor within the state, did not establish a new railroad or dominant railroad connection between significant resources, and did not provide a critical link or junction between two or more important railroad corridors. While the port at Port Sherman/Laketon was important in shipping lumber from Muskegon to other markets, the branch railroad does not appear to have been a critical component of the port, and other railroads and other ports are considered to be more critical to the shipment of commodities. Therefore, the former C&MLS branch line between Muskegon and Bluffton is recommended not eligible for NRHP listing under Criterion A.

No evidence was uncovered that any individuals significant in local, regional, or national history are directly associated with the branch line, and therefore, the resource is recommended not eligible for NRHP listing under Criterion B.

The branch line between Muskegon and Bluffton is an example of a typical single-track railroad with occasional sidings, serving a largely industrial corridor in Michigan. Its construction did not constitute a major civil engineering undertaking of the time, and it did not represent the evolving technology of railroad transportation. Further, few associated structures remain along the branch line, as the rails and stations at the western terminus have been removed, and industrial properties once served by the line have been demolished. While the timber stringer trestle bridge that carries the line over Ruddiman Creek is likely more than 50 years old, it is likely a mid-twentieth-century replacement for an earlier bridge. As such, the branch line between Muskegon and Bluffton is recommended not eligible for NRHP listing under Criterion C.

Architectural resources are not typically evaluated under Criterion D. To be eligible under this criterion, the resource would need to provide valuable, previously unknown information on some aspect of history. The former C&MLS branch line is a common, well-known, and ubiquitous type of resource and as such is recommended not eligible under Criterion D.

Assessment of Integrity

The former C&MLS branch line between Muskegon and Bluffton appears to be located within its original corridor, with the exception of the segment between Port Sherman/Laketon/Pere Marquette Park and Cottage Grove Street, which was removed after 1938. As the extant portion of the branch line remains in its original location, the branch line retains its integrity of location. According to historic atlas and United States Geographical Survey (USGS) maps, the branch line once featured several spurs and siding tracks that served industrial properties, ports, and stations along the corridor. Today, most of these spurs and sidings have been removed, as have the associated industrial properties and stations, though the primary form of the branch line is largely intact. As such, the branch line retains some integrity of design, though it is significantly diminished. The branch line has likely undergone routine rail and tie replacements with in-kind materials and other maintenance since its construction, and does not retain its integrity of original materials. Further, the extant branch line appears to be in deteriorating condition and as such, does not retain its integrity of workmanship. The branch line historically traveled along the south shoreline of Lake Muskegon between lumber, paper, and industrial properties on its way to Port Sherman/Laketon and Lake Michigan Park. Most of these industrial properties have been demolished. As such, the setting of the branch line has changed from one of primarily industrial surroundings to largely vacant or redeveloped land. As such, the branch line no longer retains integrity of setting. The branch line between Muskegon and Bluffton was constructed between c. 1875 and c. 1880 to serve as a connection between Port Sherman/Laketon, the industrial properties along the south shore of Muskegon Lake, and the main railroad line, as well as a connection to Lake Michigan/Pere Marquette Park and other recreation on the Lake Michigan beaches. Due to the loss of the branch's connection to Port Sherman/Laketon and Pere Marquette Park, as well as the demolition of the associated industrial properties along the corridor, the branch line no longer retains its integrity of feeling or association.

References

List references used to research and evaluate the individual property.

Beers and Co. 1877. Michigan, Muskegon County 1877.

<https://historicmapworks.com/Atlas/US/7629/Muskegon+County+1877/> Date accessed 5/24/2023.

Beers and Co. 1900. Laketon Township, Muskegon Township. From Muskegon County 1900, Michigan.

<https://historicmapworks.com/Map/US/20870/Laketon+Township++Muskegon+Township/Muskegon+County+1900/Michigan/> Date accessed 5/24/2023.

Ivey, Paul. 1919. The Pere Marquette Railroad Company. Michigan Historic Commission, Lansing, Michigan.

Moore, Lynn. 2022. "Nearly \$2M purchase of rail line by Muskegon to spur development of old paper mill site." MLive.com. Electronic article, <https://www.mlive.com/news/muskegon/2021/12/nearly-2m-purchase-of-rail-line-by-muskegon-to-spur-development-of-old-paper-mill-site.html>. Date accessed 6/12/2023.

Page, H.R. & Co. 1882. History of Muskegon County, Michigan. H.R. Page & Co., Chicago, Illinois..

Project Footprint

Chicago & Michigan Lake Shore Railroad Branch
Muskegon County, Michigan



1900 Atlas of Muskegon County, Michigan

Chicago & Michigan Lake Shore Railroad Branch
Muskegon County, Michigan



Source: Beers & Company, Atlas of Muskegon County, Michigan. Chicago, (1900).

1936 Lake Harbor Quad USGS Map

Chicago & Michigan Lake Shore Railroad Branch
Muskegon County, Michigan



Source: USGS, Lake Harbor Quad Map, 1:62500. Reston, Virginia. Chicago, (1936).



APPLICATION FOR SHPO SECTION 106 CONSULTATION

Submit one application for each project for which comment is requested. Consult the *Instructions for the Application for SHPO Section 106 Consultation Form* when completing this application.

Mail form, all attachments, and check list to: Michigan State Historic Preservation Office, 300 North Washington Square, Lansing, MI 48913

I. GENERAL INFORMATION

☐ New submittal

☒ More information relating to SHPO ER# **ER22-802**

☐ Submitted under a Programmatic Agreement (PA)

PA Name/Date: *PA name/date, if applicable*

- a. **Project Name:** CSX CGC Line Abandonment Project
- b. **Project Municipality:** Muskegon
- c. **Project Address (if applicable):** roughly follows Lakeshore Drive along Muskegon Lake
- d. **County:** Muskegon

II. FEDERAL AGENCY INVOLVEMENT AND RESPONSE CONTACT INFORMATION

- a. **Federal Agency:** Surface Transportation Board (Office of Environmental Analysis)
Contact Name: Adam A Assenza or Alan Tabachnick
Contact Address: 395 E St. SW **City:** Washington **State:** DC **Zip:** 20423
Email: Adam.Assenza@stb.gov, Alan.Tabachnick@stb.gov
Specify the federal agency involvement in the project: Application for an abandonment exemption under 49 CFR part 1152 subpart F. This is currently filed with the Surface Transportation Board as Docket No. AB 55 (Sub-No. 807X)
- b. **If HUD is the Federal Agency:** 24 CFR Part 50 ☐ or Part 58 ☐
Responsible Entity (RE): NA
Contact Name: NA
Contact Address: NA **City:** NA **State:** NA **Zip:** NA
RE Email: NA **Phone:** NA
- c. **State Agency Contact (if applicable):** NA
Contact Name: NA
Contact Address: NA **City:** NA **Zip:** NA
Email: NA **Phone:** NA
- d. **Applicant (if different than federal agency):** CSX Transportation, Inc
Contact Name: Coley J. Campbell, PG
Contact Address: 500 Water Street **City:** Jacksonville **State:** FL **Zip:** 32202
Email: Coley_J_Campbell@csx.com **Phone:** 904-279-3923
- e. **Consulting Firm (if applicable):** Arcadis US, Inc
Contact Name: Crista M. Haag
Contact Address: 4665 Cornell Road, Suite 200 **City:** Cincinnati **State:** Ohio **Zip:** 45241
Email: crista.haag@arcadis.com **Phone:** 513-985-8012

III. PROJECT INFORMATION

- a. **Project Location and Area of Potential Effect (APE)**



APPLICATION FOR SHPO SECTION 106 CONSULTATION

- i. **Maps.** Please indicate all maps that will be submitted as attachments to this form.
 - ☒ Street map, clearly displaying the direct and indirect APE boundaries
 - ☐ Site map
 - ☒ USGS topographic map Name(s) of topo map(s):
 - ☒ Aerial map
 - ☐ Map of photographs
 - ☐ Other:
- ii. **Site Photographs** see Attachment III.a.ii
- iii. **Describe the APE:**
The APE is defined as the 14.2-acre project footprint.
- iv. **Describe the steps taken to define the boundaries of the APE:**
Arcadis considered both direct and indirect impacts for development of the APE. Arcadis considered all areas of the project that would be subjected to ground disturbance totaling 14.2 acres. These land requirements necessary for the track removal, temporary workspace and access are all located within the CSX Transportation, Inc (CSXT) right of way (ROW).

Because the Project involves the abandonment of the existing rail line along with the removal of existing tracks, there will be no new above ground construction or removal of any structures associated with the rail line, impacts to the viewshed (indirect APE) are considered minimal and temporary. Therefore, the APE was limited to the 14.2-acre project footprint.

b. **Project Work Description**

Describe all work to be undertaken as part of the project:

CSXT is abandoning approximately 3.81 miles of their existing rail line that runs between mile posts CGCS 56.35 to CGCS 60.16 on the South Horn Spur in Muskegon, Muskegon County, Michigan (Project). Abandonment activities will include the removal of the rail, crossties, and possibly the upper layer of ballast. CSXT does not anticipate disturbing any sub grade or sub grade structures. Ground disturbance will be limited to surficial and near surface soils. One existing rail bridge is located within the CSX ROW, however, it will not be removed or modified during the abandonment. Finally, the operations and maintenance of the rail line will cease. In addition, CSXT plans to sell a 2-mile portion of the existing rail line from mile posts CGCS 56.35 to CGCS 58.35 to the City of Muskegon for trail use through the National Trails System Act of 1968, as amended.

The overall Project totals 14.2 acres and includes CSXT ROW along with track removal, temporary workspace and access. The CSX ROW varies in width from 14 feet to 152 feet and averages 34 feet in width. It is being permitted through the Surface Transportation Board.

IV. IDENTIFICATION OF HISTORIC PROPERTIES

a. **Scope of Effort Applied**

- i. **List sources consulted for information on historic properties in the project area** (including but not limited to SHPO office and/or other locations of inventory data).

Arcadis conducted background research for the Project by requesting cultural data files from the MISHPO. The purpose of the background research was to identify previously recorded cultural resources within or adjacent to the Project APE. Information collected included archaeological sites, architectural and historical resources, National Register of Historic Places (NRHP) properties and cultural resources surveys. The information provided included all known cultural resources and surveys located within a 1-mile radius of the APE.



APPLICATION FOR SHPO SECTION 106 CONSULTATION

From the MISHPO files, there are 28 NRHP-eligible or listed architectural properties, six NRHP-eligible or listed historic districts, six historic districts (not eligible or unevaluated), 40 architectural and historical resources, 12 archaeological sites and five archaeological surveys within one mile of the APE. None of these known cultural resources and surveys are within the APE. However, two archaeological sites, four architectural resources and one NRHP-eligible historic district are adjacent to the APE.

The two archaeological sites (20MU27/20MU28) and two of the architectural resources (P24290 and P47449) are located north of W. Western Avenue adjacent to the northern portion of the APE. Sites 20MU27 and 20MU28 are both recorded based on historical references. Site 20MU27 is the possible location of a circa 1833 trading post owned by George Campau and site 20MU28 also operated as a trading post around the same time period and was owned by Joseph Troutier.

P24290 and P47449 are two architectural resources adjacent to one another. P24290 is the Hartshorn Curtain Roller Company. This factory is a complex of brick and frame, functional, industrial vernacular structures with regular fenestration and no styling or detailing. The first building was constructed in 1885, and other structures were added over several years. According to the MISHPO individual property report, it is considered eligible for listing in the NRHP by the MISHPO because the Hartshorn Curtain Roller Company brought modern manufacturing methods to Muskegon and also for its association with a community leader (Stewart Hartshorn). It appears from the site files, that there has not been a formal evaluation of this resource. P47449 is a recorded building within the MISHPO site files, but there is no additional information recorded on the inventory form other than it needs further evaluation.

The other two architectural resources (P61594 and P61596) are bridges over Ruddiman Creek, just south of the APE. P61594 is a stone arch bridge constructed circa 1890 for Lake Shore Drive and P61596 is a circa-1911 reinforced concrete pedestrian bridge. Both resources were last recorded in 1975 and are unevaluated for listing in the NRHP. The Lake Shore Drive bridge over Ruddiman Creek (P61594) was reconstructed in 1986, though recent photographs reveal that the stone arch is extant. The superstructure of the bridge was further renovated in 2019. The pedestrian bridge (P61596) appears to be extant. The final resource adjacent to the APE is the NRHP-eligible Lakeshore Drive Historic District. According to the MISHPO individual property report, the MISHPO considers this district NRHP-eligible, but it has not been formally evaluated for listing. There is no additional information in the MISHPO site files on this district. The APE roughly corresponds to the northwest boundary of the district from Schuyler Street to W. Southern Avenue. A preliminary review revealed that the Lakeshore Drive Historic District is a residential district with the majority of homes built between circa 1880 and 1950, though some modern infill has also been constructed within the district. The properties represent various architectural styles and levels of integrity, with the Queen Anne and Craftsman styles being the most prevalent. The district does not appear to include the railroad nor contain any properties historically associated with the railroad.

In addition to the site file check, Arcadis reviewed historic background data from the combined environmental and historic report for the Project (CSXT 2022) along with historic-era mapping. According to CSXT (2022), the existing rail line was a spur track located off the Lake Shore and Michigan Southern Railway. However, a review of historic-era mapping indicates that the existing



APPLICATION FOR SHPO SECTION 106 CONSULTATION

rail line was a spur track associated with the Chicago and Michigan Lake Shore Railroad (C&MLS) and then at a later date with the Pere Marquette Railroad (F.W. Beers and Co. 1877, 1900). From F.W. Beers and Co. (1877, 1900), it also appears the spur track from W. Western Avenue heading south/southwest to roughly McCracken Street was constructed before the portion from McCracken Street west to the Project terminus around Pigeon Hill. The latter portion does not appear on the 1877 atlas, but it does appear on the 1900 atlas.

The C&MLS was in operation in Michigan from 1869 to 1878. It consisted initially of a 27-mile line between New Buffalo and St. Joseph, which opened on February 1, 1870 (Ivey 1919). The line was extended to Grand Junction, Montague and Pentwater in 1871 and 1872. C&MLS directly owned the New Buffalo–Holland and Muskegon–Pentwater sections, but only had running rights from the Michigan Lake Shore Railroad (MLS) over the Holland–Muskegon section (Ivey 1919). In 1872 and 1873, C&MLS constructed the Holland–Grand Rapids branch line and the Muskegon–Big Rapids branch line (Michigan Railroad Commission 1878). Due to failing revenues and debt, the C&MLS was consolidated into the Chicago and West Michigan Railroad in 1881 (Ivey 1919). By 1900, there was a merger of three Michigan Railroad Companies (Flint & Pere Marquette Railroad, Detroit, Grand Rapids & Western Railroad, Chicago and West Michigan Railroad) to form Pere Marquette Railroad. The Pere Marquette Railroad was in operation until 1947 when it merged with the C&O Railroad. The C&O Railroad was acquired by CSXT around 1987 (Ivey 1919).

CSXT (2022) indicates that there is one bridge that may be older than 50 years old. The bridge is a timber open deck bridge that spans approximately 42 feet over the inlet that leads to the Ruddiman Lagoon. The construction date is unknown.

References

CSXT. 2022. *Combined Environmental and Historic Report (49 C.F.R. 1105.7 and 1105.8)*. Prepared by CSXT. Prepared for Surface Transportation Board Docket No. AB-55 (Sub-No. 807X).

F. W. Beers and Co. 1877. *Michigan, Muskegon County 1877*.
<https://historicmapworks.com/Atlas/US/7629/Muskegon+County+1877/> Date accessed 5/24/2023.

F. W. Beers and Co. 1900. Laketon Township, Muskegon Township. From *Muskegon County 1900, Michigan*.
<https://historicmapworks.com/Map/US/20870/Laketon+Township++Muskegon+Township/Muskegon+County+1900/Michigan/> Date accessed 5/24/2023.

Ivey, Paul. 1919. *The Pere Marquette Railroad Company*. Michigan Historic Commission, Lansing, Michigan.

Michigan Railroad Commission. 1878. Annual Report.



APPLICATION FOR SHPO SECTION 106 CONSULTATION

- ii. Provide documentation of previously identified sites as attachments.
- iii. **Provide a map** showing the relationship between the previously identified properties and sites, your project footprint and project APE. See Attachment III.a.i, Figures 3.1 to 3.8
- iv. Have you reviewed existing site information at the SHPO: ☒ Yes ☐ No
- v. Have you reviewed information from non-SHPO sources: ☒ Yes ☐ No

b. Identification Results

i. Above-ground Properties

- A. Attach the appropriate Michigan SHPO Architectural Identification Form for each resource or site 50 years of age or older in the APE. Refer to the *Instructions for the Application for SHPO Section 106 Consultation Form* for guidance on this.

See Attachment IV.b.i,A

- B. **Provide the name and qualifications of the person who made recommendations of eligibility for the above-ground identification forms.**

Name Tegan Baiocchi **Agency/Consulting Firm:** Arcadis US, Inc

Is the individual a 36CFR Part 61 Qualified Historian or Architectural Historian ☒ Yes ☐ No

Are their credentials currently on file with the SHPO? ☒ Yes ☐ No

If NO attach this individual's qualifications form and resume.



APPLICATION FOR SHPO SECTION 106 CONSULTATION

Archaeology (complete this section if the project involves temporary or permanent ground disturbance)

Submit the following information using attachments, as necessary.

A. Attach Archaeological Sensitivity Map.

See Attachment III.a.i, Figure 4

B. Summary of previously reported archaeological sites and surveys:

There are 12 archaeological sites and five archaeological surveys within one mile of the APE. None of these known archaeological sites or surveys are within the APE. Two archaeological sites (20MU27 and 20MU28) are to the north of W. Western Avenue adjacent to the northern portion of the APE.

C. Town/Range/Section or Private Claim numbers: T10N/R17W/25, 33-36

D. Width(s), length(s), and depth(s) of proposed ground disturbance(s): The Project footprint totals 14.2 acres in size and roughly corresponds with the 3.81-mile existing rail line ROW. The proposed ROW width ranges from 14 feet to 152 feet with an average width of 34 feet. CSXT does not anticipate disturbing any sub grade or sub grade structures. Ground disturbance is anticipated to disturb only surficial to near surface deposits. All of the proposed ground disturbing work will take place within the existing rail line ROW. Proposed access and temporary workspace will use paved and/or graveled areas.

E. Will work potentially impact previously undisturbed soils? ☐ Yes ☒ No

If YES, summarize new ground disturbance:

F. Summarize past and present land use:

The APE historically has been used as an active rail line since at least the late 1800s. This use has remained consistent until present day. When the rail line is abandoned, it will be used as part of a trail system.

Construction of the rail line in the late 1800s likely caused ground disturbance due to cut and fill activities (CSXT 2022). In addition, a review of historic-era and USGS topographic mapping indicates that the shoreline of Muskegon Lake has been modified and built up over time. Because of this disturbance, most of the soils within the APE are recorded as Oxyaquic Udipsamments-Urban land complex, nearly level (Web Soil Survey 2023). Udipsamments and urban land soils are often associated with areas that have been excavated or filled for construction projects.

References

Web Soil Survey. 2023. Soil Survey Staff, Natural Resources Conservation Service, United States Department of Agriculture. Web Soil Survey. Available online at the following link: <http://websoilsurvey.sc.egov.usda.gov/>. Accessed [5/24/2023].

G. Potential to adversely affect significant archaeological resources:

☒ Low ☐ Moderate ☐ High

For moderate and high potential, is fieldwork recommended? ☐ Yes ☐ No

Briefly justify the recommendation:

Not applicable

H. Has fieldwork already been conducted? ☐ Yes ☒ No

If YES:

☐ Previously surveyed; refer to A. and B. above.



APPLICATION FOR SHPO SECTION 106 CONSULTATION

☐ Newly surveyed; attach report copies and provide full report reference here:

[Full report reference](#)

I. **Provide the name and qualifications of the person who provided the information for the Archaeology section:**

Name: Crista M. Haag **Agency/Firm:** Arcadis, US Inc

Is the person a 36CFR Part 61 Qualified Archaeologist? ☒ Yes ☐ No

Are their credentials currently on file with the SHPO? ☒ Yes ☐ No

If NO, attach this individual's qualifications form and resume.

Archaeological site locations are legally protected.

This application may not be made public without first redacting sensitive archaeological information.

V. IDENTIFICATION OF CONSULTING PARTIES

a. **Provide a list of all consulting parties**, including Native American tribes, local governments, applicants for federal assistance/permits/licenses, parties with a demonstrated interest in the undertaking, and public comment:

U.S. Army Corps of Engineers; U.S. Fish and Wildlife Service, National Geodetic Survey, The City of Muskegon, Michigan Department of Environment (MDE), Great Lakes, and Energy (EGLE) - State Coastal Zone Management Agency, MDE EGLE Water Resources Division, Muskegon County Water Resources Commission, Miami Tribe of Oklahoma, Sault Ste. Marie Tribe of Chippewa Indians, Michigan; Little River Band of Ottawa Indians, Michigan; Little Traverse Bay Bands of Odawa Indians, Michigan; Red Lake Band of Chippewa Indians, Minnesota; Menominee Indian Tribe of Wisconsin; and the Lac du Flambeau Band of Lake Superior Chippewa Indians of the Lac du Flambeau Reservation of Wisconsin.

b. **Provide a summary of consultation with consultation parties:**

Comments were received and noted in the Environmental Assessment

c. **Provide summaries of public comment and the method by which that comment was sought:**

All agency comments have been satisfied

VI. DETERMINATION OF EFFECT

Guidance for applying the Criteria of Adverse Effect can be found in the *Instructions for the Application for SHPO Section 106 Consultation Form*.

a. **Basis for determination of effect:**

The purpose of this document is to initiate Section 106 consultation for the Project. Based on the cultural resources desktop study, there is considered to be a low probability of identifying archaeological resources within the APE due to the existing rail line corridor being previously disturbed, that proposed ground disturbance will be limited to surface and near surface soils and that there are no known archaeological sites within the APE. As a result, the Project should not affect archaeological properties and no further archaeological work is recommended.

Further, a cultural resources desktop review of the existing railroad revealed that it was historically a branch line likely constructed by the C&MLS to connect Port Sherman/Laketon and several industrial properties along the south shore of Lake Muskegon to the C&MLS main line. The branch line, which was later consolidated with the rest of the C&MLS into the Pere Marquette Railroad, does not appear to have been a significant, dominant, or critical railroad component, it is not associated with any significant individuals, and does not represent a major civil engineering undertaking of the time. Further, most structures and properties associated with the history of the branch line, including stations and industrial properties, are no longer extant, and the rails connecting the branch to Port Sherman/Laketon have also been removed. As such, the branch line is recommended not eligible for



APPLICATION FOR SHPO SECTION 106 CONSULTATION

NRHP listing under any criteria. The branch line also does not retain its integrity of design, workmanship, setting, feeling, or association due to the removal of segments of ties and rails, as well as the loss of associated properties and connections.

b. **Determination of effect**

☒ **No historic properties will be affected** or

☐ **Historic properties will be affected** and the project will (check one):

☐ have **No Adverse Effect** on historic properties within the APE.

☐ have an **Adverse Effect** on one or more historic properties in the APE and the federal agency, or federally authorized representative, will consult with the SHPO and other parties to resolve the adverse effect under 800.6.

☐ **More Information Needed:** We are initiating early consultation. A determination of effect will be submitted to the SHPO at a later date, pending results of survey.

Federally Authorized Signature: _____ Date: _____

Type or Print Name: _____

Title: _____



APPLICATION FOR SHPO SECTION 106 CONSULTATION

ATTACHMENT CHECKLIST

Identify any materials submitted as attachments to the form:

☐ Additional federal, state, local government, applicant, consultant contacts

☒ Maps of project location

Number of maps attached: 4 figure sets, 11 pages total

☒ Site Photographs

☐ Map of photographs

☐ Plans and specifications

☐ Other information pertinent to the work description: [Identify the type of materials attached](#)

☒ Documentation of previously identified historic properties

☐ Architectural Properties Identification Forms

☒ Map showing the relationship between the previously identified properties, your project footprint, and project APE

☐ Above-ground qualified person's qualification form and resume

☒ Archaeological sensitivity map

☐ Survey report

☐ Archaeologist qualifications and resume

☐ Other: [Identify other attached materials](#)



APPLICATION FOR SHPO SECTION 106 CONSULTATION

Submit one application for each project for which comment is requested. Consult the *Instructions for the Application for SHPO Section 106 Consultation Form* when completing this application.

Mail form, all attachments, and check list to: Michigan State Historic Preservation Office, 300 North Washington Square, Lansing, MI 48913

I. GENERAL INFORMATION

☒ New submittal

☐ More information relating to SHPO ER# [SHPO Project #](#)

☐ Submitted under a Programmatic Agreement (PA)

PA Name/Date: [PA name/date, if applicable](#)

- a. **Project Name:** CSX CGC Line Abandonment Project
- b. **Project Municipality:** Muskegon
- c. **Project Address** (*if applicable*): roughly follows Lakeshore Drive along Muskegon Lake
- d. **County:** Muskegon

II. FEDERAL AGENCY INVOLVEMENT AND RESPONSE CONTACT INFORMATION

- a. **Federal Agency:** Surface Transportation Board (Office of Environmental Analysis)
Contact Name: Adam A Assenza or Alan Tabachnick
Contact Address: 395 E St. SW **City:** Washington **State:** DC **Zip:** 20423
Email: Adam.Assenza@stb.gov, Alan.Tabachnick@stb.gov
Specify the federal agency involvement in the project: Application for an abandonment exemption under 49 CFR part 1152 subpart F. This is currently filed with the Surface Transportation Board as Docket No. AB 55 (Sub-No. 807X)
- b. **If HUD is the Federal Agency:** 24 CFR Part 50 ☐ or Part 58 ☐
Responsible Entity (RE): NA
Contact Name: NA
Contact Address: NA **City:** NA **State:** NA **Zip:** NA
RE Email: NA **Phone:** NA
- c. **State Agency Contact** (*if applicable*): NA
Contact Name: NA
Contact Address: NA **City:** NA **Zip:** NA
Email: NA **Phone:** NA
- d. **Applicant** (*if different than federal agency*): CSX Transportation, Inc
Contact Name: Coley J. Campbell, PG
Contact Address: 500 Water Street **City:** Jacksonville **State:** FL **Zip:** 32202
Email: Coley_J_Campbell@csx.com **Phone:** 904-279-3923
- e. **Consulting Firm** (*if applicable*): Arcadis US, Inc
Contact Name: Crista M. Haag
Contact Address: 4665 Cornell Road, Suite 200 **City:** Cincinnati **State:** Ohio **Zip:** 45241
Email: crista.haag@arcadis.com **Phone:** 513-985-8012

III. PROJECT INFORMATION

- a. **Project Location and Area of Potential Effect (APE)**



APPLICATION FOR SHPO SECTION 106 CONSULTATION

- i. **Maps.** Please indicate all maps that will be submitted as attachments to this form.
 - ☒ Street map, clearly displaying the direct and indirect APE boundaries
 - ☐ Site map
 - ☒ USGS topographic map Name(s) of topo map(s): [Name\(s\) of topo map\(s\)](#)
 - ☒ Aerial map
 - ☐ Map of photographs
 - ☐ Other: [Identify type\(s\) of map\(s\)](#)
- ii. **Site Photographs** see Attachment III.a.ii
- iii. **Describe the APE:**

The APE is defined as the 14.2-acre project footprint.
- iv. **Describe the steps taken to define the boundaries of the APE:**

Arcadis considered both direct and indirect impacts for development of the APE. Arcadis considered all areas of the project that would be subjected to ground disturbance totaling 14.2 acres. These land requirements included the CSXT right of way (ROW) along with track removal, temporary workspace and access.

Because the Project involves the abandonment of the existing rail line along with the removal of existing tracks, there will be no new above ground construction or removal of any structures associated with the rail line, impacts to the viewshed (indirect APE) are considered minimal and temporary. Therefore, the APE was limited to the 14.2-acre project footprint.

b. **Project Work Description**

Describe all work to be undertaken as part of the project:

CSX Transportation, Inc (CSXT) is abandoning approximately 3.81 miles of their existing rail line that runs between mile posts CGCS 56.35 to CGCS 60.16 on the South Horn Spur in Muskegon, Muskegon County, Michigan (Project). Abandonment activities will include the removal of the rail, crossties, and possibly the upper layer of ballast. CSXT does not anticipate disturbing any sub grade or sub grade structures. Any trail-related structures (e.g. bridges, trestles, culverts and tunnels) will not be removed. Finally, the operations and maintenance of the rail line will cease. In addition, CSXT plans to sell a 2-mile portion of the existing rail line from mile posts CGCS 56.35 to CGCS 58.35 to the City of Muskegon for trail use through the National Trails System Act of 1968, as amended.

The overall Project totals 14.2 acres and includes CSXT ROW along with track removal, temporary workspace and access. It is being permitted through the Surface Transportation Board.

IV. IDENTIFICATION OF HISTORIC PROPERTIES

a. **Scope of Effort Applied**

- i. **List sources consulted for information on historic properties in the project area** (including but not limited to SHPO office and/or other locations of inventory data).

Arcadis conducted background research for the Project by requesting cultural data files from the MISHPO. The purpose of the background research was to identify previously recorded cultural resources within or adjacent to the Project APE. Information collected included archaeological sites, architectural and historical resources, National Register of Historic Places (NRHP) properties and cultural resources surveys. The information provided included all known cultural resources and surveys located within a 1-mile radius of the APE.



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From the MISHPO files, there are 28 NRHP-eligible or listed architectural properties, six NRHP-eligible or listed historic districts, six historic districts (not eligible or unevaluated), 40 architectural and historical resources, 12 archaeological sites and five archaeological surveys within one mile of the APE. None of these known cultural resources and surveys are within the APE. However, two archaeological sites, four architectural resources and one NRHP-eligible historic district is adjacent to the APE.

The two archaeological sites (20MU27/20MU28) and two of the architectural resources (P24290 and P47449) are located north of W. Western Avenue adjacent to the northern portion of the APE. Sites 20MU27 and 20MU28 are both recorded based on historical references. Site 20MU27 is the possible location of a circa 1833 trading post owned by George Campau and site 20MU28 also operated as a trading post around the same time period owned by Joseph Troutier.

P24290 and P47449 are two architectural resources adjacent to one another. P24290 is the Hartshorn Curtain Roller Company. This factory is a complex of brick and frame, functional, industrial vernacular structures with regular fenestration and no styling or detailing. The first building was constructed in 1885, and other structures were added over several years. It is considered eligible for listing in the NRHP because the Hartshorn Curtain Roller Company brought modern manufacturing methods to Muskegon and also for its association with a community leader (Stewart Hartshorn). P47449 is a recorded building within the MISHPO site files, but there is no additional information recorded on the inventory form other than it needs further evaluation.

The other two architectural resources (P61594 and P61596) are bridges over Ruddiman Creek, just south of the APE. P61594 is a stone arch bridge constructed circa 1890 for Lake Shore Drive and P61596 is a circa-1911 reinforced concrete pedestrian bridge. Both resources were last recorded in 1975 and are unevaluated for listing in the NRHP. The Lake Shore Drive bridge over Ruddiman Creek (P61594) was reconstructed in 1986, though recent photographs reveal that the stone arch is extant. The superstructure of the bridge was further renovated in 2019. The pedestrian bridge (P61596) appears to be extant. The final resource adjacent to the APE is the NRHP-eligible Lakeshore Drive Historic District. The APE roughly corresponds to the northwest boundary of the district from Schuyler Street to W. Southern Avenue. There is no additional information in the MISHPO site files on this district. A preliminary review revealed that the Lakeshore Drive Historic District is a residential district with the majority of homes built between circa 1880 and 1950, though some modern infill has also been constructed within the district. The properties represent various architectural styles and levels of integrity, with the Queen Anne and Craftsman styles being the most prevalent. The district does not appear to include the railroad nor contain any properties historically associated with the railroad.

In addition to the site file check, Arcadis reviewed historic background data from the combined environmental and historic report for the Project (CSXT 2022) along with historic-era mapping. According to CSXT (2022), the existing rail line was a spur track located off the Lake Shore and Michigan Southern Railway. However, a review of historic-era mapping indicates that the existing rail line was a spur track associated with the Chicago and Michigan Lake Shore Railroad (C&MLS) and then at a later date with the Pere Marquette Railroad (F.W. Beers and Co. 1877, 1900). From F.W. Beers and Co. (1877, 1900), it also appears the spur track from W. Western Avenue heading south/southwest to roughly McCracken Street was constructed before the portion



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from McCracken Street west to the Project terminus around Pigeon Hill. The latter portion does not appear on the 1877 atlas, but it does appear on the 1900 atlas.

The C&MLS was in operation in Michigan from 1869 to 1878. It consisted initially of a 27-mile line between New Buffalo and St. Joseph, which opened on February 1, 1870 (Ivey 1919). The line was extended to Grand Junction, Montague and Pentwater in 1871 and 1872. C&MLS directly owned the New Buffalo–Holland and Muskegon–Pentwater sections, but only had running rights from the Michigan Lake Shore Railroad (MLS) over the Holland–Muskegon section (Ivey 1919). In 1872 and 1873, C&MLS constructed the Holland–Grand Rapids branch line and the Muskegon–Big Rapids branch line (Michigan Railroad Commission 1878). Due to failing revenues and debt, the C&MLS was consolidated into the Chicago and West Michigan Railroad in 1881 (Ivey 1919). By 1900, there was a merger of three Michigan Railroad Companies (Flint & Pere Marquette Railroad, Detroit, Grand Rapids & Western Railroad, Chicago and West Michigan Railroad) to form Pere Marquette Railroad. The Pere Marquette Railroad was in operation until 1947 when it merged with the C&O Railroad. The C&O Railroad was acquired by CSXT around 1987 (Ivey 1919).

CSXT (2022) indicates that there is one bridge that may be older than 50 years old. The bridge is a timber open deck bridge that spans approximately 42 feet over the inlet that leads to the Ruddiman Lagoon. The construction date is unknown.

References

CSXT. 2022. *Combined Environmental and Historic Report (49 C.F.R. 1105.7 and 1105.8)*. Prepared by CSXT. Prepared for Surface Transportation Board Docket No. AB-55 (Sub-No. 807X).

F. W. Beers and Co. 1877. *Michigan, Muskegon County 1877*.
<https://historicmapworks.com/Atlas/US/7629/Muskegon+County+1877/> Date accessed 5/24/2023.

F. W. Beers and Co. 1900. Laketon Township, Muskegon Township. From *Muskegon County 1900, Michigan*.
<https://historicmapworks.com/Map/US/20870/Laketon+Township++Muskegon+Township/Muskegon+County+1900/Michigan/> Date accessed 5/24/2023.

Ivey, Paul. 1919. *The Pere Marquette Railroad Company*. Michigan Historic Commission, Lansing, Michigan.

Michigan Railroad Commission. 1878. Annual Report.

- ii. Provide documentation of previously identified sites as attachments.
- iii. **Provide a map** showing the relationship between the previously identified properties and sites, your project footprint and project APE. See Attachment III.a.i, Figures 3.1 to 3.8
- iv. Have you reviewed existing site information at the SHPO: ☒ Yes ☐ No



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- v. Have you reviewed information from non-SHPO sources: ☒ Yes ☐ No

b. Identification Results

i. Above-ground Properties

- A. Attach the appropriate Michigan SHPO Architectural Identification Form for each resource or site 50 years of age or older in the APE. Refer to the *Instructions for the Application for SHPO Section 106 Consultation Form* for guidance on this.

See Attachment IV.b.i,A

- B. **Provide the name and qualifications of the person who made recommendations of eligibility for the above-ground identification forms.**

Name Tegan Baiocchi **Agency/Consulting Firm:** Arcadis US, Inc

Is the individual a 36CFR Part 61 Qualified Historian or Architectural Historian ☒ Yes ☐ No

Are their credentials currently on file with the SHPO? ☒ Yes ☐ No

If NO attach this individual's qualifications form and resume.



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Archaeology (complete this section if the project involves temporary or permanent ground disturbance)

Submit the following information using attachments, as necessary.

A. Attach Archaeological Sensitivity Map.

See Attachment III.a.i, Figure 4

B. Summary of previously reported archaeological sites and surveys:

There are 12 archaeological sites and five archaeological surveys within one mile of the APE. None of these known archaeological sites or surveys are within the APE. Two archaeological sites (20MU27 and 20MU28) are to the north of W. Western Avenue adjacent to the northern portion of the APE.

C. Town/Range/Section or Private Claim numbers: T10N/R17W/25, 33-36

D. Width(s), length(s), and depth(s) of proposed ground disturbance(s): The Project footprint totals 14.2 acres in size and roughly corresponds with the 3.81-mile existing rail line ROW. The proposed width ranges from 20 to 30 feet. Proposed abandonment activities will include the removal of the rail, crossties, and possibly the upper layer of ballast. CSXT does not anticipate disturbing any sub grade or sub grade structures. Most of the work will take place within the existing rail line ROW; there is some proposed access and temporary workspace, some of which is paved and/or graveled. Ground disturbance is anticipated to disturb only surficial to near surface deposits.

E. Will work potentially impact previously undisturbed soils? ☐ Yes ☒ No

If YES, summarize new ground disturbance:

F. Summarize past and present land use:

The APE historically has been used as an active rail line since at least the late 1800s. This use has remained consistent until present day. When the rail line is abandoned, it will be used as part of a trail system.

Construction of the rail line in the late 1800s likely caused ground disturbance due to cut and fill activities (CSXT 2022). In addition, a review of historic-era and USGS topographic mapping indicates that the shoreline of Muskegon Lake has been modified and built up overtime. Because of this disturbance, most of the soils within the APE are recorded as Oxyaquic Udipsamments-Urban land complex, nearly level (Web Soil Survey 2023). Udipsamments and urban land soils are often associated with areas that have been excavated or filled for construction projects.

References

Web Soil Survey. 2023. Soil Survey Staff, Natural Resources Conservation Service, United States Department of Agriculture. Web Soil Survey. Available online at the following link: <http://websoilsurvey.sc.egov.usda.gov/>. Accessed [5/24/2023].

G. Potential to adversely affect significant archaeological resources:

☒ Low ☐ Moderate ☐ High

For moderate and high potential, is fieldwork recommended? ☐ Yes ☐ No

Briefly justify the recommendation:

Not applicable

H. Has fieldwork already been conducted? ☐ Yes ☒ No

If YES:

☐ Previously surveyed; refer to A. and B. above.



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☐ Newly surveyed; attach report copies and provide full report reference here:

[Full report reference](#)

I. **Provide the name and qualifications of the person who provided the information for the Archaeology section:**

Name: Crista M. Haag **Agency/Firm:** Arcadis, US Inc

Is the person a 36CFR Part 61 Qualified Archaeologist? ☒ Yes ☐ No

Are their credentials currently on file with the SHPO? ☒ Yes ☐ No

If NO, attach this individual's qualifications form and resume.

Archaeological site locations are legally protected.

This application may not be made public without first redacting sensitive archaeological information.

V. IDENTIFICATION OF CONSULTING PARTIES

a. **Provide a list of all consulting parties**, including Native American tribes, local governments, applicants for federal assistance/permits/licenses, parties with a demonstrated interest in the undertaking, and public comment:

U.S. Army Corps of Engineers; U.S. Fish and Wildlife Service, National Geodetic Survey, The City of Muskegon, Michigan Department of Environment (MDE), Great Lakes, and Energy (EGLE) - State Coastal Zone Management Agency, MDE EGLE Water Resources Division, Muskegon County Water Resources Commission

b. **Provide a summary of consultation with consultation parties:**

Comments were received and noted in the Environmental Assessment

c. **Provide summaries of public comment and the method by which that comment was sought:**

All agency comments have been satisfied

VI. DETERMINATION OF EFFECT

Guidance for applying the Criteria of Adverse Effect can be found in the *Instructions for the Application for SHPO Section 106 Consultation Form*.

a. **Basis for determination of effect:**

The purpose of this document is to initiate Section 106 consultation for the Project. Based on the cultural resources desktop study, most of the APE is existing rail line corridor that has been previously disturbed. In addition, there are no known archaeological sites within the APE. As a result, the Project should not affect archaeological properties and no further archaeological work is recommended.

Further, a cultural resources desktop review of the existing railroad revealed that it was historically a branch line likely constructed by the C&MLS to connect Port Sherman/Laketon and several industrial properties along the south shore of Lake Muskegon to the C&MLS main line. The branch line, which was later consolidated with the rest of the C&MLS into the Pere Marquette Railroad, does not appear to have been a significant, dominant, or critical railroad component, it is not associated with any significant individuals, and does not represent a major civil engineering undertaking of the time. Further, most structures and properties associated with the history of the branch line, including stations and industrial properties, are no longer extant, and the rails connecting the branch to Port Sherman/Laketon have also been removed. As such, the branch line is recommended not eligible for NRHP listing under any criteria. The branch line also does not retain its integrity of design, workmanship, setting, feeling, or association due to the removal of segments of ties and rails, as well as the loss of associated properties and connections.

b. **Determination of effect**



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- ☒ **No historic properties will be affected** or
- ☐ **Historic properties will be affected** and the project will (check one):
- ☐ have **No Adverse Effect** on historic properties within the APE.
 - ☐ have an **Adverse Effect** on one or more historic properties in the APE and the federal agency, or federally authorized representative, will consult with the SHPO and other parties to resolve the adverse effect under 800.6.
 - ☐ **More Information Needed:** We are initiating early consultation. A determination of effect will be submitted to the SHPO at a later date, pending results of survey.

Federally Authorized Signature: _____ Date: _____

Type or Print Name: _____

Title: _____



APPLICATION FOR SHPO SECTION 106 CONSULTATION

ATTACHMENT CHECKLIST

Identify any materials submitted as attachments to the form:

☐ Additional federal, state, local government, applicant, consultant contacts

☒ Maps of project location

Number of maps attached: 4 figure sets, 11 pages total

☒ Site Photographs

☐ Map of photographs

☐ Plans and specifications

☐ Other information pertinent to the work description: [Identify the type of materials attached](#)

☒ Documentation of previously identified historic properties

☐ Architectural Properties Identification Forms

☒ Map showing the relationship between the previously identified properties, your project footprint, and project APE

☐ Above-ground qualified person's qualification form and resume

☒ Archaeological sensitivity map

☐ Survey report

☐ Archaeologist qualifications and resume

☐ Other: [Identify other attached materials](#)

Katlyn M. B. Yancho
Historian
State Historic Preservation Office
300 North Washington Square
Lansing, Michigan 48913

Arcadis U.S., Inc.
111 W. Berry Street
Suite 211
Fort Wayne, Indiana
46802
Phone: 260 204 5521
www.arcadis.com

Date: August 22, 2023

Subject: ER22-802 – CSX CGC Line Abandonment Project, Muskegon,
Muskegon County, Michigan

Dear Ms. Yancho,

Arcadis U.S., Inc. (Arcadis), on behalf of CSX Transportation, Inc. (CSX or CSXT), is submitting additional information for the CSX CGC Line Abandonment Project (Project) located in Muskegon, Muskegon County, Michigan (Attachment 1, Figures 1 and 2). Arcadis submitted an Application for SHPO Section 106 Consultation for the Project to the Michigan State Historic Preservation Office (MISHPO) on July 14, 2023. In a letter to Adam Assenza of the Surface Transportation Board (STB) dated August 11, 2023, the MISHPO requested additional information regarding the definition of the undertaking, the definition of the Project's Area of Potential Effect (APE), the history of land use within and along the APE, and determinations of eligibility for properties or potential historic districts within the APE. This additional information is provided in the following document, including a summary of the regulatory background and requirements for this Project as defined by the STB, a revised and more detailed definition of the APE, a comprehensive historic context and history of land use along the former South Horn Spur corridor, and an additional review and assessment of potential historic resources located within the APE.

Regulatory Background and Summary

On July 11, 2022, CSXT filed a notice of exemption under 49 C.F.R. part 1152 subpart F to abandon an approximately 3.81-mile rail line between milepost CGCS 56.25 and milepost CGCS 60.16 on the South Horn Spur. Ten days later on July 21, 2022, the City of Muskegon filed a request for issuance of a notice of interim trail use or abandonment (NITU) to establish interim trail use on two miles of the South Horn Spur between milepost CGCS 56.35 and milepost CGCS 58.35 under the National Trails System Act (Trails Act) (16 U.S.C. 1247(d)). CSXT filed a letter on August 1, 2022, agreeing to negotiate with Muskegon toward an interim trail use agreement for the two-mile segment of the Short Horn Spur.

On August 9, 2022, the Surface Transportation Board (STB), which serves as the lead federal agency for the undertaking, issued a Decision and Notice of Interim Trail Use or Abandonment in which it ordered five conditions to be imposed on any decision granting abandonment authority (Attachment 2). One of these conditions was that "CSXT shall retain its interest in and take no steps to alter the historic integrity of all historic properties including sites, buildings, structures, and objects within the project Area of Potential Effect (APE) that are eligible for listing or listed in the National Register of Historic Places (NRHP) until the Section 106 process of the National Historic Preservation Act, 54 U.S.C. 306108, has been completed," and that CSXT may not file its consummation notice or initiate any salvage activities related to abandonment (including removal of tracks and ties) until the Section 106 process has been completed and the Board has removed this condition (STB 2022:2-3). However, the

Decision also states that if the City of Muskegon implements trail use on a portion of the South Horn Spur, compliance with the Section 106 condition is not required with respect to any portion of the South Horn Spur designated for trail use for the duration of such use, as under the Trails Act, such interim use is not considered an abandonment of the right of way (ROW) for railroad purposes (STB 2022:3; 16 U.S.C. 1247(d)).

On March 31, 2023, the City of Muskegon and CSXT reached a Professional Services Agreement regarding the interim trail use of the South Horn Spur between milepost CGCS 56.35 and milepost CGCS 58.35 (Attachment 2). As such, this portion of the South Horn Spur is exempt from the Section 106 condition issued by the STB.

Area of Potential Effect

In a previous consultation package submitted by Arcadis to the MISHPO on July 14, 2023, the APE was defined as the 14.2-acre Project footprint along the entire 3.81-mile rail line between milepost CGCS 56.35 and milepost CGCS 60.16. As per the amended description of the undertaking, the project APE has also been revised to only encompass the portion of the South Horn Spur that is being abandoned by CSX and is therefore under STB jurisdiction and subject to Section 106 consultation.

In consultation with the STB, Arcadis considers the horizontal APE as the CSX ROW between milepost CGCS 58.35 (near McCracken Street) and milepost CGCS 60.16 (near Waterworks Road) to account for physical, visual, auditory, and other impacts introduced by the Project. Between Cottage Grove Street and milepost CGCS 60.16, no Project activities or ground disturbance will take place, as the railroad was removed from the CSX ROW circa 1940 and no rails, ties, ballast, or other features associated with the railroad remain. Project activities within the rest of the APE between milepost CGCS 58.35 and Cottage Grove Street will involve the removal of the existing rails, ties, and upper layer of ballast, where applicable. As such, the vertical APE is defined as surface or near surface disturbance associated with vehicle operation and rail, tie, and ballast removal within the CSX ROW. The equipment and methods that will be used to perform these tasks will be confined to the railroad corridor, and will not introduce any new permanent visual, auditory, vibrational, or other impacts. Temporary indirect impacts will also be minimal and will be confined to the existing CSX ROW. Further, any existing structures associated with the rail line, including bridges and culverts, will not be removed.

Consideration of Cumulative Effects

In addition to considering physical and non-physical impacts potentially introduced by the Project, Arcadis also considered indirect, or cumulative, impacts that may occur as a result of the Project. As Project activities are limited to the abandonment of the CSX ROW and the removal of rails, ties, and the upper layer of ballast along the existing railroad corridor, the Project is not anticipated to introduce cumulative impacts outside of the existing railroad ROW. The railroad has been non-functional since circa-2010, and several segments of rails, ties, and ballast have already been removed from the corridor since then. While the abandonment of the CSX ROW may encourage further development parcels on which the railroad formally operated, most of these parcels were historically utilized for large industrial operations, and many other parcels in the vicinity are already undergoing residential and commercial development. As such, future development of property along the former South Horn Spur is unlikely to introduce any new and/or adverse impacts to historic properties in the vicinity.

Literature Review

Arcadis conducted background research for the Project by requesting cultural data files from the MISHPO. The purpose of the background research was to identify previously recorded cultural resources within or adjacent to the Project APE. Information collected included archaeological sites, architectural and historical resources,

National Register of Historic Places (NRHP) properties, and cultural resources surveys. The information provided included all known cultural resources and surveys located within a one-mile radius of the APE.

From the MISHPO files, there are six NRHP-eligible or listed architectural properties, one NRHP-eligible or listed historic district, two unevaluated architectural and historical resources, five archaeological sites, and two archaeological surveys within one mile of the APE. None of the previously recorded architectural resources or archaeological sites are located within the APE.

In addition to the records review, Arcadis also reviewed available online historic-era mapping. The 1873 Map of Muskegon County shows the Chicago & Michigan Lake Shore Railroad (C&MLS) through Muskegon, as well as the Michigan Lake Shore Railroad (MLS) running south to connect to Grand Haven (Walling 1873) (Attachment 3, Figure 4). The South Horn Spur along the south side of Muskegon Lake had not yet been constructed. The 1877 Atlas of Muskegon County shows that the South Horn Spur had been constructed southwest from West Western Avenue to about Mann Street but had not yet been completed through the APE (Beers & Company 1877) (Attachment 3, Figure 5). The 1883 Sanborn Fire Insurance Map of Muskegon Lake reveals that the South Horn Spur had been completed through Bluffton to the Lake Michigan channel at Laketon by 1883 (Sanborn Map and Publishing Company 1883) (Attachment 3, Figures 6-15). The 1883 map labels the South Horn Spur as the “C. & N. M. R.R.,” suggesting that it was part of the Chicago & West Michigan Railroad’s (C&WM’s) Chicago & North Michigan Railroad; however, the C&WM did not form the Chicago & North Michigan Railroad until 1891. The Sanborn map also shows several sawmills operating along the north side of the spur line, but does not indicate the presence of any depots, stations, or other railroad-related buildings or structures along the APE. Likewise, the 1887 Sanborn Fire Insurance Map shows that the South Horn Spur primarily served the mills along the south shore of Muskegon Lake (Sanborn Map and Publishing Company 1887) (Attachment 3, Figures 16-25). The 1900 Atlas of Muskegon County shows significant development along the South Horn Spur, primarily in the neighborhoods of Lakeside and Bluffton, with the railroad spur traveling through “street parks” along the Lake Michigan shore (Beers and Company 1900) (Attachment 3, Figures 26-29). The 1900 map also indicates that the railroad spur was operated by the Pere Marquette Railroad. While residential and commercial development had increased by the early twentieth century, the 1911 Sanborn Fire Insurance Map of Muskegon Lake shows that, with the exception of a connection at Lake Michigan Park, the South Horn Spur did not interact with the Lakeside or other neighborhoods along the corridor, but instead primarily served the mills and other industrial interests along Muskegon Lake (Sanborn Map and Publishing Company 1911) (Attachment 3, Figures 30-40). The 1911 Sanborn map also shows that Lakeshore Drive (labeled as “Lake”) had a different alignment at its western end than its present-day alignment, continuing to follow the Muskegon Lake shoreline and terminating at Manhattan Avenue. The 1911 alignment of the Pere Marquette Railroad’s South Horn Spur, however, is similar to the present-day alignment of Lakeshore Drive. A review of the 1936 Lake Harbor Quad USGS map shows that by this time, the South Horn Spur no longer connected to the Lake Michigan channel and that Lake Michigan Park was no longer in operation (USGS 1936) (Attachment 3, Figure 41). The present-day western alignment of Lakeshore Drive had also not yet been constructed, however the South Horn Spur corridor continued to follow that alignment. A review of the revised 1911-1950 Sanborn Fire Insurance Map of Muskegon Lake indicates that by circa 1940, the present-day western end alignment of Lakeshore Drive had been constructed and the western end of the South Horn Spur had been removed, with the western terminus of the railroad at Edgewater Street (Sanborn Map and Publishing Company 1950) (Attachment 3, Figures 42-53).

Historic Context and History of Land Use

Settlement and Early Industrial Development

The first trading post was established on Muskegon Lake in 1812 by John Baptiste Recollet, though he only stayed in the area a few months. Permanent Euro-American settlement did not occur in the Project area until the 1830s, when several individuals constructed trading posts along Lake Muskegon, including Joseph Daily in 1830 and George Campua in 1833 (Holt 1882:24). Increased population and economic prospects led to the establishment of Muskegon Township in 1837. Muskegon's location on Lake Michigan and Muskegon Lake made it a prime location for the lumber industry. The first sawmill on Muskegon Lake, Benjamin Wheelock's Muskegon Steam Mill Company, was completed in 1838 (Holt 1882:24). By 1840, there were three sawmills built on Muskegon Lake, "whose sawing capacity per day of twelve hours was about 13,000 feet" (Holt 1882:25). In 1850, there were six mills on the lake with an aggregate sawing capacity of approximately 60,000 feet. By 1860, there were ten mills; and by 1870, there were 24 mills, all on the south side of Muskegon Lake.

Muskegon Railroad Development

In 1869, the C&MLS was chartered to operate along the west coast of Michigan with the purpose of connecting key cities along the western side of the state. By February 1870, the C&MLS had completed a 27-mile line between New Buffalo and St. Joseph, and by January 1872, had extended north through Muskegon to Pentwater (Holt 1882:16). Also in 1869, the MLS, a separate entity, was formed by the consolidation of the Allegan and Holland Railroad and the Muskegon and Ferrysburg Railroad. By July 1870, the MLS had completed a 57.5-mile line between Allegan and Muskegon, primarily connecting key lumber and sawmill sites along Michigan's west coast. The MLS entered receivership in 1872, and was reorganized as the Grand Haven Railroad in 1878 (Holt 1882:16). Both the C&MLS and the MLS were consolidated into the Chicago and West Michigan Railroad (C&WM) in 1881.

C&WM/Pere Marquette South Horn Spur

A spur line was constructed along the south shoreline of Muskegon Lake between the MLS and the communities of Bluffton and Laketon between circa 1875 and 1880 (Holt 1882:15). While the 1877 *Atlas of Muskegon County* does not indicate the owner or operator of the spur line, it was likely constructed by the C&MLS, as the MLS had entered receivership by that time. The spur line, known as the South Horn Spur, primarily served the sawmills and other industries on Muskegon Lake, connecting them with the C&MLS mainline. In 1881, the South Horn Spur became part of the C&WM system. In 1899, the C&WM consolidated further with the Flint and Pere Marquette Railway and the Detroit, Grand Rapids and Western Railroad to form the Pere Marquette Railway (Michigan Railroad History n.d.).

Throughout the late nineteenth and early twentieth century, South Horn Spur's main track largely remained constant, while the additional siding tracks that served the industrial complexes were added and removed as companies came and went. Until circa 1930, the western end of the spur traveled across the village of Bluffton to the amusements at Lake Michigan Park, and then continued north along the Lake Michigan coast to Laketon. By 1936, however, the rail line appears to abruptly stop at Bluffton, just short of the former amusement park (Attachment 3, Figure 41). Around 1940, the tracks at the western end of the South Horn Spur were removed to Edgewater Street, and the current western alignment of Lakeshore Drive was completed within the former railroad ROW (Attachment 3, Figure 42). The current western terminus of the South Horn Spur along Lakeshore Drive is located at the intersection of Cottage Grove Street.

Nineteenth-Century Land Use along the South Horn Spur

The South Horn Spur generally followed along the north sides of West Western Avenue and Lake Street (present-day Lakeshore Drive), primarily serving the sawmills and other industrial complexes on the south shoreline of Muskegon Lake. Between 1875 and 1900, much of the land immediately adjacent to the rail line comprised

lumber piles and lumberyards, with stacks of lumber between 6 and 20 feet high (Attachment 3, Figures 7-15; 17-25). Private siding tracks from these lumberyards were often added alongside the South Horn Spur for the purpose of loading lumber directly from those lumber piles. The Sanborn Fire Insurance Maps do not indicate the presence of any railroad platforms, stations, or other railroad-associated features, though turnouts, switches, and signage were likely present.

Swan, White & Smith Sawmill

One of the more prominent sawmills along the South Horn Spur was the Swan, White & Smith sawmill located on the north side of West Western Avenue at Hudson Street (Attachment 3, Figure 7). Prior to its construction, the property was the site of the city's first trading post built by George Campua in 1833, and also the site of the Muskegon Steam Mill Company, the first sawmill constructed on Muskegon Lake in 1837 (Holt 1882:24; 50). After the Muskegon Steam Mill Company burned in 1841, the property was purchased by Alvah Trowbridge, who constructed a new sawmill on the site in 1863 (Holt 1882:27). Trowbridge's mill was purchased by White & Swan in 1864, which was succeeded by Swan, White & Smith in 1871. In 1882, the company produced 22,000,000 feet of lumber and 5,000,000 feet of lath annually (Holt 1882:27). The sawmill appears on both the 1883 and 1887 Sanborn Fire Insurance Maps for the City of Muskegon, and both maps also show the adjacent South Horn Spur as well as a private siding that served the mill's lumber piles. A review of the 1887 Sanborn Map revealed that the sawmill had been acquired by Torrent and McLaughlin and Company by that time (Attachment 3, Figure 17). It is not shown on the 1900 *Atlas of Muskegon County*, and a review of the 1911 Sanborn Fire Insurance Map indicates that buildings associated with the former Swan, White and Smith sawmill were no longer present, though a few siding tracks remained. The site was subsequently used as a lumber yard for the Stewart Hartshorn Company until circa 1969, when the property was developed into a large, paved parking lot likely to serve the Hartshorn Company and the adjacent Shaw-Walker Furniture Company, as well as the adjacent Hartshorn Marina.

Temple Manufacturing Company/Muskegon Curtain Roll Company

Ansel F. Temple originally established his manufacturing company in Montague, Michigan, in 1872, but after suffering two devastating fires in the span of six months, he decided to relocate to Muskegon Lake in 1879 (Holt 1882:61; Sanborn Map and Publishing Company 1883). The Temple's first plant was located between the South Horn Spur and Lakeshore Drive, just southwest of Michigan Avenue (Attachment 3, Figure 9). Temple produced curtain rollers, slats, and mop handles, but the company was colloquially known as "the Curtain Roller Factory" (Holt 1882:61). The one of the advantages of Temple's operation was that he largely used refuse or waste material from nearby sawmills, such as the Muskegon Boom Company, C.J. Hamilton, Walworth and Reed, or others, and had to pay very little in material costs. By 1887, Temple had renamed his company the Muskegon Curtain Roll Company and relocated to the former Walworth and Reed Sawmill buildings on the north side of West Western Avenue and the South Horn Spur at Franklin Street (Attachment 3, Figure 18). The company merged with the Stewart Hartshorn Company in 1895 (Baker 2022).

Muskegon Brewing Company/Goebel Brewing Company

The area south of Western Avenue was largely residential in the mid-to-late nineteenth century, with a small commercial district on the north side of Western Avenue at Barclay and Franklin Streets. Exceptions to this were a planing mill operated by Walworth, Reed & Company at the northeast corner of Franklin Street and Michigan Avenue, and the Muskegon Brewing Company at the northeast corner of Lake Street and Michigan Avenue. To serve these businesses, a siding track was constructed from the South Horn Spur prior to 1883, traveling along the rear of these properties between Western and Michigan Avenues. The Muskegon Brewing Company was

founded by Otto and Gustav Meeske and Gotlieb J. Ninneman in 1876, with significant additions and renovations to the building being completed circa 1880 (Sanborn Map and Publishing Company 1883) (Attachment 3, Figure 10). The company had been labeled as the Michigan Brewing Company on the 1887 Sanborn map, and an ornate, four-story brew house had been completed by that time (Attachment 3, Figure 20). In addition to beer and malts, the company also reportedly made “all kinds of carbonated drinks, ginger ale, seltzer soda, and pop” (*Muskegon Enterprise Newspaper* February 1897). By 1911, the Muskegon Brewing Company had reverted to its original name and had expanded, with new storage buildings for kegs and bar fixtures, and a separate office building (Attachment 3, Figure 34). In 1917, the State of Michigan passed the Damon Act, which outlawed the sale, manufacturing, and transportation of alcohol within the state (Detroit Historical Society 2021). The brewing company struggled to survive through its non-alcoholic products, but ultimately closed in 1919. After the repeal of Prohibition in 1933, the Muskegon Brewing Company attempted to reopen the plant, but a fire in May of that year destroyed the building and the new brewing equipment (*Marshall Evening Chronicle* 25 May 1933:4). The property was then sold to the Grand Rapids Brewing Company, which rebuilt many of the buildings and operated a bottling plant there between 1934 and 1946. The revised 1911-1950 Sanborn Fire Insurance Map shows that the four-story brew house was rebuilt by the company in 1936 out of “fire-proof construction.” The Detroit-based Goebel Brewing Company purchased the property in 1946 and produced their Goebel Private Stock 22 beer there until 1957 (Attachment 3, Figure 46). The property was eventually purchased by Cole’s Quality Foods for use as a bakery.

Other industries along the South Horn Spur at the end of the nineteenth century include the W.G. Watson Packing Box Company; the James S. Kirk & Company Soap Box Factory; the McGraft Lumber Company lumberyards; the G.F. Shippey & Company Shingle Mill; the Ames & Front Spring Bed Factory; and the Tillotson & Blodgett, A.V. Mann & Company, A.S. Montgomery, Stimson Brothers, Rodgers, LeBoeuf & Company, and G.E. Wood sawmills, among others (Attachment 3, Figures 6-25). Most of these were renamed, sold, and/or demolished between 1887 and 1900. The A.S. Montgomery sawmill was located on the east side of Ruddiman Creek (Attachment 3, Figure 12). An earlier mill had been constructed on the site by Joseph Stronach in 1842, but it had been swept away by floods in 1848 (Michigan Department of State 1991). In 1849, George and John Ruddiman rebuilt the mill, and Newcomb McGraft and Anthony Schuyler Montgomery purchased it in 1875. McGraft later established his own sawmill nearby. The A.S. Montgomery mill underwent a significant renovation in 1882, with several additions and the construction of an extensive tramway (Sanborn Map and Publishing Company 1883) (Attachment 3, Figure 12). By 1887, the mill had been succeeded by the Montgomery, Champagne & Company sawmill; the mill was destroyed by fire in 1890 (Attachment 3, Figure 22). The property was vacant until circa 1924, when the Standard Oil Company constructed several storage tanks at the site (Michigan Department of State 1991). The tanks were removed in the 1990s. Closer to Bluffton, the G.E. Wood sawmill and lumberyard was located on jetties and piers on the northeast side of lakeshore Drive at Sampson Avenue (Attachment 3, Figure 15). Another sawmill belonging to E & C Eldred was located south of the Wood sawmill. By 1887, the George F. Wood company had acquired the Eldred Company site, removed the buildings, and used the property as a lumberyard (Attachment 3, Figure 25).

Villages of Lakeside and Bluffton

Lakeside Township was formed from Laketon Township in 1875 and comprised three villages: Lakeside, Bluffton, and Por Sherman at the mouth of Muskegon Lake (Holt 1882:88). The village of Lakeside emerged a few years later in 1868 along Lakeshore Drive west of Ruddiman Creek, generally between Addison and Torrent Streets, in the vicinity of the A.V. Mann and Company sawmill, though it soon expanded westward to Addison Street. In 1888, the city of Muskegon annexed the village of Lakeside; the A.V. Mann sawmill closed a year later (Michigan

Historical Commission 2004). The community was largely supported by the operation of the Mann sawmill, and subsequently the Chase Brothers' piano factory and the Central Paper Company.

The village of Bluffton was also a key shipping point for the lumber industry, but soon emerged as a destination point for Muskegon. In 1890, the Muskegon Traction and Lighting Company, a trolley service, opened Lake Michigan Park on the shore of Lake Michigan near Bluffton (Pesch n.d.). The park was soon expanded to include pavilions, a lunch counter, and a bath house for beach goers. The park added a large theater in 1890, a restaurant and bowling alley in 1903, a dancing pavilion circa 1905, and several rides and amusements in 1907, including a figure-eight roller coaster (Pesch n.d.). Lake Michigan Park continued to expand into the 1910s, and as a result, several beach houses and summer cottages also sprang up around Bluffton. By the 1920s, however, extensive damage to park facilities due to beach erosion, as well as the sale of the trolley line to the Pere Marquette Railroad, led to a decline, and the extant park buildings and rides were removed soon after.

Residential areas are also depicted on the 1883 and 1887 Sanborn Fire Insurance Maps south of West Western Avenue near Lakeshore Drive and south of Lakeshore Drive immediately east of Ruddiman Creek. The West Western Avenue area was largely residential, with some commercial properties on the north side of Western Avenue, and a few industrial properties along West Michigan Avenue (Attachment 3, Figures 8-10; 15-17). The remaining non-industrial properties along Lakeshore Drive are depicted on Sanborn Fire Insurance Maps only sparingly, and appear to largely comprise small to medium sized wood-frame and brick dwellings. According to these maps, the South Horn Spur did not interact with the neighborhoods along its route. Instead, the rail line primarily served the sawmills and other industrial properties along Muskegon Lake during this period. The sole exception is in the 1920s, when the Muskegon Traction and Lighting Company transferred its trolley line to the Pere Marquette Railroad, allowing the rail line to provide access to Lake Michigan Park, later renamed Pere Marquette Park (Pesch n.d.).

Twentieth-Century Industrial and Recreational Development along the South Horn Spur

Michigan's lumber boom lasted roughly 20 years, with a markedly decline by 1890 as most of the state's forests had been depleted. As early as 1882, Holt discusses the tenuous future of the lumber industry in Muskegon, albeit with a more optimistic outlook: "The demand for lumber must continue, the means of supply are not exhausted, and the effect of any over-supply will, after a time, correct itself," Holt claimed, adding that if "the consumption of lumber is increasing rather than decreasing" and "the means of supply are not increasing but diminishing, the general tendency is, therefore, to an increase of price and scarcity of lumber" (Holt 1882 23).

The decline of the lumber industry in Michigan was primarily due to the clear cut of Michigan's old-growth forests, but also due to a shift in the railroad boom from east to west; while Michigan forests helped build railroads in the eastern United States, other states with more plentiful forests were more convenient for western expansion. As such, lumber cities like Muskegon shifted their economy to diversify their industries, and by 1900, the area along Muskegon Lake became home to manufacturers of furniture and home goods, musical instruments, paper, and eventually, steel.

Shaw-Walker Furniture Company

The Shaw-Walker Company was originally established in downtown Muskegon in 1899 by Arch W. Shaw and Louis C. Walker, who primarily provided "filing devices" and "card systems" (Actors Colony n.d.). These systems comprised sets of printed index cards in small wooden cabinets with drawers. By 1900, the company had outgrown their downtown space and relocated to a one-story building at the corner of Western Avenue and Seventh Street. Three years later, the Shaw-Walker Company consolidated with the Muskegon Cabinet Company and as a result, shifted its manufacturing division to their three-story facility on the south side of West Western

Avenue between Division and Hudson Streets (Attachment 3, Figure 32). The company constructed an additional three-story, 66-square-foot office building at the northwest corner of Division Street and Michigan Avenue in 1911. Two years later in early 1913, a five-story addition designed by Albert Kahn and Ernest Wilby was constructed at the southwest corner of Division Street and West Western Avenue (Attachment 3, Figure 44).

That same year in 1913, the Shaw-Walker Company released its first steel filing cabinet on the market. At this time, most filing cabinets were made of wood, and while some attempts were made at the turn of the century to produce a steel cabinet, the results were relatively rough and slow to catch on. The Shaw-Walker steel filing cabinet, however, with the slogan "Built Like a Skyscraper," were an immediate success. By 1917, the Shaw-Walker steel cabinet was the standard-bearer, and wood filing cabinets were considered obsolete (Shaw-Walker 1959:3). Likewise, steel office desks had been on the market since circa 1907, but had been slow to catch on with businessmen, who "found them to be cold, ugly, noisy, uncomfortable, and cheap-looking" (Shaw-Walker 1959:3). In 1929, however, the Shaw-Walker Company introduced its steel "Work-Organizing Desk" to its "Built Like a Skyscraper" line. In 1939, the Shaw-Walker Company altered its desk to introduce a new standard – the "New Low Desk for Comfort," lowering its height from the traditional standard 30.5 inches to 29 inches. This lower height eventually became the standard height for all Shaw-Walker desks in 1941 (Shaw-Walker 1959:3). The company also released an aluminum "Correct Seating Chair" to complement its desk.

By circa 1940, the Shaw-Walker Company had acquired and expanded to the two-story building immediately to the west, previously occupied by the Muskegon Knitting Mills (Attachment 3, Figures 32 and 44). By 1955, the Shaw-Walker Company had constructed a five-story brick building between the former Knitting Mills building and Hudson Street. The former Knitting Mills building was reconstructed circa 1960 into a similar five-story building, and by 1977, two one-story buildings were appended to the west side of the complex, closing Hudson Street at West Western Avenue.

By the 1980s, however, the company was experiencing a decline, and the Shaw-Walker Furniture Company was sold to Westinghouse in 1989. Westinghouse consolidated the company with Knoll, Reff, and its own Westinghouse Furniture Systems of Grand Rapids to create a single subsidiary called "Knoll Group, Inc." The facility ceased operations circa 2000. A portion of the former furniture company complex on Michigan Avenue has been converted into residential space called the Watermark Center. The original three-story section of the complex along West Western Avenue, as well as the five-story addition designed by Albert Kahn and Ernest Wilby, were demolished circa 2017. The buildings constructed to the west of the original complex along West Western Avenue between 1955 and 1977 are extant.

Stewart Hartshorn Company

The origins of the Stewart Hartshorn Company are a bit unclear. The company likely started out as J & J Hartshorn in Boston, Massachusetts, owned by brothers Jacob, and John Hartshorn. The Hartshorn brothers applied for and received several patents for spring-loaded rollers for curtain fixtures in 1855. John's sons Henry and Stewart Walker Hartshorn also joined the company around this time. Following Jacob Hartshorn's death from tuberculosis in 1859 and Henry Hartshorn's death from smallpox in 1860, Stewart Hartshorn became the sole owner of the company and relocated it to New York City (Ranieri 2009). In 1864, Stewart Hartshorn received a patent for his improved design of his father's spring roller curtain, introducing the ratchet and gravity pawl. In 1872, the Stewart Hartshorn Company relocated once more to Newark, New Jersey.

While the Stewart Hartshorn Company fabricated the shades in-house, Hartshorn contracted with the aforementioned A.F. Temple to produce the wooden cylinders. In 1895, Temple's Muskegon Curtain Roll Company merged with the Stewart Hartshorn Company, and by 1900, the company had acquired approximately

36 acres of land on the south shore of Muskegon Lake at West Western Avenue (Attachment 3, Figure 27). By 1905, the Stewart Hartshorn Company's Muskegon plant was completely rebuilt and enlarged, with the central building being one of the earliest examples of poured concrete construction in western Michigan (Baker 2022). A review of the 1911 Sanborn Fire Insurance Map for the area shows the Stewart Hartshorn Company comprising a large, main building along with a separate dry kiln, machine shop, tin shop, and other storage buildings, as well as several lumber piles and siding tracks. The main building was constructed in three parts, with a three-story, poured concrete building flanked by a two-story, brick finishing building on the east and a monitor-roofed, concrete-block building on the west (Attachment 3, Figure 33). By the 1920s, the Stewart Hartshorn Company comprised several factories through the United States and Canada, with "its shade roller factories at Muskegon and Toronto; it has a cotton mill at Goldville, South Carolina, the cloth is painted at Oswego, New York, [and] metal parts of manufactured at Newark, New Jersey" (*The Bend Bulletin* 20 May 1925: 1). In 1925, the Stewart-Hartshorn Company had begun making plans to gradually "discontinue its operation at Muskegon, Michigan, and to move the machinery in use there to Bend," Oregon, from where the company sourced its lumber stock (*The Bend Bulletin* 20 May 1925:1). Following the death of Stewart Hartshorn in 1937, the company's operations moved from New Jersey to Muskegon in 1939 (Ranieri 2009). By the 1950s, the company maintained its factories in Muskegon and Oswego, New York, as well as smaller branches in Chicago, Detroit, Columbus, Ohio, Newark, New Jersey, and San Leandro, California (*Chicago Daily Tribune* 1 July 1952: F9).

The Charles W. Breneman Company of Cincinnati purchased the Stewart Hartshorn Company in 1952. The Breneman Company had been established in 1850, and the sale signified the consolidation of two of the largest window shade manufacturers in the United States (*Chicago Daily Tribune* 1 July 1952: F9). The company subsequently changed its name to the Breneman-Hartshorn Company and continued to produce window shades at its Muskegon location until circa 1980, when the company relocated to Indiana (Baker 2022; City of Muskegon n.d.). In 1984, the former Breneman-Hartshorn buildings were converted into a shopping mall called the Lumbertown Shops and was renamed Waterfront Centre in 1987. In 2001, the property underwent a significant renovation, during which the majority of the extant building was demolished. The remaining structure, comprised of the three-story poured concrete building and a small portion of the western addition, was renamed Hartshorne Centre. In 2009, it was again renamed Fricano Place (City of Muskegon n.d.).

West Michigan Steel Foundry Company and the Anaconda Wire and Cable Company

West Western Avenue experienced a significant increase in industrial development at the turn of the twentieth century. Along with the expansion of the Muskegon Brewing Company and the construction of the Stewart Hartshorn Company, by 1911 the Robert K. Mann Lumber Company was constructed at the western terminus of West Western Avenue along the South Horn Spur. L. Kiper & Sons harness factory was established at the southwest corner of West Western Avenue and Barclay Street, and the Muskegon Traction & Lighting Company was built on the north side of Michigan Avenue between Franklin and Hudson Streets (Attachment 3, Figures 32-34). Despite these industrial developments, the majority of the area south of the South Horn Spur remained largely residential. This changed in 1912 with the construction of the West Michigan Steel Foundry Company, which required the demolition of at least 16 dwellings and one store on the north side of West Western Avenue between Lakeshore Drive and Franklin Street (Attachment 3, Figure 46) (Moore 2014). At least eleven additional dwellings on the south side of West Western Avenue were demolished circa 1920 with the construction of the Anaconda Wire and Cable Company (Attachment 3, Figure 46) (Moore 2016).

While the foundry building took up nearly the entirety of the property between West Western Avenue and the South Horn Spur, other associated buildings of West Michigan Steel were constructed on the north side of the rail line, including smaller storage and fabrication buildings to the north of the foundry, and the "Machine Division" to

the northwest. The foundry produced steel castings ranging from 5 to 3,000 pounds, and participated in war production activities during World War II (Alexander 2013). The company was acquired by Westran Corporation in the 1960s and operated under that name until the late 1980s, when it was purchased by TCI United Corporation of Dallas. The former West Michigan Steel Foundry was acquired by Flint-based Michigan Steel in 2002, which operated the foundry until the company folded in 2013 (Alexander 2013). The majority of the foundry buildings were demolished in 2014; the Machine Division building on the northwest side of the South Horn Spur and to the northwest of West Western Avenue is extant and currently is used as a boat storage facility, and has been extensively altered and enlarged. Likewise, the Anaconda Wire and Cable Company operated until through most of the twentieth century, with employment peaking in the 1960s (Moore 2016). The plant closed in 1981 and was damaged by fire in 1999. The building was demolished in 2016 (Moore 2016).

Unlike previous editions of the Sanborn Fire Insurance Maps for the Muskegon Lake area, the 1911 maps do not show any extant factories or other industrial facilities along the Short Horn Spur and Muskegon Lake shore between Davis and Denmark Streets.

J. Loescher Tannery

The J. Loescher Tannery Company was constructed circa 1898 on the north side of Lakeshore Drive at Denmark Street, with the South Horn Spur traveling through the middle of the plant complex (Attachment 3, Figure 38). The complex was designed and equipped by the Charles H. Stehling Company of Milwaukee, Wisconsin, and operated until circa 1928 (Chas. H. Stehling Co. 1914). By the 1940s, the plant was acquired by the Norge Division of the Borg-Warner Corporation for use as a stove and refrigerator warehouse (Attachment 3, Figure 51). The Detroit-based Borg-Warner had purchased the former Alaska Refrigerator plant in Muskegon Heights in 1931, and began producing gas stoves at a separate facility on Lakeshore Drive in Bluffton by 1937 (Actor's Colony n.d.). In 1961, Borg-Warner relocated from Muskegon to Arizona. The plant at Lakeshore Drive and Denmark Street was demolished soon after.

Chase Brothers Piano Company

The Chase Brothers Piano Company was originally founded in 1863 in Grand Rapids, Michigan. By 1893, they had relocated to Muskegon, where they constructed a four-story factory with a five-story tower on the north side of Lakeshore Drive at Le Boeuf Avenue (Attachment 3, Figure 38). In 1899, the company was renamed the Chase-Hackley Piano Company (Antique Piano Shop n.d.). The company produced several pianos under the Chase Brothers name, as well as under the names of Carlisle, Boltwood, and Exceltone. The company had a good reputation for producing quality instruments throughout the early twentieth century but did not survive the Great Depression of the 1930s. The Central Paper Company subsequently acquired the buildings (Attachment 3, Figure 51).

Central Paper Company

West of the Chase Brothers Piano Company on Lakeshore Drive, the property was historically occupied by several companies, including the Ames & Front Spring Bed Factory at Lincoln Street, and the Stimson Brothers and the Rodgers, LeBoeuf & Company sawmills located on the wharves in the vicinity (Attachment 3, Figure 14). The Ames & Frost Company was later purchased by Hunter, Tillotson & Company and converted into a planing mill and box factory in 1887 (Attachment 3, Figure 24). In 1899, Eugene Meurer purchased the entire 15-acre property comprising the three mills and established the Central Paper Company, though it is not clear if any of the existing buildings were repurposed by Meurer. The company experienced exponential growth, expanding the factory and adding additional machinery in 1904, 1913, and 1924 (Alexander 2011). After the Chase-Hackley Piano Company closed circa 1935, the Central Paper Company acquired and converted those buildings to paper

company use, reducing the height to three stories overall (Attachment 3, Figure 51). According to the revised 1911-1950 Sanborn Fire Insurance Map, the company utilized the former Chase-Hackley buildings to manufacture waterproof paper at that time.

In 1953, the Central Paper Company was sold to the S.D. Warren Company, and was subsequently sold to the Scott Paper Company 1967. During that time, a fifth paper machine was installed at the facility as the company continued to expand (Alexander 2011). By the 1990s, however, the company had entered a period of decline, and the S.D. Warren division of the Scott Paper Company, including the Muskegon plant, was sold to Sappi Ltd. The company continued to reduce production and dismantle machinery until 2009, when the former Central Paper Company factory was permanently closed (Alexander 2011). The mill buildings were demolished in 2017.

Linderman Machine Company

The Linderman Machine Company was originally established in Whitehall in 1900, but was relocated to a new 60,000 square foot brick factory building on the south side of Lakeshore Drive at Boyle and Sampson. The company produced wood working equipment and specialized in a double tapered dovetail machine, which brothers A.T. and Bert Linderman invented years earlier. While the Short Horn Spur traveled along the northeast side of Lakeshore Drive, at least two siding tracks split from the rail line and through the Linderman Machine Company property. By 1918, the Linderman Company boasted nearly 500 employees making dovetailing machines, rip saws, glue jointers, and a Universal Machine Tool. The company was eventually renamed the Linderman Steel & Machine Company, and by 1921, became the Muskegon Machine Company. In 1937, the property was acquired by the Detroit-based Borg-Warner Company for the manufacture of its Norge Division gas stoves and other appliances. By circa 1945, the facility had been extensively expanded; In addition to Linderman's original brick building, several concrete block additions and a second large concrete plant were constructed to the west along Lakeshore Drive (Attachment 3, Figure 53). The Borg-Warner Company relocated to Arizona in 1961. The property remained largely the same until circa 2000, when the majority of the original Linderman Machine Company building and the concrete block buildings along Boyle Street were removed. The property is currently occupied by Torresen Marine.

Findings

Architecture/Above-Ground

Arcadis identified one resource, the former C&MW/Pere Marquette South Horn Spur (ARC-01), within the APE. While this resource is mostly extant along the south shore of Muskegon Lake from Cottage Grove Street to 11th Street, only the portion between Cottage Grove Street and McCracken Street is located within the APE. The South Horn Spur is a newly recorded resource, and as such, was evaluated for NRHP eligibility and integrity according to the National Park Service NRHP Criteria for Evaluation (National Park Service 1997).

ARC-01 – C&WM/Pere Marquette South Horn Spur

The railroad corridor within the Project area is part of a branch railroad line that served several sawmills and other industrial properties along the south shore of Muskegon Lake between circa 1875 and the early 2000s. The branch line, locally known as the South Horn Spur, was constructed by the C&MLS circa 1875 and soon after was operated by the C&WM, which consolidated with several other railroads to form the Pere Marquette Railroad in 1900. The line was eventually acquired by CSX. While the APE includes existing areas of the CSX ROW extending west to Waterworks Road, extant tracks associated with the former South Horn Spur are only found along the north side of Lakeshore Drive between Cottage Grove Street and McCracken Street within the APE, and to 11th Street outside of the APE (Attachment 4, Photographs 1-10). The extant South Horn Spur is a non-

functioning, standard gauge, single-track rail line that has been previously removed with some private properties and at most road crossings, and is otherwise in deteriorating and undermaintained condition. Within the APE, the railroad ROW does not cross any major rivers, streams, or ditches, and no associated structures or features are extant.

The former South Horn Spur between the city of Muskegon and the villages of Bluffton and Laketon provided a link between the main line and industrial properties along the south side of Muskegon Lake. While the branch line is associated in a broad sense with rail transportation in Michigan and Muskegon County, it does not represent a significant railroad corridor within the state, did not establish a new railroad or dominant railroad connection between significant resources, and did not provide a critical link or junction between two or more important railroad corridors. While the ports at Bluffton and Laketon/Port Sherman were important in shipping lumber from Muskegon to other markets, the branch railroad does not appear to have been a critical component of the port, and other railroads and other ports are considered to be more critical to the shipment of commodities. Therefore, the former South Horn Spur between Muskegon and Bluffton is recommended not eligible for NRHP listing under Criterion A.

No evidence was uncovered that any individuals significant in local, regional, or national history are directly associated with the branch line, and therefore, the resource is recommended not eligible for NRHP listing under Criterion B.

The South Horn Spur is an example of a typical single-track branch railroad with occasional sidings built to serve a largely industrial corridor in Michigan. Its construction did not constitute a major civil engineering undertaking of the time, and it did not represent the evolving technology of railroad transportation. Further, no associated structures remain along the branch line, as the rails, stations, switches, and other features directly associated with the railroad have been removed; most of the industrial complexes indirectly associated with the railroad have also been demolished. As such, the South Horn Spur is recommended not eligible for NRHP listing under Criterion C.

Architectural and above-ground resources are not typically evaluated under Criterion D. To be eligible under this criterion, the resource would need to provide valuable, previously unknown information on some aspect of history. The former South Horn Spur is a common, well-known, and ubiquitous type of resource and as such, is recommended not eligible under Criterion D.

While large sections of the former South Horn Spur have previously been removed and redeveloped, much of the branch rail line remains in its original location and thus retains its integrity of location. The rail line was constructed circa 1875 to serve the several sawmills and other industrials that crowded the south shore of Muskegon Lake in the late nineteenth to the mid-twentieth century. The majority of those industrial complexes have been demolished, and the land is largely vacant. Therefore, the rail line does not retain its integrity of setting. Large portions of the former South Horn Spur have been removed, and the extant portions currently sit in deteriorating and undermaintained condition. As such, the line no longer retains its integrity of design, materials, or workmanship. As the line's integrity of setting, materials, design, and workmanship has been lost or significantly diminished, and as the surrounding area no longer maintains its industrial association, the rail line no longer retains its integrity of feeling or association.

Historic District Potential Within APE

The majority of the Project within the APE travels through vacant property on the north side of Lakeshore Drive; however, a small portion of the APE travels immediately adjacent to a row of residences along the northwest side of Lakeshore Drive between McCracken and Denmark Streets. As a result, a due diligence review of these properties was conducted for the potential of a historic district within the APE.

Based on a review of the extant properties between McCracken and Denmark Avenues, Arcadis recommends that there is little potential for a historic district. The seven extant residences along the northwest side of Lakeshore Drive have undergone varying levels of non-historic alteration since their construction circa 1900, and none of the properties embody distinctive characteristics of a type, period of method of construction, represent the work of a master, or possess high artistic values. These homes, particularly the four nearly identical homes southwest of McCracken Avenue, may have originally been constructed as worker housing for nearby sawmills or other companies, but the connection with these industries have been lost with their demolition, and the block no longer retains its integrity of setting, feeling, or association with the industrial and social history of the Lakeshore Drive or former Lakeside areas. Further, there are several instances of modern infill, including the circa-2000 bank property on the northwest side of Lakeshore Drive at Denmark Avenue. As such, Arcadis recommends that properties along the northwest side of Lakeshore Drive between McCracken and Denmark Avenues do not retain the significance nor the integrity to be considered contributing to a potential historic district, and that the potential for a historic district in this area is low.

Summary and Recommendations

The Project involves the abandonment of and the removal of ties, rails, and other associated features from the existing C&WM/Pere Marquette South Horn Spur (ARC-01) located between Milepost CGCS 58.35 and Milepost CGCS 60.16 along Lakeshore Drive in the City of Muskegon, Michigan. Arcadis conducted a cultural resources investigation of the Project to identify historic properties within the APE and to evaluate potential effects on historic properties as a result of the Project.

Architectural

Background research revealed that the Project corridor was historically part of the C&WM/Pere Marquette South Horn Spur, which served several lumber and other industrial properties along the south shore of Muskegon Lake in the late nineteenth and twentieth century. A file search also indicated that no previously cultural resources or archaeological sites, or previous cultural resource surveys are located within the APE. Arcadis identified one historic resource, ARC-01, within the APE and evaluated it for NRHP eligibility. As the extant rail line does not appear to have played a significant role in regional, state, or national history above and beyond those of similar railroad spurs; does not appear to be associated with individuals significant in local, regional, or national history; does not represent an extraordinary example of engineering or railroad technology; and is unlikely to yield additional information; and as the resource no longer retains its integrity of setting, design, materials, workmanship, feeling, or association; Arcadis recommends that ARC-01 is not eligible for NRHP listing due to a lack of significance and loss of integrity. As such, Arcadis also recommends that the Project will have no effect on historic properties.

Archaeological

The literature review indicated that there are no known archaeological sites within the APE. The APE is also located entirely within the existing CSX ROW and has been subjected to varying levels of disturbance throughout its history from railroad construction, the construction and removal of siding tracks and spurs, and routine railroad maintenance. Further, areas along the railroad corridor that are the former sites of sawmills, manufacturing facilities, and other industrial endeavors, have been redeveloped several times since the 1840s, as plants and factories were constructed, demolished, rebuilt, and demolished again. Even the shoreline of Muskegon Lake has been modified and built up over time. As a result of this development and disturbance, most of the soils within the APE (and adjacent to the APE) are recorded as Oxyaquic Udipsamments-Urban land complex, nearly level (Web Soil Survey 2023). These soils are often associated with areas that have been excavated or filled for construction

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Michigan State Historic Preservation Office
August 22, 2023

projects. It is unlikely that intact soils yielding NRHP-eligible remains would be present within the APE and adjacent to the APE.

In addition, since the 1870s and the construction of the railroad, the companies and their facilities discussed above were largely well-documented operations, and their former sites are unlikely to yield any new information that would be significant to local, regional, or national history. Further, soil disturbance will be limited to surface and near surface deposits associated with the removal of rails and ties on the ground surface, and the removal of the upper level of ballast only. Therefore, Arcadis recommends that no additional archaeological investigations are needed, and the Project will have no adverse effect on NRHP-eligible archaeological resources.

Arcadis respectfully requests that your office review the requested information above and provide your written concurrence that the Project will have no effect on historic properties. If you have any questions concerning this Project, please feel free to contact me at (260) 204-5521 or at tegan.baiocchi@arcadis.com.

Sincerely,
Arcadis U.S., Inc.

Tegan A. Baiocchi
Senior Architectural Historian

Enclosures:

- Attachment 1 – Project Figures
- Attachment 2 – Correspondence
- Attachment 3 – Historic Mapping
- Attachment 4 – Photographs
- Attachment 5 – Site Forms

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Date: August 22, 2023

Subject: ER22-802 – CSX CGC Line Abandonment Project, Muskegon,
Muskegon County, Michigan

Dear Ms. Yancho,

Arcadis U.S., Inc. (Arcadis), on behalf of CSX Transportation, Inc. (CSX or CSXT), is submitting additional information for the CSX CGC Line Abandonment Project (Project) located in Muskegon, Muskegon County, Michigan (Attachment 1, Figures 1 and 2). Arcadis submitted an Application for SHPO Section 106 Consultation for the Project to the Michigan State Historic Preservation Office (MISHPO) on July 14, 2023. In a letter to Adam Assenza of the Surface Transportation Board (STB) dated August 11, 2023, the MISHPO requested additional information regarding the definition of the undertaking, the definition of the Project's Area of Potential Effect (APE), the history of land use within and along the APE, and determinations of eligibility for properties or potential historic districts within the APE. This additional information is provided in the following document, including a summary of the regulatory background and requirements for this Project as defined by the STB, a revised and more detailed definition of the APE, a comprehensive historic context and history of land use along the former South Horn Spur corridor, and an additional review and assessment of potential historic resources located within the APE.

Regulatory Background and Summary

On July 11, 2022, CSXT filed a notice of exemption under 49 C.F.R. part 1152 subpart F to abandon an approximately 3.81-mile rail line between milepost CGCS 56.25 and milepost CGCS 60.16 on the South Horn Spur. Ten days later on July 21, 2022, the City of Muskegon filed a request for issuance of a notice of interim trail use or abandonment (NITU) to establish interim trail use on two miles of the South Horn Spur between milepost CGCS 56.35 and milepost CGCS 58.35 under the National Trails System Act (Trails Act) (16 U.S.C. 1247(d)). CSXT filed a letter on August 1, 2022, agreeing to negotiate with Muskegon toward an interim trail use agreement for the two-mile segment of the Short Horn Spur.

On August 9, 2022, the Surface Transportation Board (STB), which serves as the lead federal agency for the undertaking, issued a Decision and Notice of Interim Trail Use or Abandonment in which it ordered five conditions to be imposed on any decision granting abandonment authority (Attachment 2). One of these conditions was that "CSXT shall retain its interest in and take no steps to alter the historic integrity of all historic properties including sites, buildings, structures, and objects within the project Area of Potential Effect (APE) that are eligible for listing or listed in the National Register of Historic Places (NRHP) until the Section 106 process of the National Historic Preservation Act, 54 U.S.C. 306108, has been completed," and that CSXT may not file its consummation notice or initiate any salvage activities related to abandonment (including removal of tracks and ties) until the Section 106 process has been completed and the Board has removed this condition (STB 2022:2-3). However, the

Decision also states that if the City of Muskegon implements trail use on a portion of the South Horn Spur, compliance with the Section 106 condition is not required with respect to any portion of the South Horn Spur designated for trail use for the duration of such use, as under the Trails Act, such interim use is not considered an abandonment of the right of way (ROW) for railroad purposes (STB 2022:3; 16 U.S.C. 1247(d)).

On March 31, 2023, the City of Muskegon and CSXT reached a Professional Services Agreement regarding the interim trail use of the South Horn Spur between milepost CGCS 56.35 and milepost CGCS 58.35 (Attachment 2). As such, this portion of the South Horn Spur is exempt from the Section 106 condition issued by the STB.

Area of Potential Effect

In a previous consultation package submitted by Arcadis to the MISHPO on July 14, 2023, the APE was defined as the 14.2-acre Project footprint along the entire 3.81-mile rail line between milepost CGCS 56.35 and milepost CGCS 60.16. As per the amended description of the undertaking, the project APE has also been revised to only encompass the portion of the South Horn Spur that is being abandoned by CSX and is therefore under STB jurisdiction and subject to Section 106 consultation.

In consultation with the STB, Arcadis considers the horizontal APE as the CSX ROW between milepost CGCS 58.35 (near McCracken Street) and milepost CGCS 60.16 (near Waterworks Road) to account for physical, visual, auditory, and other impacts introduced by the Project. Between Cottage Grove Street and milepost CGCS 60.16, no Project activities or ground disturbance will take place, as the railroad was removed from the CSX ROW circa 1940 and no rails, ties, ballast, or other features associated with the railroad remain. Project activities within the rest of the APE between milepost CGCS 58.35 and Cottage Grove Street will involve the removal of the existing rails, ties, and upper layer of ballast, where applicable. As such, the vertical APE is defined as surface or near surface disturbance associated with vehicle operation and rail, tie, and ballast removal within the CSX ROW. The equipment and methods that will be used to perform these tasks will be confined to the railroad corridor, and will not introduce any new permanent visual, auditory, vibrational, or other impacts. Temporary indirect impacts will also be minimal and will be confined to the existing CSX ROW. Further, any existing structures associated with the rail line, including bridges and culverts, will not be removed.

Consideration of Cumulative Effects

In addition to considering physical and non-physical impacts potentially introduced by the Project, Arcadis also considered indirect, or cumulative, impacts that may occur as a result of the Project. As Project activities are limited to the abandonment of the CSX ROW and the removal of rails, ties, and the upper layer of ballast along the existing railroad corridor, the Project is not anticipated to introduce cumulative impacts outside of the existing railroad ROW. The railroad has been non-functional since circa-2010, and several segments of rails, ties, and ballast have already been removed from the corridor since then. While the abandonment of the CSX ROW may encourage further development parcels on which the railroad formally operated, most of these parcels were historically utilized for large industrial operations, and many other parcels in the vicinity are already undergoing residential and commercial development. As such, future development of property along the former South Horn Spur is unlikely to introduce any new and/or adverse impacts to historic properties in the vicinity.

Literature Review

Arcadis conducted background research for the Project by requesting cultural data files from the MISHPO. The purpose of the background research was to identify previously recorded cultural resources within or adjacent to the Project APE. Information collected included archaeological sites, architectural and historical resources,

National Register of Historic Places (NRHP) properties, and cultural resources surveys. The information provided included all known cultural resources and surveys located within a one-mile radius of the APE.

From the MISHPO files, there are six NRHP-eligible or listed architectural properties, one NRHP-eligible or listed historic district, two unevaluated architectural and historical resources, five archaeological sites, and two archaeological surveys within one mile of the APE. None of the previously recorded architectural resources or archaeological sites are located within the APE.

In addition to the records review, Arcadis also reviewed available online historic-era mapping. The 1873 Map of Muskegon County shows the Chicago & Michigan Lake Shore Railroad (C&MLS) through Muskegon, as well as the Michigan Lake Shore Railroad (MLS) running south to connect to Grand Haven (Walling 1873) (Attachment 3, Figure 4). The South Horn Spur along the south side of Muskegon Lake had not yet been constructed. The 1877 Atlas of Muskegon County shows that the South Horn Spur had been constructed southwest from West Western Avenue to about Mann Street but had not yet been completed through the APE (Beers & Company 1877) (Attachment 3, Figure 5). The 1883 Sanborn Fire Insurance Map of Muskegon Lake reveals that the South Horn Spur had been completed through Bluffton to the Lake Michigan channel at Laketon by 1883 (Sanborn Map and Publishing Company 1883) (Attachment 3, Figures 6-15). The 1883 map labels the South Horn Spur as the “C. & N. M. R.R.,” suggesting that it was part of the Chicago & West Michigan Railroad’s (C&WM’s) Chicago & North Michigan Railroad; however, the C&WM did not form the Chicago & North Michigan Railroad until 1891. The Sanborn map also shows several sawmills operating along the north side of the spur line, but does not indicate the presence of any depots, stations, or other railroad-related buildings or structures along the APE. Likewise, the 1887 Sanborn Fire Insurance Map shows that the South Horn Spur primarily served the mills along the south shore of Muskegon Lake (Sanborn Map and Publishing Company 1887) (Attachment 3, Figures 16-25). The 1900 Atlas of Muskegon County shows significant development along the South Horn Spur, primarily in the neighborhoods of Lakeside and Bluffton, with the railroad spur traveling through “street parks” along the Lake Michigan shore (Beers and Company 1900) (Attachment 3, Figures 26-29). The 1900 map also indicates that the railroad spur was operated by the Pere Marquette Railroad. While residential and commercial development had increased by the early twentieth century, the 1911 Sanborn Fire Insurance Map of Muskegon Lake shows that, with the exception of a connection at Lake Michigan Park, the South Horn Spur did not interact with the Lakeside or other neighborhoods along the corridor, but instead primarily served the mills and other industrial interests along Muskegon Lake (Sanborn Map and Publishing Company 1911) (Attachment 3, Figures 30-40). The 1911 Sanborn map also shows that Lakeshore Drive (labeled as “Lake”) had a different alignment at its western end than its present-day alignment, continuing to follow the Muskegon Lake shoreline and terminating at Manhattan Avenue. The 1911 alignment of the Pere Marquette Railroad’s South Horn Spur, however, is similar to the present-day alignment of Lakeshore Drive. A review of the 1936 Lake Harbor Quad USGS map shows that by this time, the South Horn Spur no longer connected to the Lake Michigan channel and that Lake Michigan Park was no longer in operation (USGS 1936) (Attachment 3, Figure 41). The present-day western alignment of Lakeshore Drive had also not yet been constructed, however the South Horn Spur corridor continued to follow that alignment. A review of the revised 1911-1950 Sanborn Fire Insurance Map of Muskegon Lake indicates that by circa 1940, the present-day western end alignment of Lakeshore Drive had been constructed and the western end of the South Horn Spur had been removed, with the western terminus of the railroad at Edgewater Street (Sanborn Map and Publishing Company 1950) (Attachment 3, Figures 42-53).

Historic Context and History of Land Use

Settlement and Early Industrial Development

The first trading post was established on Muskegon Lake in 1812 by John Baptiste Recollet, though he only stayed in the area a few months. Permanent Euro-American settlement did not occur in the Project area until the 1830s, when several individuals constructed trading posts along Lake Muskegon, including Joseph Daily in 1830 and George Campua in 1833 (Holt 1882:24). Increased population and economic prospects led to the establishment of Muskegon Township in 1837. Muskegon's location on Lake Michigan and Muskegon Lake made it a prime location for the lumber industry. The first sawmill on Muskegon Lake, Benjamin Wheelock's Muskegon Steam Mill Company, was completed in 1838 (Holt 1882:24). By 1840, there were three sawmills built on Muskegon Lake, "whose sawing capacity per day of twelve hours was about 13,000 feet" (Holt 1882:25). In 1850, there were six mills on the lake with an aggregate sawing capacity of approximately 60,000 feet. By 1860, there were ten mills; and by 1870, there were 24 mills, all on the south side of Muskegon Lake.

Muskegon Railroad Development

In 1869, the C&MLS was chartered to operate along the west coast of Michigan with the purpose of connecting key cities along the western side of the state. By February 1870, the C&MLS had completed a 27-mile line between New Buffalo and St. Joseph, and by January 1872, had extended north through Muskegon to Pentwater (Holt 1882:16). Also in 1869, the MLS, a separate entity, was formed by the consolidation of the Allegan and Holland Railroad and the Muskegon and Ferrysburg Railroad. By July 1870, the MLS had completed a 57.5-mile line between Allegan and Muskegon, primarily connecting key lumber and sawmill sites along Michigan's west coast. The MLS entered receivership in 1872, and was reorganized as the Grand Haven Railroad in 1878 (Holt 1882:16). Both the C&MLS and the MLS were consolidated into the Chicago and West Michigan Railroad (C&WM) in 1881.

C&WM/Pere Marquette South Horn Spur

A spur line was constructed along the south shoreline of Muskegon Lake between the MLS and the communities of Bluffton and Laketon between circa 1875 and 1880 (Holt 1882:15). While the 1877 *Atlas of Muskegon County* does not indicate the owner or operator of the spur line, it was likely constructed by the C&MLS, as the MLS had entered receivership by that time. The spur line, known as the South Horn Spur, primarily served the sawmills and other industries on Muskegon Lake, connecting them with the C&MLS mainline. In 1881, the South Horn Spur became part of the C&WM system. In 1899, the C&WM consolidated further with the Flint and Pere Marquette Railway and the Detroit, Grand Rapids and Western Railroad to form the Pere Marquette Railway (Michigan Railroad History n.d.).

Throughout the late nineteenth and early twentieth century, South Horn Spur's main track largely remained constant, while the additional siding tracks that served the industrial complexes were added and removed as companies came and went. Until circa 1930, the western end of the spur traveled across the village of Bluffton to the amusements at Lake Michigan Park, and then continued north along the Lake Michigan coast to Laketon. By 1936, however, the rail line appears to abruptly stop at Bluffton, just short of the former amusement park (Attachment 3, Figure 41). Around 1940, the tracks at the western end of the South Horn Spur were removed to Edgewater Street, and the current western alignment of Lakeshore Drive was completed within the former railroad ROW (Attachment 3, Figure 42). The current western terminus of the South Horn Spur along Lakeshore Drive is located at the intersection of Cottage Grove Street.

Nineteenth-Century Land Use along the South Horn Spur

The South Horn Spur generally followed along the north sides of West Western Avenue and Lake Street (present-day Lakeshore Drive), primarily serving the sawmills and other industrial complexes on the south shoreline of Muskegon Lake. Between 1875 and 1900, much of the land immediately adjacent to the rail line comprised

lumber piles and lumberyards, with stacks of lumber between 6 and 20 feet high (Attachment 3, Figures 7-15; 17-25). Private siding tracks from these lumberyards were often added alongside the South Horn Spur for the purpose of loading lumber directly from those lumber piles. The Sanborn Fire Insurance Maps do not indicate the presence of any railroad platforms, stations, or other railroad-associated features, though turnouts, switches, and signage were likely present.

Swan, White & Smith Sawmill

One of the more prominent sawmills along the South Horn Spur was the Swan, White & Smith sawmill located on the north side of West Western Avenue at Hudson Street (Attachment 3, Figure 7). Prior to its construction, the property was the site of the city's first trading post built by George Campua in 1833, and also the site of the Muskegon Steam Mill Company, the first sawmill constructed on Muskegon Lake in 1837 (Holt 1882:24; 50). After the Muskegon Steam Mill Company burned in 1841, the property was purchased by Alvah Trowbridge, who constructed a new sawmill on the site in 1863 (Holt 1882:27). Trowbridge's mill was purchased by White & Swan in 1864, which was succeeded by Swan, White & Smith in 1871. In 1882, the company produced 22,000,000 feet of lumber and 5,000,000 feet of lath annually (Holt 1882:27). The sawmill appears on both the 1883 and 1887 Sanborn Fire Insurance Maps for the City of Muskegon, and both maps also show the adjacent South Horn Spur as well as a private siding that served the mill's lumber piles. A review of the 1887 Sanborn Map revealed that the sawmill had been acquired by Torrent and McLaughlin and Company by that time (Attachment 3, Figure 17). It is not shown on the 1900 *Atlas of Muskegon County*, and a review of the 1911 Sanborn Fire Insurance Map indicates that buildings associated with the former Swan, White and Smith sawmill were no longer present, though a few siding tracks remained. The site was subsequently used as a lumber yard for the Stewart Hartshorn Company until circa 1969, when the property was developed into a large, paved parking lot likely to serve the Hartshorn Company and the adjacent Shaw-Walker Furniture Company, as well as the adjacent Hartshorn Marina.

Temple Manufacturing Company/Muskegon Curtain Roll Company

Ansel F. Temple originally established his manufacturing company in Montague, Michigan, in 1872, but after suffering two devastating fires in the span of six months, he decided to relocate to Muskegon Lake in 1879 (Holt 1882:61; Sanborn Map and Publishing Company 1883). The Temple's first plant was located between the South Horn Spur and Lakeshore Drive, just southwest of Michigan Avenue (Attachment 3, Figure 9). Temple produced curtain rollers, slats, and mop handles, but the company was colloquially known as "the Curtain Roller Factory" (Holt 1882:61). The one of the advantages of Temple's operation was that he largely used refuse or waste material from nearby sawmills, such as the Muskegon Boom Company, C.J. Hamilton, Walworth and Reed, or others, and had to pay very little in material costs. By 1887, Temple had renamed his company the Muskegon Curtain Roll Company and relocated to the former Walworth and Reed Sawmill buildings on the north side of West Western Avenue and the South Horn Spur at Franklin Street (Attachment 3, Figure 18). The company merged with the Stewart Hartshorn Company in 1895 (Baker 2022).

Muskegon Brewing Company/Goebel Brewing Company

The area south of Western Avenue was largely residential in the mid-to-late nineteenth century, with a small commercial district on the north side of Western Avenue at Barclay and Franklin Streets. Exceptions to this were a planing mill operated by Walworth, Reed & Company at the northeast corner of Franklin Street and Michigan Avenue, and the Muskegon Brewing Company at the northeast corner of Lake Street and Michigan Avenue. To serve these businesses, a siding track was constructed from the South Horn Spur prior to 1883, traveling along the rear of these properties between Western and Michigan Avenues. The Muskegon Brewing Company was

founded by Otto and Gustav Meeske and Gottlieb J. Ninneman in 1876, with significant additions and renovations to the building being completed circa 1880 (Sanborn Map and Publishing Company 1883) (Attachment 3, Figure 10). The company had been labeled as the Michigan Brewing Company on the 1887 Sanborn map, and an ornate, four-story brew house had been completed by that time (Attachment 3, Figure 20). In addition to beer and malts, the company also reportedly made “all kinds of carbonated drinks, ginger ale, seltzer soda, and pop” (*Muskegon Enterprise Newspaper* February 1897). By 1911, the Muskegon Brewing Company had reverted to its original name and had expanded, with new storage buildings for kegs and bar fixtures, and a separate office building (Attachment 3, Figure 34). In 1917, the State of Michigan passed the Damon Act, which outlawed the sale, manufacturing, and transportation of alcohol within the state (Detroit Historical Society 2021). The brewing company struggled to survive through its non-alcoholic products, but ultimately closed in 1919. After the repeal of Prohibition in 1933, the Muskegon Brewing Company attempted to reopen the plant, but a fire in May of that year destroyed the building and the new brewing equipment (*Marshall Evening Chronicle* 25 May 1933:4). The property was then sold to the Grand Rapids Brewing Company, which rebuilt many of the buildings and operated a bottling plant there between 1934 and 1946. The revised 1911-1950 Sanborn Fire Insurance Map shows that the four-story brew house was rebuilt by the company in 1936 out of “fire-proof construction.” The Detroit-based Goebel Brewing Company purchased the property in 1946 and produced their Goebel Private Stock 22 beer there until 1957 (Attachment 3, Figure 46). The property was eventually purchased by Cole’s Quality Foods for use as a bakery.

Other industries along the South Horn Spur at the end of the nineteenth century include the W.G. Watson Packing Box Company; the James S. Kirk & Company Soap Box Factory; the McGraft Lumber Company lumberyards; the G.F. Shippey & Company Shingle Mill; the Ames & Front Spring Bed Factory; and the Tillotson & Blodgett, A.V. Mann & Company, A.S. Montgomery, Stimson Brothers, Rodgers, LeBoeuf & Company, and G.E. Wood sawmills, among others (Attachment 3, Figures 6-25). Most of these were renamed, sold, and/or demolished between 1887 and 1900. The A.S. Montgomery sawmill was located on the east side of Ruddiman Creek (Attachment 3, Figure 12). An earlier mill had been constructed on the site by Joseph Stronach in 1842, but it had been swept away by floods in 1848 (Michigan Department of State 1991). In 1849, George and John Ruddiman rebuilt the mill, and Newcomb McGraft and Anthony Schuyler Montgomery purchased it in 1875. McGraft later established his own sawmill nearby. The A.S. Montgomery mill underwent a significant renovation in 1882, with several additions and the construction of an extensive tramway (Sanborn Map and Publishing Company 1883) (Attachment 3, Figure 12). By 1887, the mill had been succeeded by the Montgomery, Champagne & Company sawmill; the mill was destroyed by fire in 1890 (Attachment 3, Figure 22). The property was vacant until circa 1924, when the Standard Oil Company constructed several storage tanks at the site (Michigan Department of State 1991). The tanks were removed in the 1990s. Closer to Bluffton, the G.E. Wood sawmill and lumberyard was located on jetties and piers on the northeast side of lakeshore Drive at Sampson Avenue (Attachment 3, Figure 15). Another sawmill belonging to E & C Eldred was located south of the Wood sawmill. By 1887, the George F. Wood company had acquired the Eldred Company site, removed the buildings, and used the property as a lumberyard (Attachment 3, Figure 25).

Villages of Lakeside and Bluffton

Lakeside Township was formed from Laketon Township in 1875 and comprised three villages: Lakeside, Bluffton, and Por Sherman at the mouth of Muskegon Lake (Holt 1882:88). The village of Lakeside emerged a few years later in 1868 along Lakeshore Drive west of Ruddiman Creek, generally between Addison and Torrent Streets, in the vicinity of the A.V. Mann and Company sawmill, though it soon expanded westward to Addison Street. In 1888, the city of Muskegon annexed the village of Lakeside; the A.V. Mann sawmill closed a year later (Michigan

Historical Commission 2004). The community was largely supported by the operation of the Mann sawmill, and subsequently the Chase Brothers' piano factory and the Central Paper Company.

The village of Bluffton was also a key shipping point for the lumber industry, but soon emerged as a destination point for Muskegon. In 1890, the Muskegon Traction and Lighting Company, a trolley service, opened Lake Michigan Park on the shore of Lake Michigan near Bluffton (Pesch n.d.). The park was soon expanded to include pavilions, a lunch counter, and a bath house for beach goers. The park added a large theater in 1890, a restaurant and bowling alley in 1903, a dancing pavilion circa 1905, and several rides and amusements in 1907, including a figure-eight roller coaster (Pesch n.d.). Lake Michigan Park continued to expand into the 1910s, and as a result, several beach houses and summer cottages also sprang up around Bluffton. By the 1920s, however, extensive damage to park facilities due to beach erosion, as well as the sale of the trolley line to the Pere Marquette Railroad, led to a decline, and the extant park buildings and rides were removed soon after.

Residential areas are also depicted on the 1883 and 1887 Sanborn Fire Insurance Maps south of West Western Avenue near Lakeshore Drive and south of Lakeshore Drive immediately east of Ruddiman Creek. The West Western Avenue area was largely residential, with some commercial properties on the north side of Western Avenue, and a few industrial properties along West Michigan Avenue (Attachment 3, Figures 8-10; 15-17). The remaining non-industrial properties along Lakeshore Drive are depicted on Sanborn Fire Insurance Maps only sparingly, and appear to largely comprise small to medium sized wood-frame and brick dwellings. According to these maps, the South Horn Spur did not interact with the neighborhoods along its route. Instead, the rail line primarily served the sawmills and other industrial properties along Muskegon Lake during this period. The sole exception is in the 1920s, when the Muskegon Traction and Lighting Company transferred its trolley line to the Pere Marquette Railroad, allowing the rail line to provide access to Lake Michigan Park, later renamed Pere Marquette Park (Pesch n.d.).

Twentieth-Century Industrial and Recreational Development along the South Horn Spur

Michigan's lumber boom lasted roughly 20 years, with a markedly decline by 1890 as most of the state's forests had been depleted. As early as 1882, Holt discusses the tenuous future of the lumber industry in Muskegon, albeit with a more optimistic outlook: "The demand for lumber must continue, the means of supply are not exhausted, and the effect of any over-supply will, after a time, correct itself," Holt claimed, adding that if "the consumption of lumber is increasing rather than decreasing" and "the means of supply are not increasing but diminishing, the general tendency is, therefore, to an increase of price and scarcity of lumber" (Holt 1882 23).

The decline of the lumber industry in Michigan was primarily due to the clear cut of Michigan's old-growth forests, but also due to a shift in the railroad boom from east to west; while Michigan forests helped build railroads in the eastern United States, other states with more plentiful forests were more convenient for western expansion. As such, lumber cities like Muskegon shifted their economy to diversify their industries, and by 1900, the area along Muskegon Lake became home to manufacturers of furniture and home goods, musical instruments, paper, and eventually, steel.

Shaw-Walker Furniture Company

The Shaw-Walker Company was originally established in downtown Muskegon in 1899 by Arch W. Shaw and Louis C. Walker, who primarily provided "filing devices" and "card systems" (Actors Colony n.d.). These systems comprised sets of printed index cards in small wooden cabinets with drawers. By 1900, the company had outgrown their downtown space and relocated to a one-story building at the corner of Western Avenue and Seventh Street. Three years later, the Shaw-Walker Company consolidated with the Muskegon Cabinet Company and as a result, shifted its manufacturing division to their three-story facility on the south side of West Western

Avenue between Division and Hudson Streets (Attachment 3, Figure 32). The company constructed an additional three-story, 66-square-foot office building at the northwest corner of Division Street and Michigan Avenue in 1911. Two years later in early 1913, a five-story addition designed by Albert Kahn and Ernest Wilby was constructed at the southwest corner of Division Street and West Western Avenue (Attachment 3, Figure 44).

That same year in 1913, the Shaw-Walker Company released its first steel filing cabinet on the market. At this time, most filing cabinets were made of wood, and while some attempts were made at the turn of the century to produce a steel cabinet, the results were relatively rough and slow to catch on. The Shaw-Walker steel filing cabinet, however, with the slogan "Built Like a Skyscraper," were an immediate success. By 1917, the Shaw-Walker steel cabinet was the standard-bearer, and wood filing cabinets were considered obsolete (Shaw-Walker 1959:3). Likewise, steel office desks had been on the market since circa 1907, but had been slow to catch on with businessmen, who "found them to be cold, ugly, noisy, uncomfortable, and cheap-looking" (Shaw-Walker 1959:3). In 1929, however, the Shaw-Walker Company introduced its steel "Work-Organizing Desk" to its "Built Like a Skyscraper" line. In 1939, the Shaw-Walker Company altered its desk to introduce a new standard – the "New Low Desk for Comfort," lowering its height from the traditional standard 30.5 inches to 29 inches. This lower height eventually became the standard height for all Shaw-Walker desks in 1941 (Shaw-Walker 1959:3). The company also released an aluminum "Correct Seating Chair" to complement its desk.

By circa 1940, the Shaw-Walker Company had acquired and expanded to the two-story building immediately to the west, previously occupied by the Muskegon Knitting Mills (Attachment 3, Figures 32 and 44). By 1955, the Shaw-Walker Company had constructed a five-story brick building between the former Knitting Mills building and Hudson Street. The former Knitting Mills building was reconstructed circa 1960 into a similar five-story building, and by 1977, two one-story buildings were appended to the west side of the complex, closing Hudson Street at West Western Avenue.

By the 1980s, however, the company was experiencing a decline, and the Shaw-Walker Furniture Company was sold to Westinghouse in 1989. Westinghouse consolidated the company with Knoll, Reff, and its own Westinghouse Furniture Systems of Grand Rapids to create a single subsidiary called "Knoll Group, Inc." The facility ceased operations circa 2000. A portion of the former furniture company complex on Michigan Avenue has been converted into residential space called the Watermark Center. The original three-story section of the complex along West Western Avenue, as well as the five-story addition designed by Albert Kahn and Ernest Wilby, were demolished circa 2017. The buildings constructed to the west of the original complex along West Western Avenue between 1955 and 1977 are extant.

Stewart Hartshorn Company

The origins of the Stewart Hartshorn Company are a bit unclear. The company likely started out as J & J Hartshorn in Boston, Massachusetts, owned by brothers Jacob, and John Hartshorn. The Hartshorn brothers applied for and received several patents for spring-loaded rollers for curtain fixtures in 1855. John's sons Henry and Stewart Walker Hartshorn also joined the company around this time. Following Jacob Hartshorn's death from tuberculosis in 1859 and Henry Hartshorn's death from smallpox in 1860, Stewart Hartshorn became the sole owner of the company and relocated it to New York City (Ranieri 2009). In 1864, Stewart Hartshorn received a patent for his improved design of his father's spring roller curtain, introducing the ratchet and gravity pawl. In 1872, the Stewart Hartshorn Company relocated once more to Newark, New Jersey.

While the Stewart Hartshorn Company fabricated the shades in-house, Hartshorn contracted with the aforementioned A.F. Temple to produce the wooden cylinders. In 1895, Temple's Muskegon Curtain Roll Company merged with the Stewart Hartshorn Company, and by 1900, the company had acquired approximately

36 acres of land on the south shore of Muskegon Lake at West Western Avenue (Attachment 3, Figure 27). By 1905, the Stewart Hartshorn Company's Muskegon plant was completely rebuilt and enlarged, with the central building being one of the earliest examples of poured concrete construction in western Michigan (Baker 2022). A review of the 1911 Sanborn Fire Insurance Map for the area shows the Stewart Hartshorn Company comprising a large, main building along with a separate dry kiln, machine shop, tin shop, and other storage buildings, as well as several lumber piles and siding tracks. The main building was constructed in three parts, with a three-story, poured concrete building flanked by a two-story, brick finishing building on the east and a monitor-roofed, concrete-block building on the west (Attachment 3, Figure 33). By the 1920s, the Stewart Hartshorn Company comprised several factories through the United States and Canada, with "its shade roller factories at Muskegon and Toronto; it has a cotton mill at Goldville, South Carolina, the cloth is painted at Oswego, New York, [and] metal parts of manufactured at Newark, New Jersey" (*The Bend Bulletin* 20 May 1925: 1). In 1925, the Stewart-Hartshorn Company had begun making plans to gradually "discontinue its operation at Muskegon, Michigan, and to move the machinery in use there to Bend," Oregon, from where the company sourced its lumber stock (*The Bend Bulletin* 20 May 1925:1). Following the death of Stewart Hartshorn in 1937, the company's operations moved from New Jersey to Muskegon in 1939 (Ranieri 2009). By the 1950s, the company maintained its factories in Muskegon and Oswego, New York, as well as smaller branches in Chicago, Detroit, Columbus, Ohio, Newark, New Jersey, and San Leandro, California (*Chicago Daily Tribune* 1 July 1952: F9).

The Charles W. Breneman Company of Cincinnati purchased the Stewart Hartshorn Company in 1952. The Breneman Company had been established in 1850, and the sale signified the consolidation of two of the largest window shade manufacturers in the United States (*Chicago Daily Tribune* 1 July 1952: F9). The company subsequently changed its name to the Breneman-Hartshorn Company and continued to produce window shades at its Muskegon location until circa 1980, when the company relocated to Indiana (Baker 2022; City of Muskegon n.d.). In 1984, the former Breneman-Hartshorn buildings were converted into a shopping mall called the Lumbertown Shops and was renamed Waterfront Centre in 1987. In 2001, the property underwent a significant renovation, during which the majority of the extant building was demolished. The remaining structure, comprised of the three-story poured concrete building and a small portion of the western addition, was renamed Hartshorne Centre. In 2009, it was again renamed Fricano Place (City of Muskegon n.d.).

West Michigan Steel Foundry Company and the Anaconda Wire and Cable Company

West Western Avenue experienced a significant increase in industrial development at the turn of the twentieth century. Along with the expansion of the Muskegon Brewing Company and the construction of the Stewart Hartshorn Company, by 1911 the Robert K. Mann Lumber Company was constructed at the western terminus of West Western Avenue along the South Horn Spur. L. Kiper & Sons harness factory was established at the southwest corner of West Western Avenue and Barclay Street, and the Muskegon Traction & Lighting Company was built on the north side of Michigan Avenue between Franklin and Hudson Streets (Attachment 3, Figures 32-34). Despite these industrial developments, the majority of the area south of the South Horn Spur remained largely residential. This changed in 1912 with the construction of the West Michigan Steel Foundry Company, which required the demolition of at least 16 dwellings and one store on the north side of West Western Avenue between Lakeshore Drive and Franklin Street (Attachment 3, Figure 46) (Moore 2014). At least eleven additional dwellings on the south side of West Western Avenue were demolished circa 1920 with the construction of the Anaconda Wire and Cable Company (Attachment 3, Figure 46) (Moore 2016).

While the foundry building took up nearly the entirety of the property between West Western Avenue and the South Horn Spur, other associated buildings of West Michigan Steel were constructed on the north side of the rail line, including smaller storage and fabrication buildings to the north of the foundry, and the "Machine Division" to

the northwest. The foundry produced steel castings ranging from 5 to 3,000 pounds, and participated in war production activities during World War II (Alexander 2013). The company was acquired by Westran Corporation in the 1960s and operated under that name until the late 1980s, when it was purchased by TCI United Corporation of Dallas. The former West Michigan Steel Foundry was acquired by Flint-based Michigan Steel in 2002, which operated the foundry until the company folded in 2013 (Alexander 2013). The majority of the foundry buildings were demolished in 2014; the Machine Division building on the northwest side of the South Horn Spur and to the northwest of West Western Avenue is extant and currently is used as a boat storage facility, and has been extensively altered and enlarged. Likewise, the Anaconda Wire and Cable Company operated until through most of the twentieth century, with employment peaking in the 1960s (Moore 2016). The plant closed in 1981 and was damaged by fire in 1999. The building was demolished in 2016 (Moore 2016).

Unlike previous editions of the Sanborn Fire Insurance Maps for the Muskegon Lake area, the 1911 maps do not show any extant factories or other industrial facilities along the Short Horn Spur and Muskegon Lake shore between Davis and Denmark Streets.

J. Loescher Tannery

The J. Loescher Tannery Company was constructed circa 1898 on the north side of Lakeshore Drive at Denmark Street, with the South Horn Spur traveling through the middle of the plant complex (Attachment 3, Figure 38). The complex was designed and equipped by the Charles H. Stehling Company of Milwaukee, Wisconsin, and operated until circa 1928 (Chas. H. Stehling Co. 1914). By the 1940s, the plant was acquired by the Norge Division of the Borg-Warner Corporation for use as a stove and refrigerator warehouse (Attachment 3, Figure 51). The Detroit-based Borg-Warner had purchased the former Alaska Refrigerator plant in Muskegon Heights in 1931, and began producing gas stoves at a separate facility on Lakeshore Drive in Bluffton by 1937 (Actor's Colony n.d.). In 1961, Borg-Warner relocated from Muskegon to Arizona. The plant at Lakeshore Drive and Denmark Street was demolished soon after.

Chase Brothers Piano Company

The Chase Brothers Piano Company was originally founded in 1863 in Grand Rapids, Michigan. By 1893, they had relocated to Muskegon, where they constructed a four-story factory with a five-story tower on the north side of Lakeshore Drive at Le Boeuf Avenue (Attachment 3, Figure 38). In 1899, the company was renamed the Chase-Hackley Piano Company (Antique Piano Shop n.d.). The company produced several pianos under the Chase Brothers name, as well as under the names of Carlisle, Boltwood, and Exceltone. The company had a good reputation for producing quality instruments throughout the early twentieth century but did not survive the Great Depression of the 1930s. The Central Paper Company subsequently acquired the buildings (Attachment 3, Figure 51).

Central Paper Company

West of the Chase Brothers Piano Company on Lakeshore Drive, the property was historically occupied by several companies, including the Ames & Front Spring Bed Factory at Lincoln Street, and the Stimson Brothers and the Rodgers, LeBoeuf & Company sawmills located on the wharves in the vicinity (Attachment 3, Figure 14). The Ames & Frost Company was later purchased by Hunter, Tillotson & Company and converted into a planing mill and box factory in 1887 (Attachment 3, Figure 24). In 1899, Eugene Meurer purchased the entire 15-acre property comprising the three mills and established the Central Paper Company, though it is not clear if any of the existing buildings were repurposed by Meurer. The company experienced exponential growth, expanding the factory and adding additional machinery in 1904, 1913, and 1924 (Alexander 2011). After the Chase-Hackley Piano Company closed circa 1935, the Central Paper Company acquired and converted those buildings to paper

company use, reducing the height to three stories overall (Attachment 3, Figure 51). According to the revised 1911-1950 Sanborn Fire Insurance Map, the company utilized the former Chase-Hackley buildings to manufacture waterproof paper at that time.

In 1953, the Central Paper Company was sold to the S.D. Warren Company, and was subsequently sold to the Scott Paper Company 1967. During that time, a fifth paper machine was installed at the facility as the company continued to expand (Alexander 2011). By the 1990s, however, the company had entered a period of decline, and the S.D. Warren division of the Scott Paper Company, including the Muskegon plant, was sold to Sappi Ltd. The company continued to reduce production and dismantle machinery until 2009, when the former Central Paper Company factory was permanently closed (Alexander 2011). The mill buildings were demolished in 2017.

Linderman Machine Company

The Linderman Machine Company was originally established in Whitehall in 1900, but was relocated to a new 60,000 square foot brick factory building on the south side of Lakeshore Drive at Boyle and Sampson. The company produced wood working equipment and specialized in a double tapered dovetail machine, which brothers A.T. and Bert Linderman invented years earlier. While the Short Horn Spur traveled along the northeast side of Lakeshore Drive, at least two siding tracks split from the rail line and through the Linderman Machine Company property. By 1918, the Linderman Company boasted nearly 500 employees making dovetailing machines, rip saws, glue jointers, and a Universal Machine Tool. The company was eventually renamed the Linderman Steel & Machine Company, and by 1921, became the Muskegon Machine Company. In 1937, the property was acquired by the Detroit-based Borg-Warner Company for the manufacture of its Norge Division gas stoves and other appliances. By circa 1945, the facility had been extensively expanded; In addition to Linderman's original brick building, several concrete block additions and a second large concrete plant were constructed to the west along Lakeshore Drive (Attachment 3, Figure 53). The Borg-Warner Company relocated to Arizona in 1961. The property remained largely the same until circa 2000, when the majority of the original Linderman Machine Company building and the concrete block buildings along Boyle Street were removed. The property is currently occupied by Torresen Marine.

Findings

Architecture/Above-Ground

Arcadis identified one resource, the former C&MW/Pere Marquette South Horn Spur (ARC-01), within the APE. While this resource is mostly extant along the south shore of Muskegon Lake from Cottage Grove Street to 11th Street, only the portion between Cottage Grove Street and McCracken Street is located within the APE. The South Horn Spur is a newly recorded resource, and as such, was evaluated for NRHP eligibility and integrity according to the National Park Service NRHP Criteria for Evaluation (National Park Service 1997).

ARC-01 – C&WM/Pere Marquette South Horn Spur

The railroad corridor within the Project area is part of a branch railroad line that served several sawmills and other industrial properties along the south shore of Muskegon Lake between circa 1875 and the early 2000s. The branch line, locally known as the South Horn Spur, was constructed by the C&MLS circa 1875 and soon after was operated by the C&WM, which consolidated with several other railroads to form the Pere Marquette Railroad in 1900. The line was eventually acquired by CSX. While the APE includes existing areas of the CSX ROW extending west to Waterworks Road, extant tracks associated with the former South Horn Spur are only found along the north side of Lakeshore Drive between Cottage Grove Street and McCracken Street within the APE, and to 11th Street outside of the APE (Attachment 4, Photographs 1-10). The extant South Horn Spur is a non-

functioning, standard gauge, single-track rail line that has been previously removed with some private properties and at most road crossings, and is otherwise in deteriorating and undermaintained condition. Within the APE, the railroad ROW does not cross any major rivers, streams, or ditches, and no associated structures or features are extant.

The former South Horn Spur between the city of Muskegon and the villages of Bluffton and Laketon provided a link between the main line and industrial properties along the south side of Muskegon Lake. While the branch line is associated in a broad sense with rail transportation in Michigan and Muskegon County, it does not represent a significant railroad corridor within the state, did not establish a new railroad or dominant railroad connection between significant resources, and did not provide a critical link or junction between two or more important railroad corridors. While the ports at Bluffton and Laketon/Port Sherman were important in shipping lumber from Muskegon to other markets, the branch railroad does not appear to have been a critical component of the port, and other railroads and other ports are considered to be more critical to the shipment of commodities. Therefore, the former South Horn Spur between Muskegon and Bluffton is recommended not eligible for NRHP listing under Criterion A.

No evidence was uncovered that any individuals significant in local, regional, or national history are directly associated with the branch line, and therefore, the resource is recommended not eligible for NRHP listing under Criterion B.

The South Horn Spur is an example of a typical single-track branch railroad with occasional sidings built to serve a largely industrial corridor in Michigan. Its construction did not constitute a major civil engineering undertaking of the time, and it did not represent the evolving technology of railroad transportation. Further, no associated structures remain along the branch line, as the rails, stations, switches, and other features directly associated with the railroad have been removed; most of the industrial complexes indirectly associated with the railroad have also been demolished. As such, the South Horn Spur is recommended not eligible for NRHP listing under Criterion C.

Architectural and above-ground resources are not typically evaluated under Criterion D. To be eligible under this criterion, the resource would need to provide valuable, previously unknown information on some aspect of history. The former South Horn Spur is a common, well-known, and ubiquitous type of resource and as such, is recommended not eligible under Criterion D.

While large sections of the former South Horn Spur have previously been removed and redeveloped, much of the branch rail line remains in its original location and thus retains its integrity of location. The rail line was constructed circa 1875 to serve the several sawmills and other industrials that crowded the south shore of Muskegon Lake in the late nineteenth to the mid-twentieth century. The majority of those industrial complexes have been demolished, and the land is largely vacant. Therefore, the rail line does not retain its integrity of setting. Large portions of the former South Horn Spur have been removed, and the extant portions currently sit in deteriorating and undermaintained condition. As such, the line no longer retains its integrity of design, materials, or workmanship. As the line's integrity of setting, materials, design, and workmanship has been lost or significantly diminished, and as the surrounding area no longer maintains its industrial association, the rail line no longer retains its integrity of feeling or association.

Historic District Potential Within APE

The majority of the Project within the APE travels through vacant property on the north side of Lakeshore Drive; however, a small portion of the APE travels immediately adjacent to a row of residences along the northwest side of Lakeshore Drive between McCracken and Denmark Streets. As a result, a due diligence review of these properties was conducted for the potential of a historic district within the APE.

Based on a review of the extant properties between McCracken and Denmark Avenues, Arcadis recommends that there is little potential for a historic district. The seven extant residences along the northwest side of Lakeshore Drive have undergone varying levels of non-historic alteration since their construction circa 1900, and none of the properties embody distinctive characteristics of a type, period of method of construction, represent the work of a master, or possess high artistic values. These homes, particularly the four nearly identical homes southwest of McCracken Avenue, may have originally been constructed as worker housing for nearby sawmills or other companies, but the connection with these industries have been lost with their demolition, and the block no longer retains its integrity of setting, feeling, or association with the industrial and social history of the Lakeshore Drive or former Lakeside areas. Further, there are several instances of modern infill, including the circa-2000 bank property on the northwest side of Lakeshore Drive at Denmark Avenue. As such, Arcadis recommends that properties along the northwest side of Lakeshore Drive between McCracken and Denmark Avenues do not retain the significance nor the integrity to be considered contributing to a potential historic district, and that the potential for a historic district in this area is low.

Summary and Recommendations

The Project involves the abandonment of and the removal of ties, rails, and other associated features from the existing C&WM/Pere Marquette South Horn Spur (ARC-01) located between Milepost CGCS 58.35 and Milepost CGCS 60.16 along Lakeshore Drive in the City of Muskegon, Michigan. Arcadis conducted a cultural resources investigation of the Project to identify historic properties within the APE and to evaluate potential effects on historic properties as a result of the Project.

Architectural

Background research revealed that the Project corridor was historically part of the C&WM/Pere Marquette South Horn Spur, which served several lumber and other industrial properties along the south shore of Muskegon Lake in the late nineteenth and twentieth century. A file search also indicated that no previously cultural resources or archaeological sites, or previous cultural resource surveys are located within the APE. Arcadis identified one historic resource, ARC-01, within the APE and evaluated it for NRHP eligibility. As the extant rail line does not appear to have played a significant role in regional, state, or national history above and beyond those of similar railroad spurs; does not appear to be associated with individuals significant in local, regional, or national history; does not represent an extraordinary example of engineering or railroad technology; and is unlikely to yield additional information; and as the resource no longer retains its integrity of setting, design, materials, workmanship, feeling, or association; Arcadis recommends that ARC-01 is not eligible for NRHP listing due to a lack of significance and loss of integrity. As such, Arcadis also recommends that the Project will have no effect on historic properties.

Archaeological

The literature review indicated that there are no known archaeological sites within the APE. The APE is also located entirely within the existing CSX ROW and has been subjected to varying levels of disturbance throughout its history from railroad construction, the construction and removal of siding tracks and spurs, and routine railroad maintenance. Further, areas along the railroad corridor that are the former sites of sawmills, manufacturing facilities, and other industrial endeavors, have been redeveloped several times since the 1840s, as plants and factories were constructed, demolished, rebuilt, and demolished again. Even the shoreline of Muskegon Lake has been modified and built up over time. As a result of this development and disturbance, most of the soils within the APE (and adjacent to the APE) are recorded as Oxyaquic Udipsamments-Urban land complex, nearly level (Web Soil Survey 2023). These soils are often associated with areas that have been excavated or filled for construction

Katlyn M. B. Yancho
Michigan State Historic Preservation Office
August 22, 2023

projects. It is unlikely that intact soils yielding NRHP-eligible remains would be present within the APE and adjacent to the APE.

In addition, since the 1870s and the construction of the railroad, the companies and their facilities discussed above were largely well-documented operations, and their former sites are unlikely to yield any new information that would be significant to local, regional, or national history. Further, soil disturbance will be limited to surface and near surface deposits associated with the removal of rails and ties on the ground surface, and the removal of the upper level of ballast only. Therefore, Arcadis recommends that no additional archaeological investigations are needed, and the Project will have no adverse effect on NRHP-eligible archaeological resources.

Arcadis respectfully requests that your office review the requested information above and provide your written concurrence that the Project will have no effect on historic properties. If you have any questions concerning this Project, please feel free to contact me at (260) 204-5521 or at tegan.baiocchi@arcadis.com.

Sincerely,
Arcadis U.S., Inc.



Tegan A. Baiocchi
Senior Architectural Historian

Enclosures:

- Attachment 1 – Project Figures
- Attachment 2 – Correspondence
- Attachment 3 – Historic Mapping
- Attachment 4 – Photographs
- Attachment 5 – Site Forms

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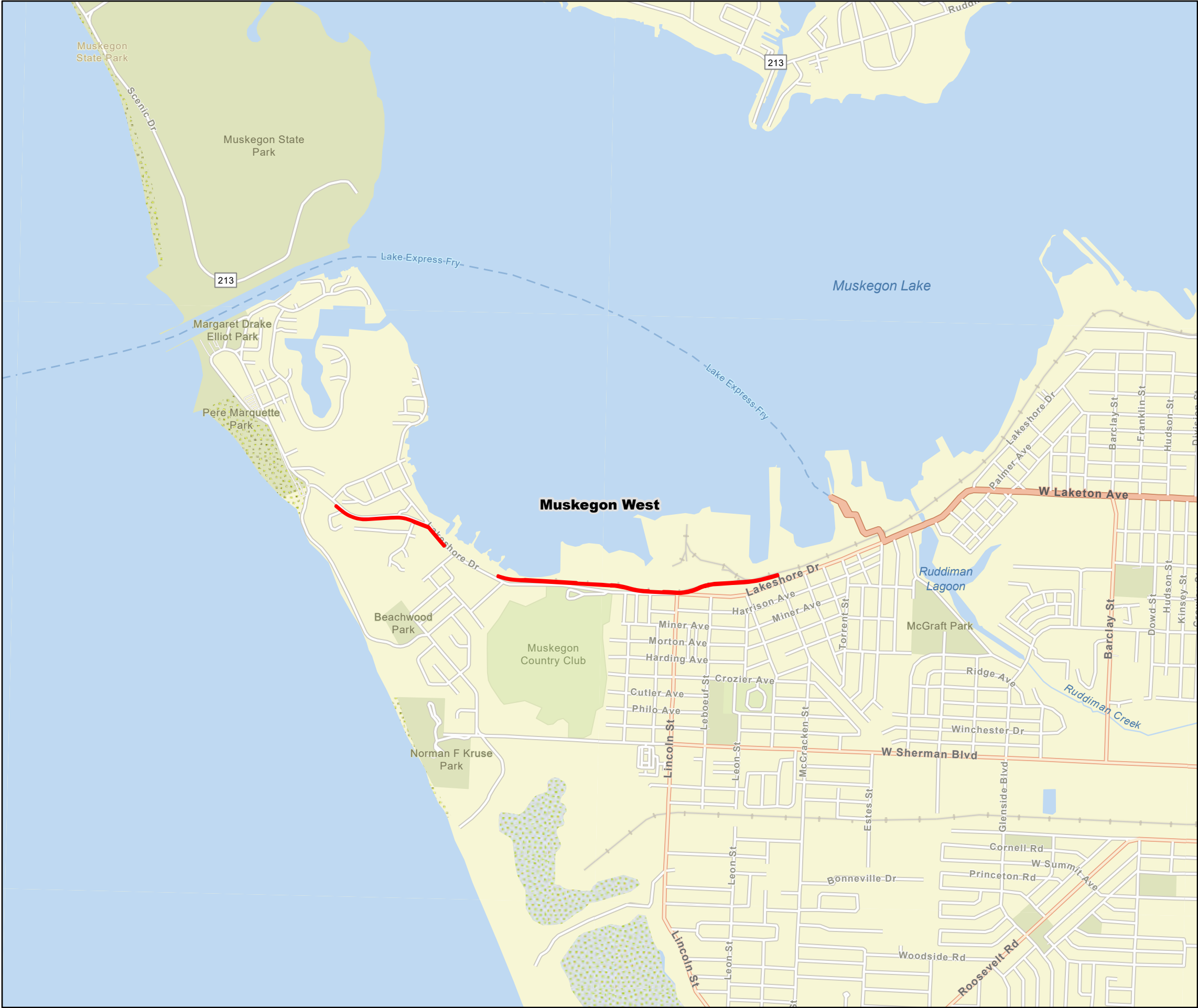
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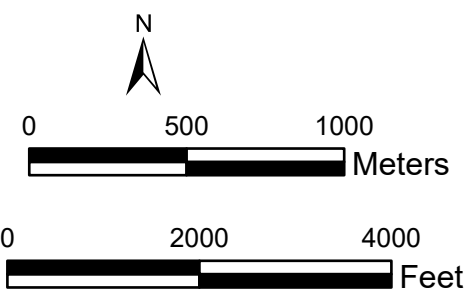
ATTACHMENT 1

Project Figures



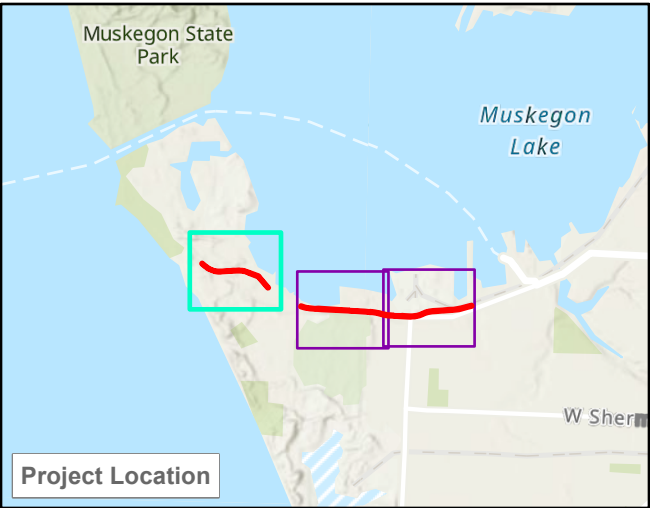


[] USGS 7.5' TOPOGRAPHIC QUADRANGLE
[red box] PROJECT

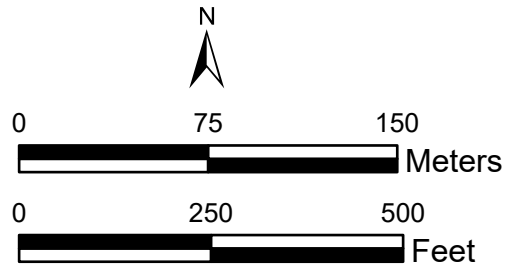


NOTE:
1. USGS 7.5' TOPOGRAPHIC QUADRANGLES MUSKEGON EAST (1975) AND MUSKEGON WEST (1975) , MICHIGAN. OBTAINED FROM ESRI IMAGE SERVICE.

	CGC LINE ABANDONMENT MUSKEGON, MI
FIGURE 1 PROJECT OVERVIEW	
Date: 8/22/2023	

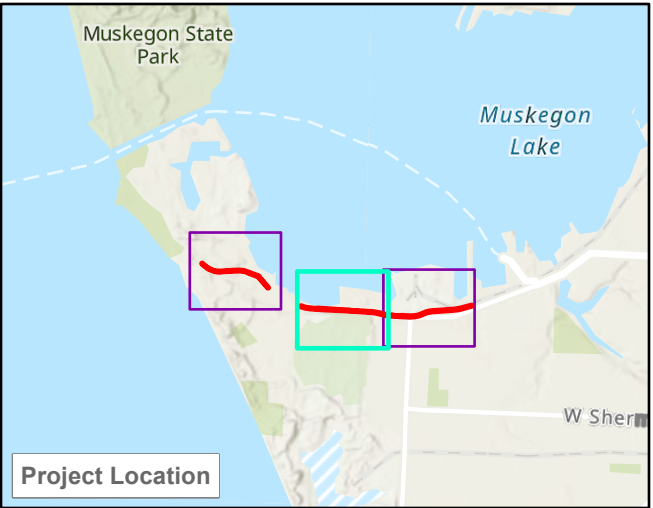


- ✕ MILEPOST MARKER
- APE - NO WORK ANTICIPATED
- PROJECT

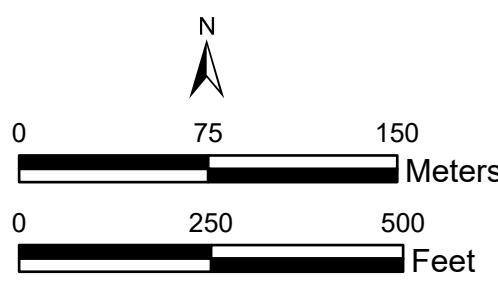


NOTE:
1. WORLD IMAGE CLARITY (BASEMAP) AND WORLD TOPOGRAPHIC (INSET)
OBTAINED FROM ESRI IMAGE SERVICE.

	CGC LINE ABANDONMENT MUSKEGON, MI
FIGURE 3-1 PROJECT APE	
Date: 8/22/2023	

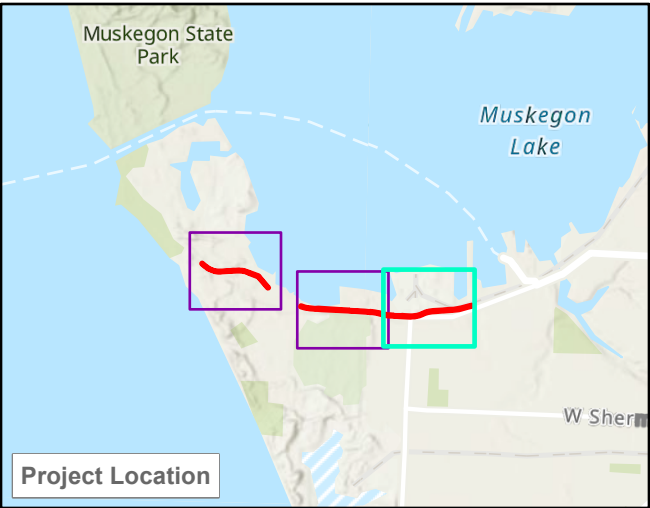


- ABOVE-GROUND RESOURCE
- APE
- PROJECT

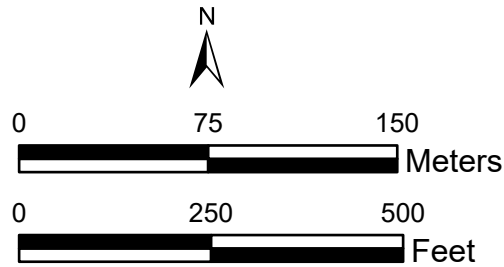


NOTE:
1. WORLD IMAGE CLARITY (BASEMAP) AND WORLD TOPOGRAPHIC (INSET)
OBTAINED FROM ESRI IMAGE SERVICE.

	CGC LINE ABANDONMENT MUSKEGON, MI
FIGURE 3-2 PROJECT APE	
Date: 8/22/2023	



- ✕ MILEPOST MARKER
- ABOVE-GROUND RESOURCE
- APE
- ▭ PROJECT



NOTE:
1. WORLD IMAGE CLARITY (BASEMAP) AND WORLD TOPOGRAPHIC (INSET)
OBTAINED FROM ESRI IMAGE SERVICE.

	CGC LINE ABANDONMENT MUSKEGON, MI
FIGURE 3-3 PROJECT APE	
Date: 8/22/2023	

ATTACHMENT 2

Correspondence



SERVICE DATE – AUGUST 9, 2022

SURFACE TRANSPORTATION BOARD

DECISION AND NOTICE OF INTERIM TRAIL USE OR ABANDONMENT

Docket No. AB 55 (Sub-No. 807X)

CSX TRANSPORTATION, INC.—ABANDONMENT EXEMPTION—
IN MUSKEGON COUNTY, MICH.

Decided: August 8, 2022

CSX Transportation, Inc. (CSXT), filed a verified notice of exemption under 49 C.F.R. part 1152 subpart F—Exempt Abandonments to abandon an approximately 3.81-mile rail line that runs between milepost CGCS 56.35 and milepost CGCS 60.16 on the South Horn Spur in Muskegon County, Mich. (the Line).¹ Notice of the exemption was served and published in the Federal Register on July 11, 2022 (87 Fed. Reg. 41,158). The exemption is scheduled to become effective on August 10, 2022.

The City of Muskegon, Mich. (Muskegon), filed a request for issuance of a notice of interim trail use or abandonment (NITU) on July 21, 2022, to establish interim trail use/rail banking on two miles of the Line between milepost CGCS 56.35 and milepost CGCS 58.35 (the Segment) under the National Trails System Act (Trails Act), 16 U.S.C. § 1247(d). CSXT filed a letter on August 1, 2022, agreeing to negotiate with Muskegon toward an interim trail use agreement for the Line.

The Board's Office of Environmental Analysis (OEA) served a Draft Environmental Assessment (Draft EA) on July 15, 2022, recommending that five conditions be imposed on any decision granting abandonment authority. First, in the Draft EA, OEA stated that the National Geodetic Survey (NGS) had indicated that there may be geodetic survey markers in the right-of-way that could be disturbed by the proposed abandonment. Accordingly, OEA recommended a condition requiring CSXT to notify NGS at least 90 days prior to beginning abandonment-related salvage activities to allow time for any geodetic survey markers to be preserved.

Second, OEA provided in the Draft EA that the U.S. Fish and Wildlife Service (USFWS) submitted comments regarding the potential impact of the proposed abandonment to protected wildlife, including federally listed threatened and endangered species. USFWS identified seven threatened and endangered species and one candidate species. The Draft EA stated that, based on information provided by CSXT, USFWS recommended that CSXT require personnel

¹ In the same jointly filed verified notice, Michigan Shore Railroad division, Mid-Michigan Railroad, Inc., sought to discontinue service over the Line. See Mich. Shore R.R. Div., Mid-Mich. R.R.—Discontinuance of Serv. Exemption—in Muskegon Cnty., Mich., AB 364 (Sub-No. 17X) (STB served July 11, 2022).

conducting salvage to receive Eastern Massasauga Rattlesnake (EMR) safety training prior to the commencement of any abandonment-related salvage activities and report observations of EMRs and any other threatened and endangered species during salvage to USFWS.

Third, in the Draft EA, OEA noted that CSXT requested a consistency certification concurrence from the Michigan Department of Environment, Great Lakes, and Energy (EGLE) – State Coastal Zone Management Agency (CZMA). Because CZMA had not yet submitted comments as of the service date of the Draft EA, OEA recommended a condition requiring CSXT to consult with CZMA and obtain state coastal management consistency certification, if necessary.

Fourth, the Draft EA provided that the U.S. Army Corps of Engineers (Corps) noted that the Line appears to pass through parts of the 100-year floodplain, as delineated under the National Flood Insurance Program, and that the Corps recommended that CSXT coordinate with local and state officials regarding the applicability of a floodplain permit prior abandonment-related salvage activities. Therefore, OEA recommended a condition requiring CSXT to (1) consult with EGLE and the Muskegon County Water Resources Commissioner's office regarding potential impacts to the 100-year floodplain prior to commencement of any abandonment-related salvage activities, and (2) comply with the reasonable requirements of each agency.

Fifth, OEA stated in the Draft EA that CSXT had served an environmental and historic report on the Michigan State Historic Preservation Office (State Historic Preservation Office, or SHPO), pursuant to 49 C.F.R. § 1105.8(c), but that the SHPO had responded that the project information submitted was incomplete and therefore the SHPO could not initiate the Section 106 review process. In turn, OEA was unable to consider the SHPO's opinion regarding whether the Line may be eligible for listing on the National Register of Historic Places as of the service date of the Draft EA. Accordingly, OEA recommended a condition requiring CSXT to (1) retain its interest in and take no steps to alter the historic integrity of all historic properties, including sites, buildings, structures, and objects within the project right-of-way (the Area of Potential Effect, or APE) that are eligible for listing or listed in the National Register of Historic Places until the Section 106 process of the National Historic Preservation Act, 54 U.S.C. § 306108, has been completed, and (2) report back to OEA regarding any consultations with the SHPO and the public.

OEA issued its Final Environmental Assessment (Final EA) on August 5, 2022, indicating that comments were received from NGS and EGLE's Water Resources Division. NGS commented that potential conflicts related to the geodetic survey markers within the rail right-of-way have been resolved and, therefore, no further action is necessary. Accordingly, OEA no longer recommends a condition requiring CSXT to consult with NGS prior to beginning abandonment-related salvage activities.

The Final EA also states that EGLE certified by letter that the proposed abandonment would be consistent with Michigan's Coastal Management Program, provided that CSXT obtains and complies with all required permits. OEA considered EGLE's comments and determined that, pursuant to the Coastal Zone Management Act, 16 U.S.C. §§ 1451-1464, the proposed

abandonment would not adversely affect coastal resources. As such, OEA no longer recommends a condition requiring CSXT to consult with EGLE regarding coastal zone consistency.

Interim Trail Use. Muskegon's request for a NITU complies with the requirements of 49 C.F.R. § 1152.29, and CSXT states that it is willing to negotiate interim trail use with Muskegon. Because CSXT agrees to Muskegon's request for a NITU and Muskegon's request complies with the requirements of 49 C.F.R. § 1152.29, a NITU will be issued. The parties may negotiate an agreement for the right-of-way during the one-year period prescribed below. If an interim trail use agreement is reached (and thus, interim trail use is established), the parties shall jointly notify the Board within 10 days that an agreement has been reached. 49 C.F.R. § 1152.29(d)(2), (h). If no agreement is reached within one year, CSXT may fully abandon the Segment, subject to any outstanding conditions. See 49 C.F.R. § 1152.29(d)(1). Use of the right-of-way for trail purposes is subject to possible future reconstruction and reactivation of the right-of-way for rail service.

This decision, and the proposed abandonment if implemented as conditioned, will not significantly affect either the quality of the human environment or the conservation of energy resources.

It is ordered:

1. This proceeding is reopened.
2. The notice served and published in the Federal Register on July 11, 2022, exempting the abandonment of the Line described above is modified to the extent necessary to implement interim trail use/rail banking as set forth below to permit the parties to negotiate for trail use for the rail line, for a period of one year from the service date of this decision and notice, until August 9, 2023. The abandonment is also subject to the following conditions:²

(a) CSXT shall require personnel conducting salvage to receive EMR safety training prior to the commencement of any abandonment-related salvage activities and report observations of EMRs and any other threatened and endangered species during salvage to the USFWS.

(b) CSXT shall consult with EGLE and the Muskegon County Water Resources Commissioner's office prior to commencement of any abandonment-related salvage activities regarding potential impacts to the 100-year floodplain and shall comply with the reasonable requirements of each agency.

(c) CSXT shall retain its interest in and take no steps to alter the historic integrity of all historic properties including sites, buildings, structures, and objects within the project APE that are eligible for listing or listed in the National Register of Historic Places until the Section 106

² If Muskegon implements trail use on the Line (or a portion thereof), compliance with the conditions is not required with respect to any portion of the Line designated for trail use for the duration of such use.

process of the National Historic Preservation Act, 54 U.S.C. § 306108, has been completed. CSXT shall report back to OEA regarding any consultations with the SHPO and the public. CSXT may not file its consummation notice or initiate any salvage activities related to abandonment (including removal of tracks and ties) until the Section 106 process has been completed and the Board has removed this condition.

3. If an interim trail use/rail banking agreement is reached, it must require the trail sponsor to assume, for the term of the agreement, full responsibility for: (i) managing the right-of-way; (ii) any legal liability arising out of the transfer or use of the right-of-way (unless the sponsor is immune from liability, in which case it need only indemnify the railroad against any potential liability); and (iii) the payment of any and all taxes that may be levied or assessed against the right-of-way.

4. Interim trail use/rail banking is subject to possible future reconstruction and reactivation of the right-of-way for rail service and to the trail sponsor's continuing to meet its responsibilities for the right-of-way described in paragraph 3 above.

5. If an interim trail use/rail banking agreement is reached (and thus, interim trail use/rail banking is established), the parties shall jointly notify the Board within 10 days that an agreement has been reached. See 49 C.F.R. § 1152.29(d)(2), (h).

6. If interim trail use/rail banking is implemented, and subsequently the trail sponsor intends to terminate trail use on all or any portion of the right-of-way covered by the interim trail use/rail banking agreement, it must send the Board a copy of this decision and notice and request that it be vacated on a specified date.

7. If an agreement for interim trail use/rail banking is reached by August 9, 2023, for the right-of-way, interim trail use/rail banking may be implemented. If no agreement is reached, CSXT may fully abandon the Segment, subject to any outstanding conditions.

8. This decision and notice is effective on its service date.

By the Board, Mai T. Dinh, Director, Office of Proceedings.

LAW OFFICES OF
LOUIS E. GITOMER, LLC

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Lou@lgraillaw.com

MELANIE B. YASBIN
Melanie@lgraillaw.com
410-296-2205

600 BALTIMORE AVENUE,
SUITE 301
TOWSON, MARYLAND 21204-4022
(410) 296-2250 * (202) 466-6532
FAX (410) 332-0885

306402

March 31, 2023

Ms. Cynthia T. Brown
Chief of the Section of Administration, Office of Proceedings
Surface Transportation Board
395 E Street, S.W.
Washington, D. C. 20423

ENTERED
Office of Proceedings
March 31, 2023
Part of
Public Record

RE: **Docket No. AB-55 (Sub-No. 807X), CSX Transportation, Inc.—
*Abandonment—in Muskegon County, Mich.***

Dear Ms. Brown:

Pursuant to 49 CFR 1152.29(h), CSXT Transportation, Inc. (“CSXT”) and the City of Muskegon, Mich. (the “City”), notify the Surface Transportation Board that they have entered a Purchase Sale Agreement (the “Agreement”) for the rail banking/interim trail use of the approximately two-mile rail line on CSXT’s South Horn Spur in Muskegon County, MI between milepost CGCS 56.35 and milepost CGCS 58.35 (the “Premises”). A map is attached.

As required by 49 CFR 1152.29(a)(2), CSXT and the City certify that under the Agreement, that the City has agreed that upon the conveyance of the Premises to the City pursuant to the terms of the Agreement (the “Conveyance”), that the City shall assume full responsibility for: (i) managing the Premises; (ii) and will, pursuant to the Agreement, indemnify CSXT against any potential legal liability arising out of the transfer or use of the Premises; and (iii) the payment of any and all taxes that may be levied or assessed against the Premises after the Conveyance.

I certify that a copy of this letter has been served on all parties of record.

Ms. Cynthia T. Brown
March 31, 2023
Page 2

The filing of this letter has been authorized by CSXT and the City. This letter is being efiled. Thank you for your assistance. If you have any questions please call or email me.

Sincerely yours,

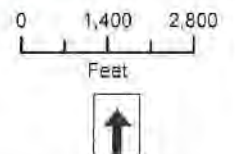
/s/ *Louis E. Gitomer*

Louis E. Gitomer
Attorney for CSX Transportation, Inc.

Attachment



SOUTH HORN SPUR
SITE: MI-121-1084142
MUSKEGON COUNTY - , MI
O - OFFLINE - FOREIGN NETWORK
MILEPOST: CGCS 56.35 - CGCS 60.16



ATTACHMENT 3

Historic Mapping



Figure 4
1873 Map of Muskegon County, Michigan

Chicago & Michigan Lake Shore Railroad Branch
 Muskegon County, Michigan



Source: Walling, H.F., Map of Muskegon County, Michigan. S.T. & R.M. Takabury, Detroit, (1873).

Figure 5
1877 Atlas of Muskegon County, Michigan

Chicago & Michigan Lake Shore Railroad Branch Muskegon County, Michigan



Source: Beers & Company, Atlas of Muskegon County, Michigan. Chicago, (1877).

Figure 6
1883 Sanborn Fire Insurance Map – Muskegon, Michigan – Sheet 1

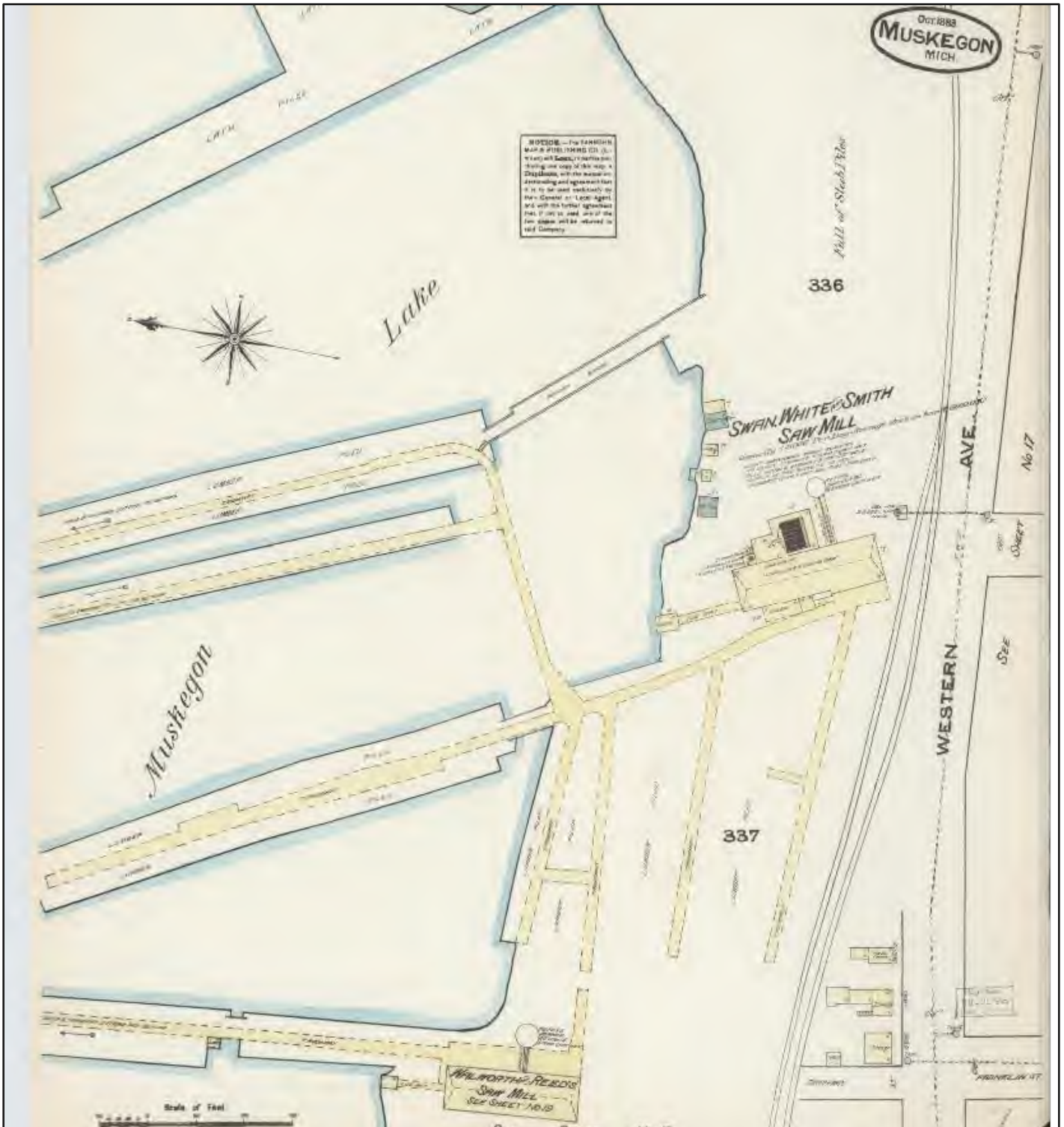
Chicago & Michigan Lake Shore Railroad Branch
 Muskegon County, Michigan



Source: Sanborn Map and Publishing Company, Map showing the location of Mills on Muskegon Lake, New York, (1883).

Figure 7
1883 Sanborn Fire Insurance Map – Muskegon, Michigan – Sheet 18

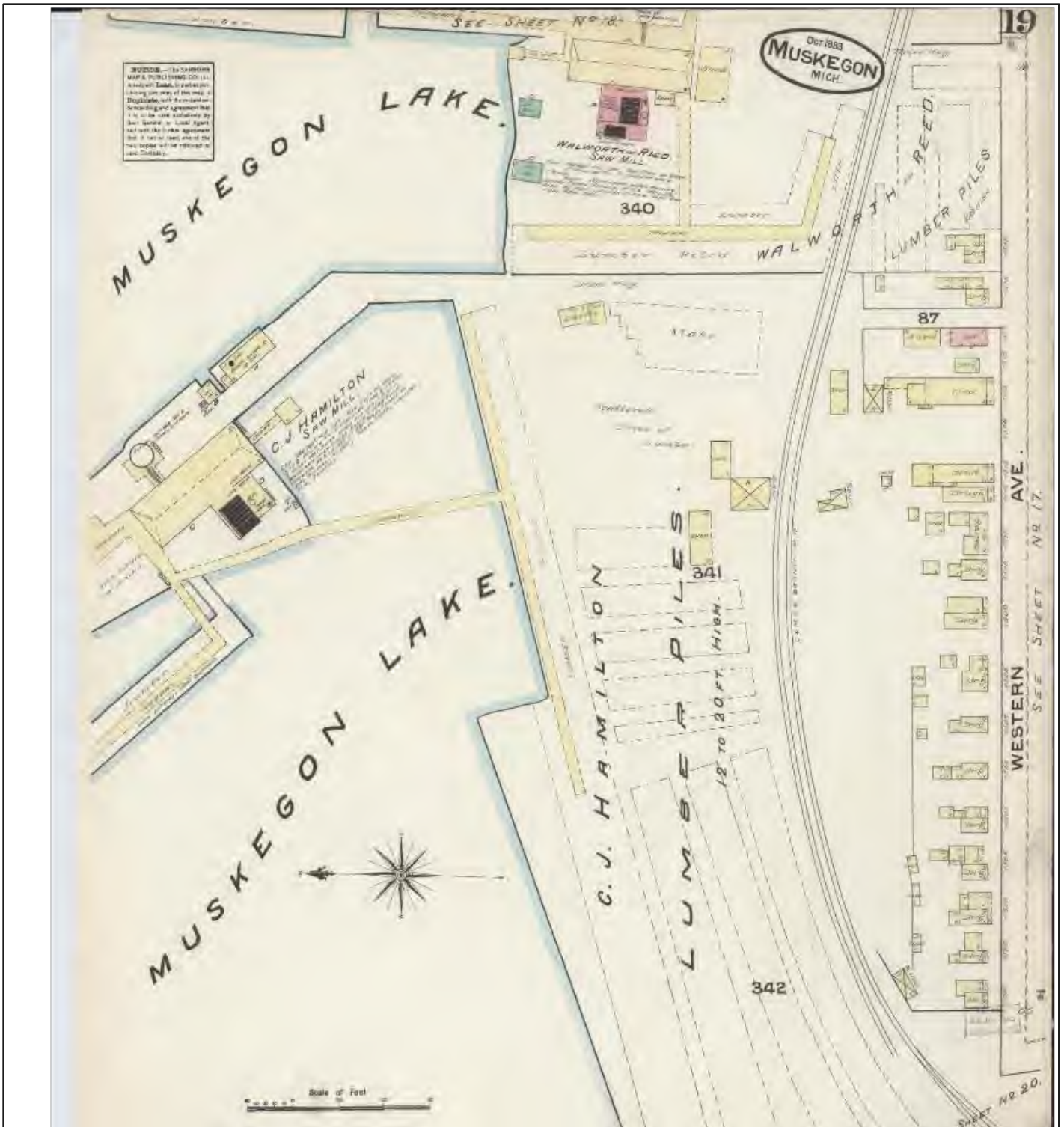
Chicago & Michigan Lake Shore Railroad Branch
 Muskegon County, Michigan



Source: Sanborn Map and Publishing Company, Map showing the location of Mills on Muskegon Lake, New York, (1883).

Figure 8
1883 Sanborn Fire Insurance Map – Muskegon, Michigan – Sheet 19

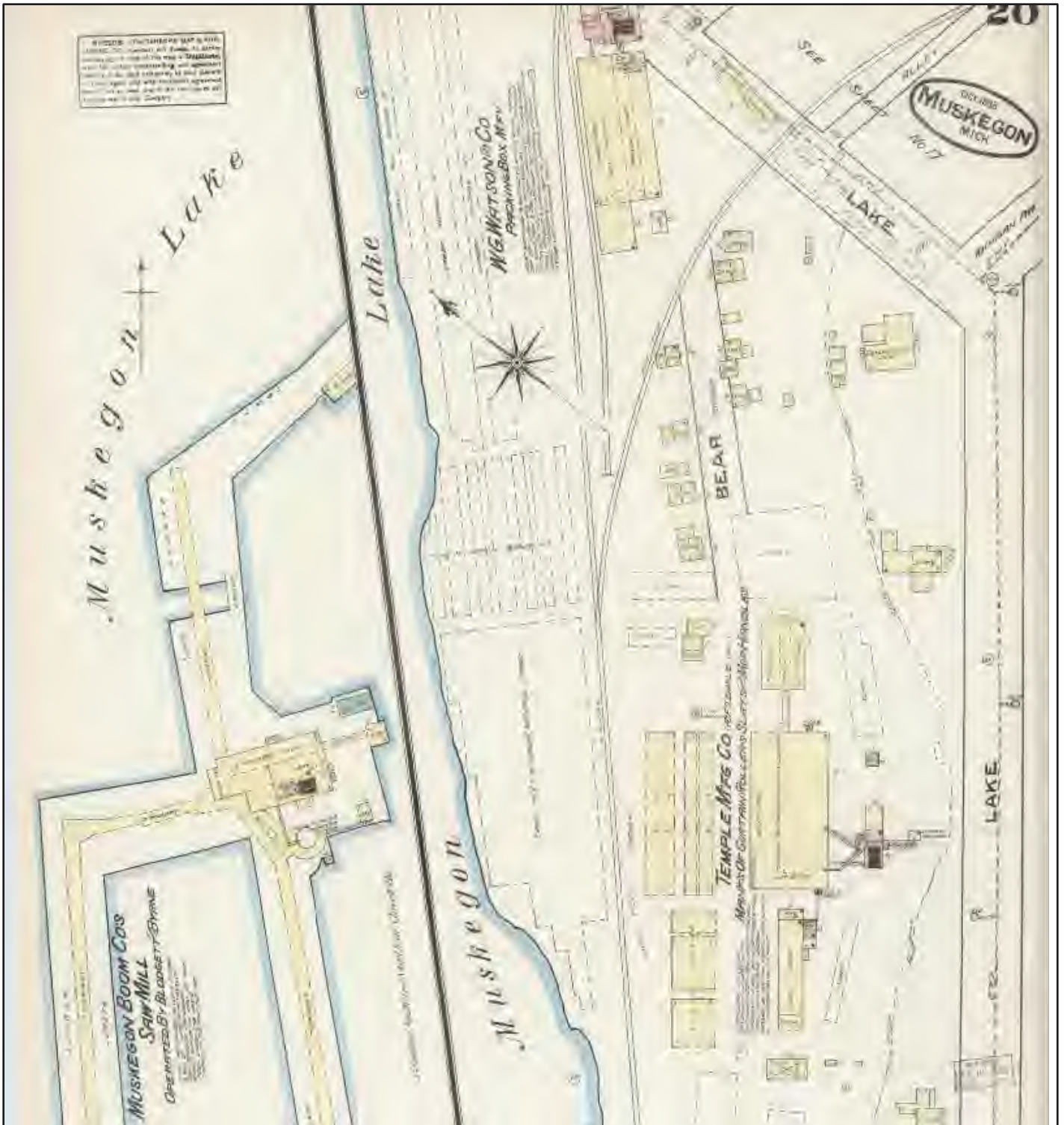
Chicago & Michigan Lake Shore Railroad Branch
 Muskegon County, Michigan



Source: Sanborn Map and Publishing Company, Map showing the location of Mills on Muskegon Lake, New York, (1883).

Figure 9
1883 Sanborn Fire Insurance Map – Muskegon, Michigan – Sheet 20

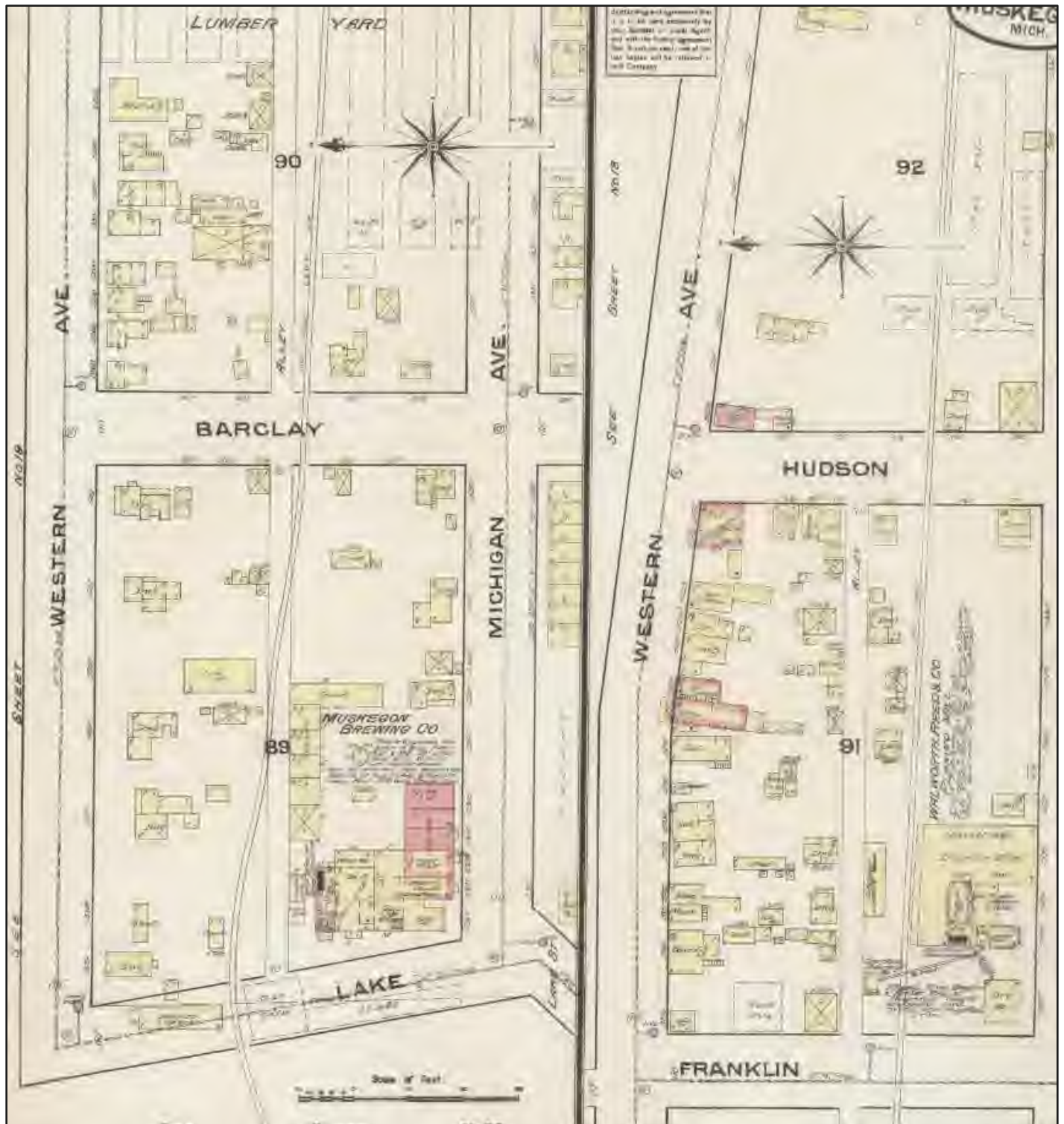
Chicago & Michigan Lake Shore Railroad Branch
 Muskegon County, Michigan



Source: Sanborn Map and Publishing Company, Map showing the location of Mills on Muskegon Lake, New York, (1883).

Figure 10
1883 Sanborn Fire Insurance Map – Muskegon, Michigan – Sheet 17

Chicago & Michigan Lake Shore Railroad Branch
 Muskegon County, Michigan



Source: Sanborn Map and Publishing Company, Map showing the location of Mills on Muskegon Lake, New York, (1883).

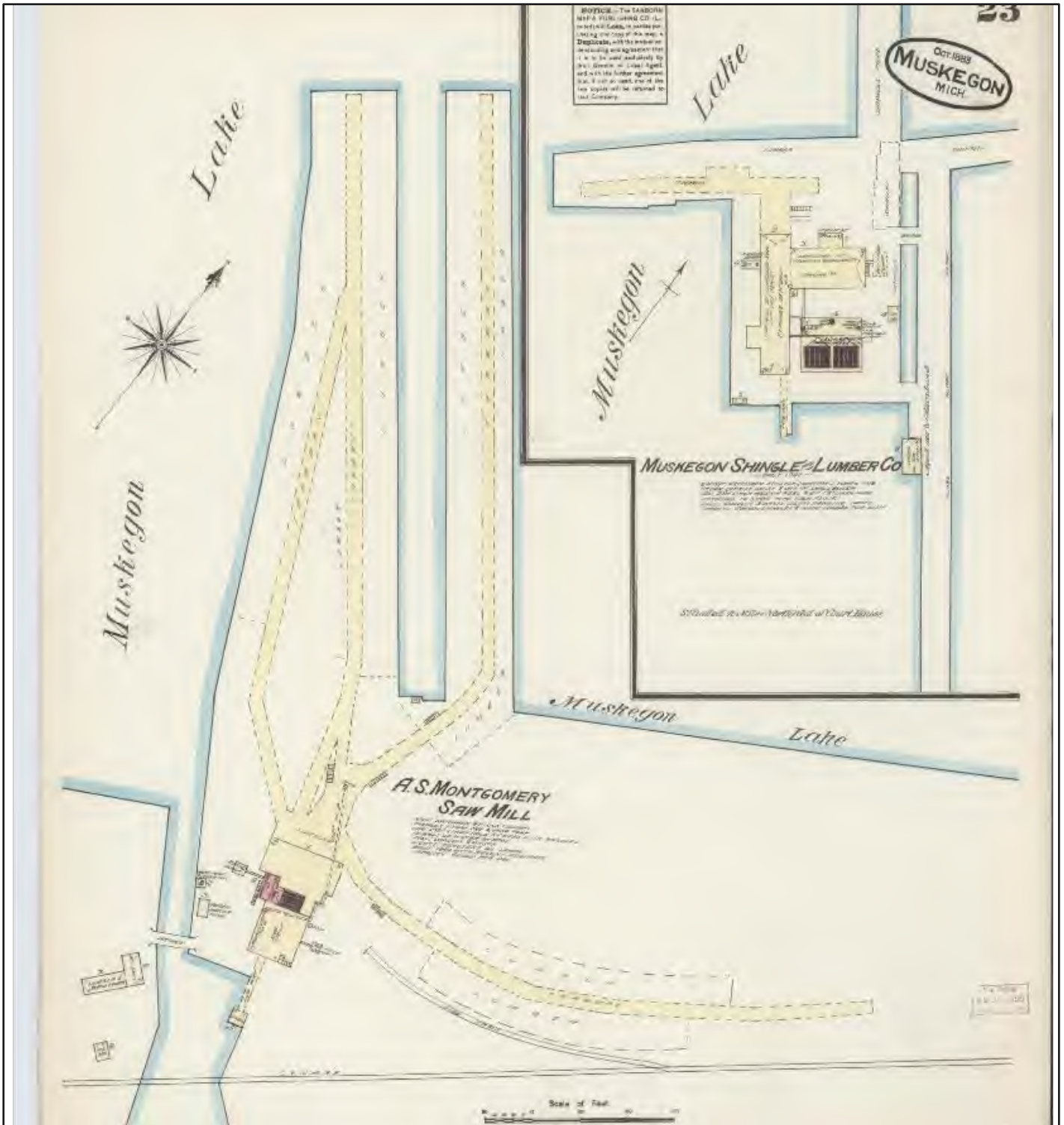
Oct 1883
MUSKEGON
MICH.

NOTICE—The SANBORN MAP & CO. (INCORPORATED) 40 Essex St., Boston, is hereby declaring invalid all claims to *Diagrams* and the actual understanding and agreement with it to be used exclusively by their clients in the U.S. and with the further agreement that it shall be used only if the map is not to be taken as such. Company.



Figure 12
1883 Sanborn Fire Insurance Map – Muskegon, Michigan – Sheet 23

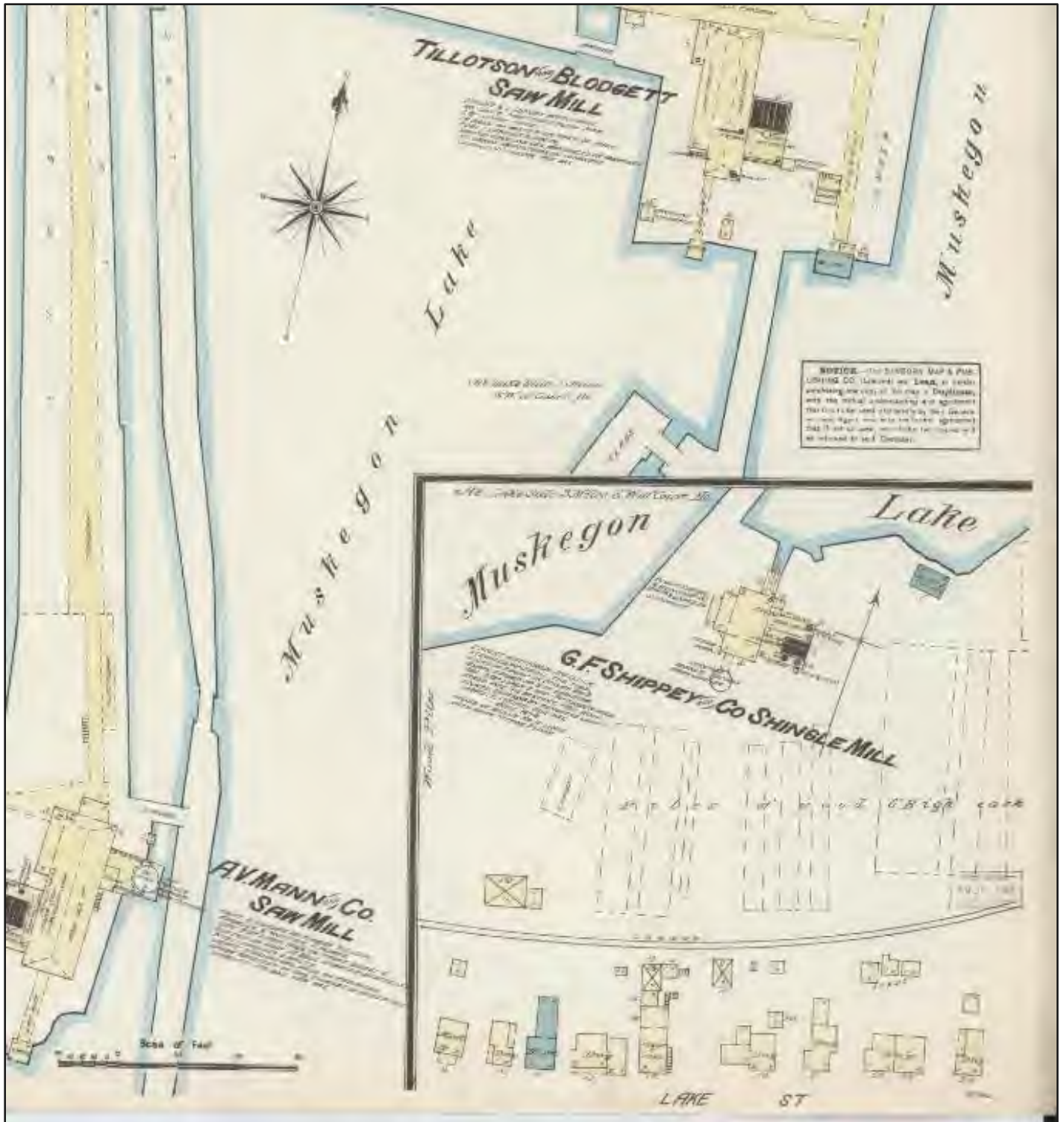
Chicago & Michigan Lake Shore Railroad Branch
 Muskegon County, Michigan



Source: Sanborn Map and Publishing Company, Map showing the location of Mills on Muskegon Lake, New York, (1883).

Figure 13
1883 Sanborn Fire Insurance Map – Muskegon, Michigan – Sheet 24

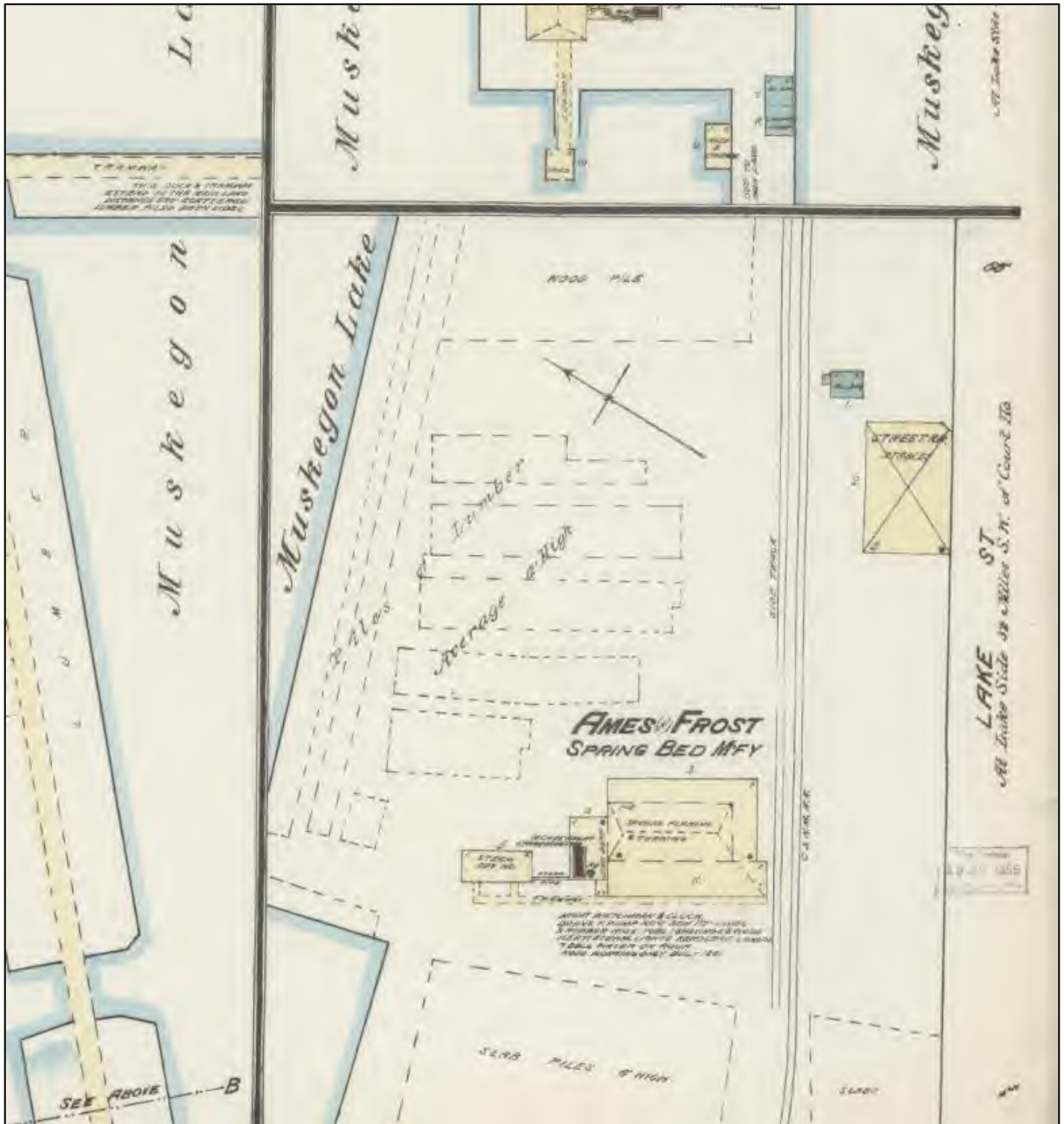
Chicago & Michigan Lake Shore Railroad Branch
 Muskegon County, Michigan



Source: Sanborn Map and Publishing Company, Map showing the location of Mills on Muskegon Lake, New York, (1883).

Figure 14
1883 Sanborn Fire Insurance Map – Muskegon, Michigan – Sheet 25

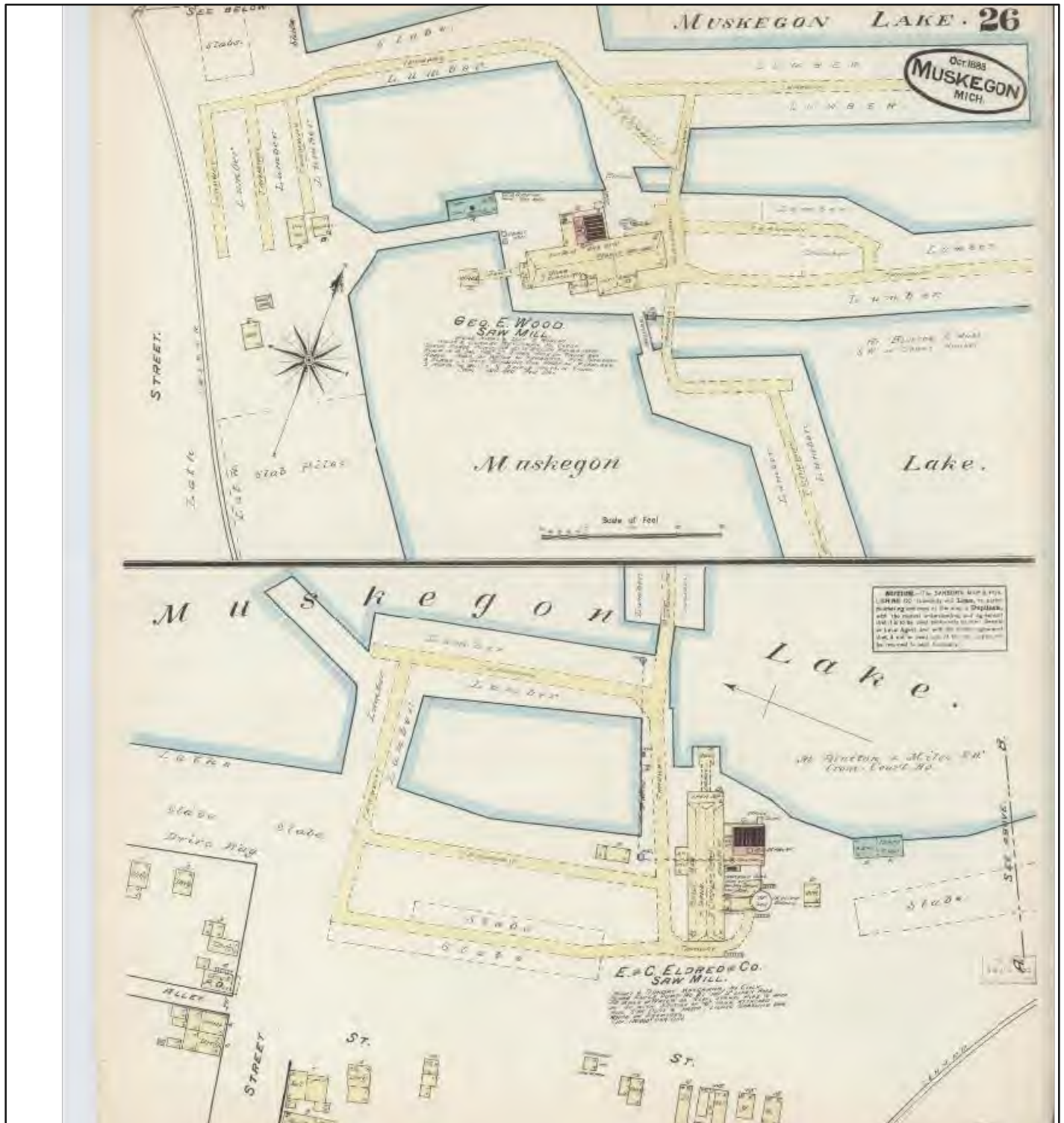
Chicago & Michigan Lake Shore Railroad Branch
 Muskegon County, Michigan



Source: Sanborn Map and Publishing Company, Map showing the location of Mills on Muskegon Lake, New York, (1883).

Figure 15
1883 Sanborn Fire Insurance Map – Muskegon, Michigan – Sheet 26

Chicago & Michigan Lake Shore Railroad Branch
 Muskegon County, Michigan



Source: Sanborn Map and Publishing Company, Map showing the location of Mills on Muskegon Lake, New York, (1883).

Figure 16
1887 Sanborn Fire Insurance Map – Muskegon, Michigan – Sheet 2

Chicago & Michigan Lake Shore Railroad Branch
 Muskegon County, Michigan



Source: Sanborn Map and Publishing Company, Map showing the location of Mills on Muskegon Lake, New York, (1887).

Figure 17
1887 Sanborn Fire Insurance Map – Muskegon, Michigan– Sheet 18

CGC Line Abandonment Project
 City of Muskegon, Muskegon County, Michigan



Source: Sanborn Map and Publishing Company, Map showing the location of Mills on Muskegon Lake, New York, (1887).

Figure 18
1887 Sanborn Fire Insurance Map – Muskegon, Michigan – Sheet 19

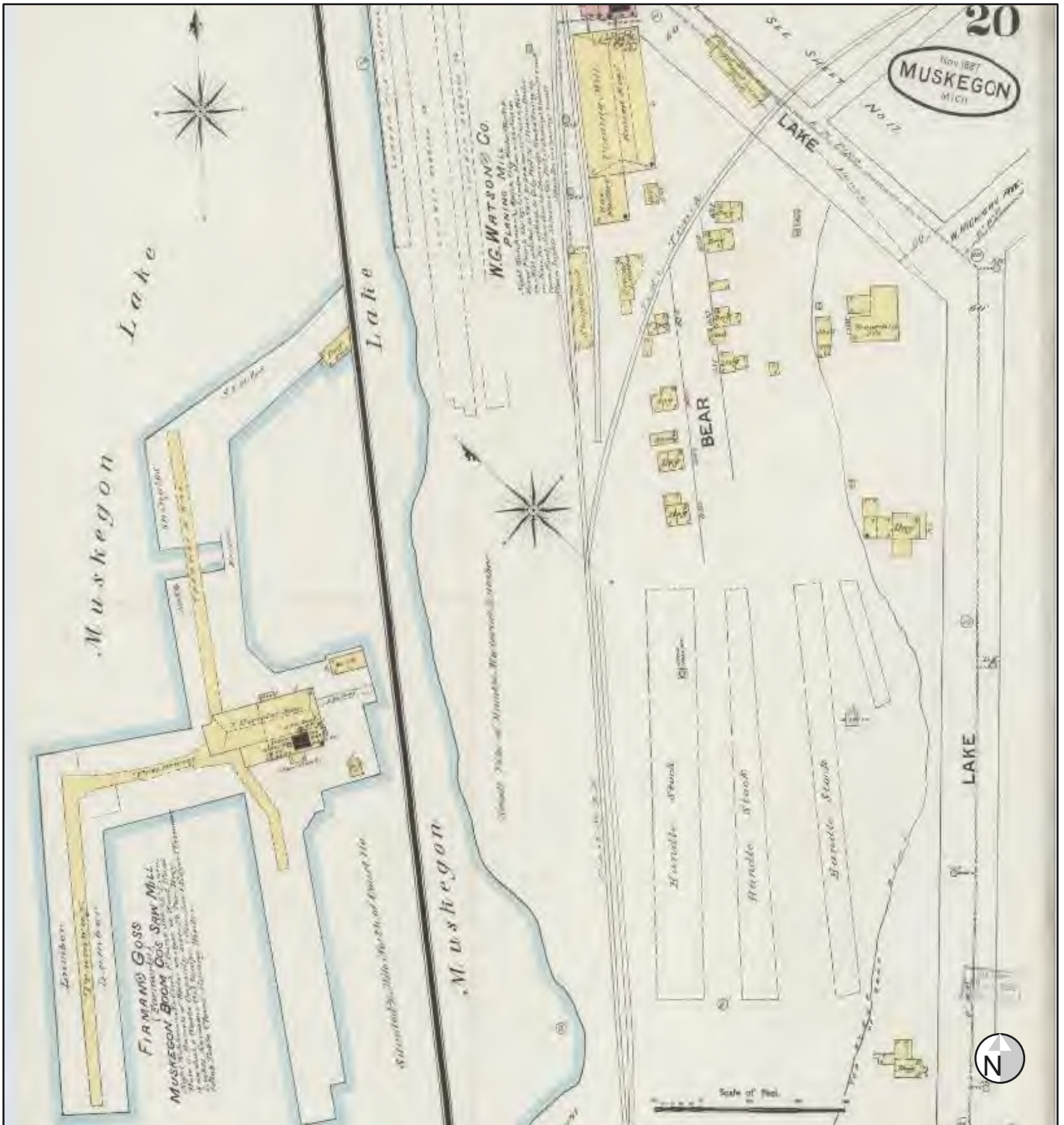
CGC Line Abandonment Project
 City of Muskegon, Muskegon County, Michigan



Source: Sanborn Map and Publishing Company, Map showing the location of Mills on Muskegon Lake, New York, (1887).

Figure 19
1887 Sanborn Fire Insurance Map – Muskegon, Michigan– Sheet 20

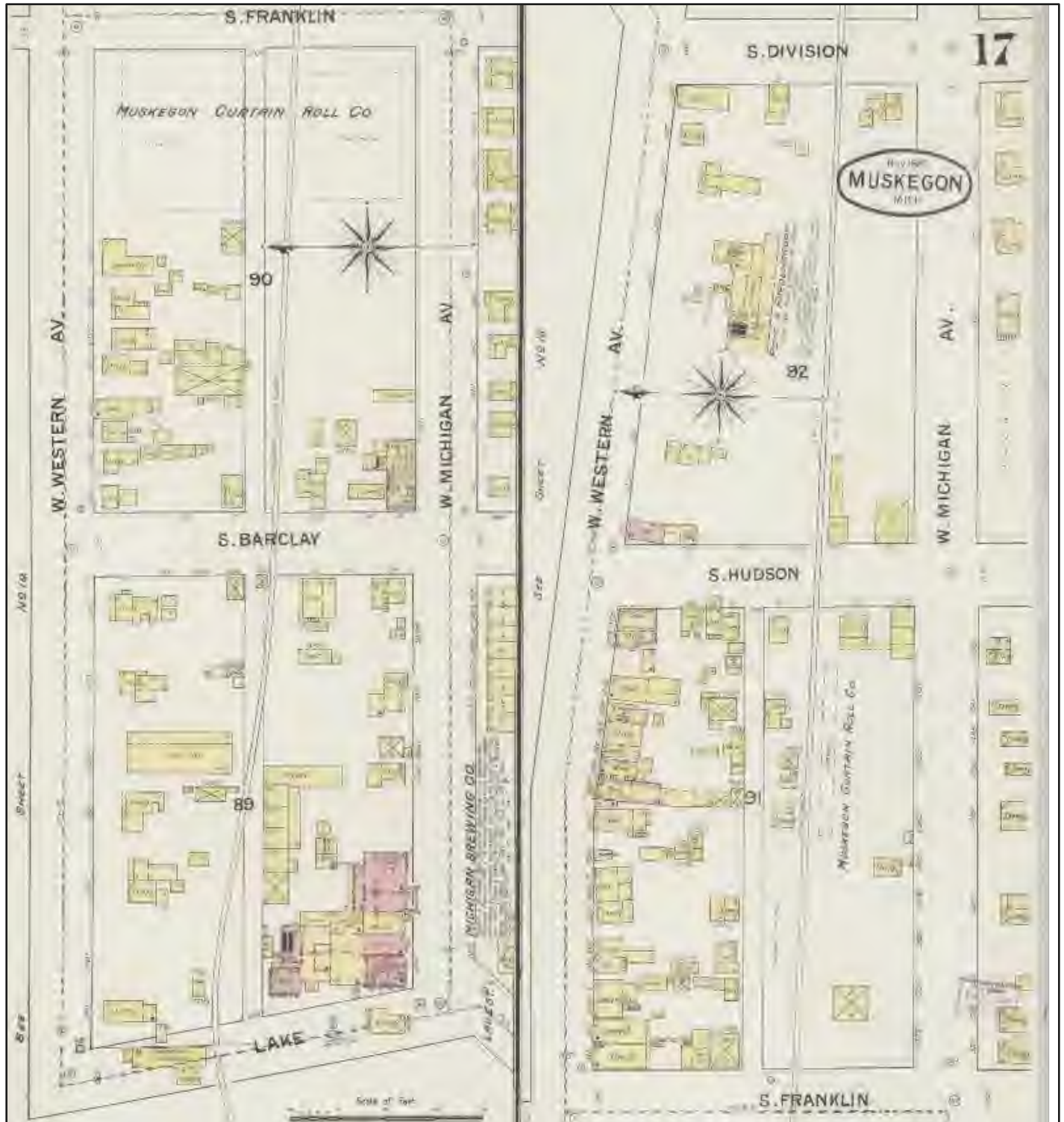
CGC Line Abandonment Project
 City of Muskegon, Muskegon County, Michigan



Source: Sanborn Map and Publishing Company, Map showing the location of Mills on Muskegon Lake, New York, (1887).

Figure 20
1887 Sanborn Fire Insurance Map – Muskegon, Michigan – Sheet 17

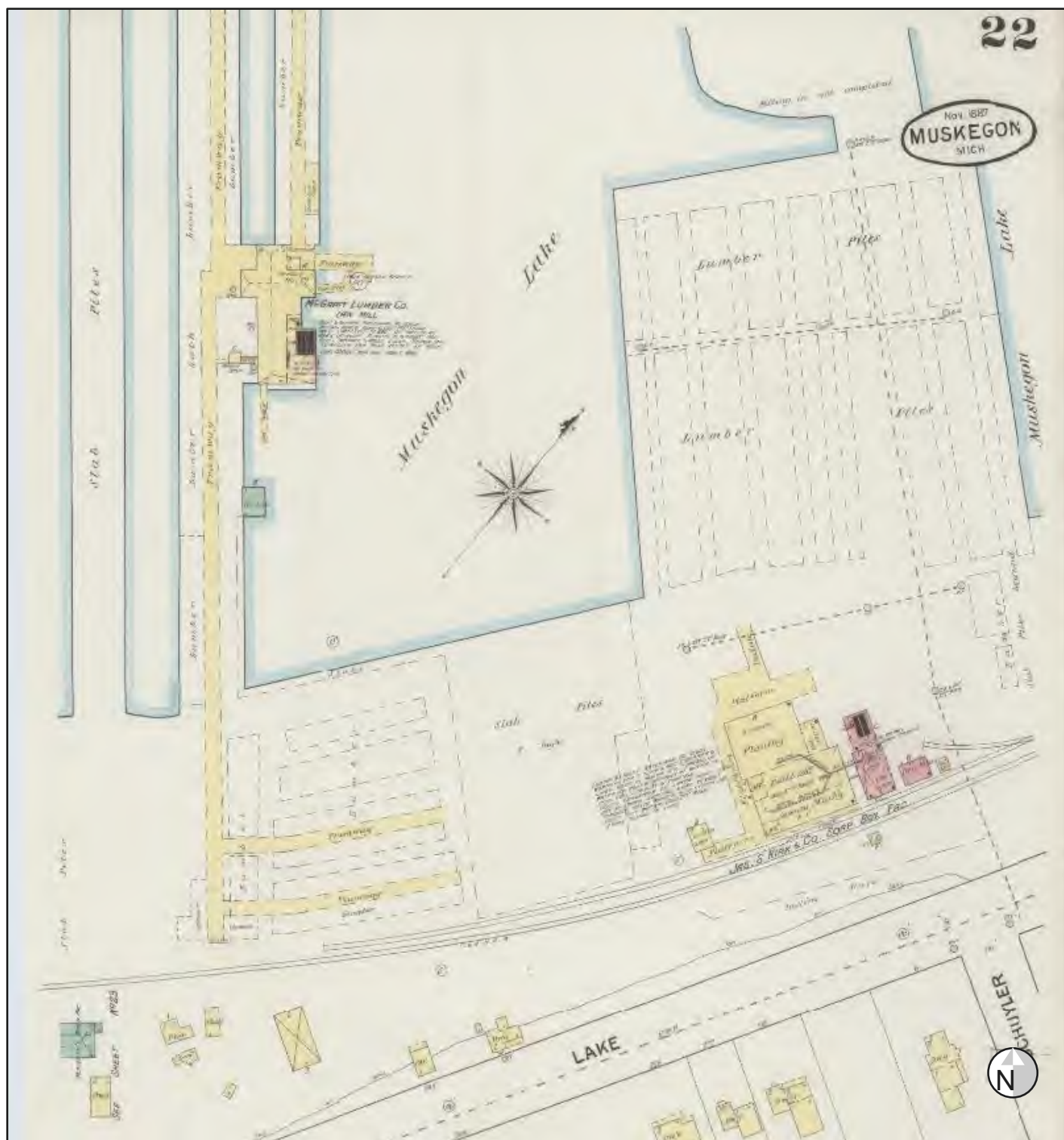
Chicago & Michigan Lake Shore Railroad Branch
 Muskegon County, Michigan



Source: Sanborn Map and Publishing Company, Map showing the location of Mills on Muskegon Lake, New York, (1883).

Figure 21
1887 Sanborn Fire Insurance Map – Muskegon, Michigan– Sheet 22

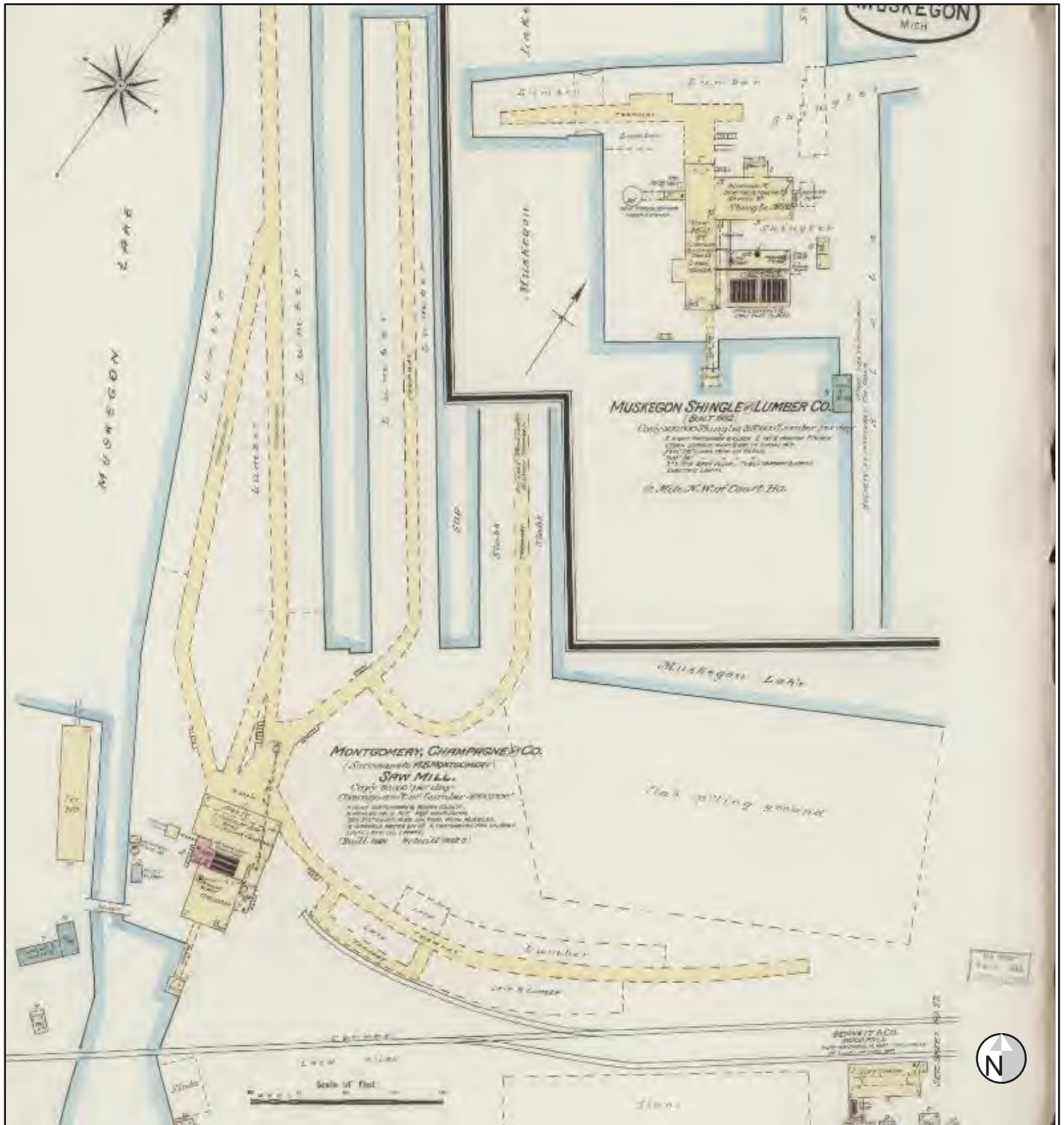
CGC Line Abandonment Project
 City of Muskegon, Muskegon County, Michigan



Source: Sanborn Map and Publishing Company, Map showing the location of Mills on Muskegon Lake, New York, (1887).

Figure 22
1887 Sanborn Fire Insurance Map – Muskegon, Michigan– Sheet 23

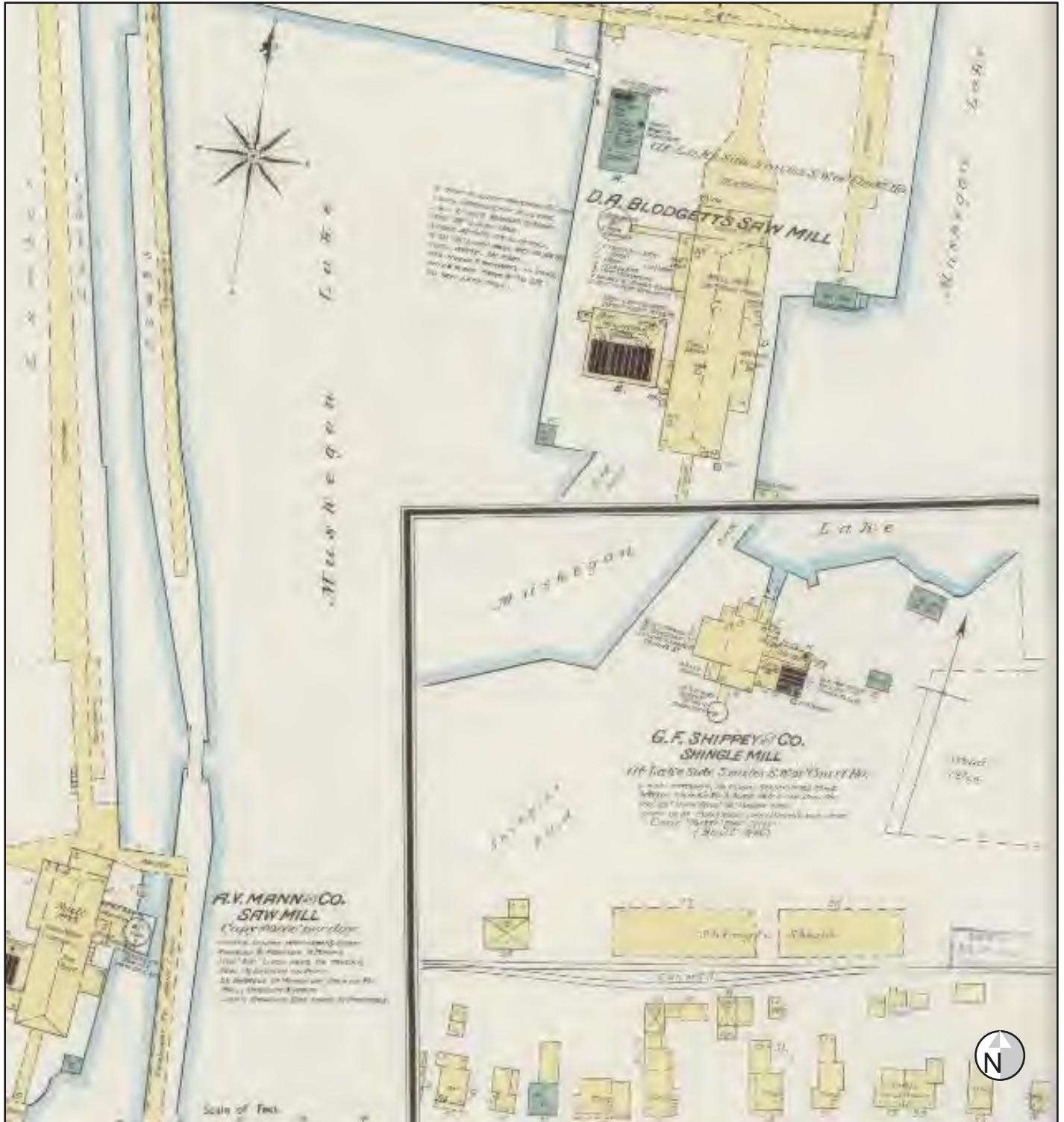
CGC Line Abandonment Project
City of Muskegon, Muskegon County, Michigan



Source: Sanborn Map and Publishing Company, Map showing the location of Mills on Muskegon Lake, New York, (1887).

Figure 23
1887 Sanborn Fire Insurance Map – Muskegon, Michigan– Sheet 24

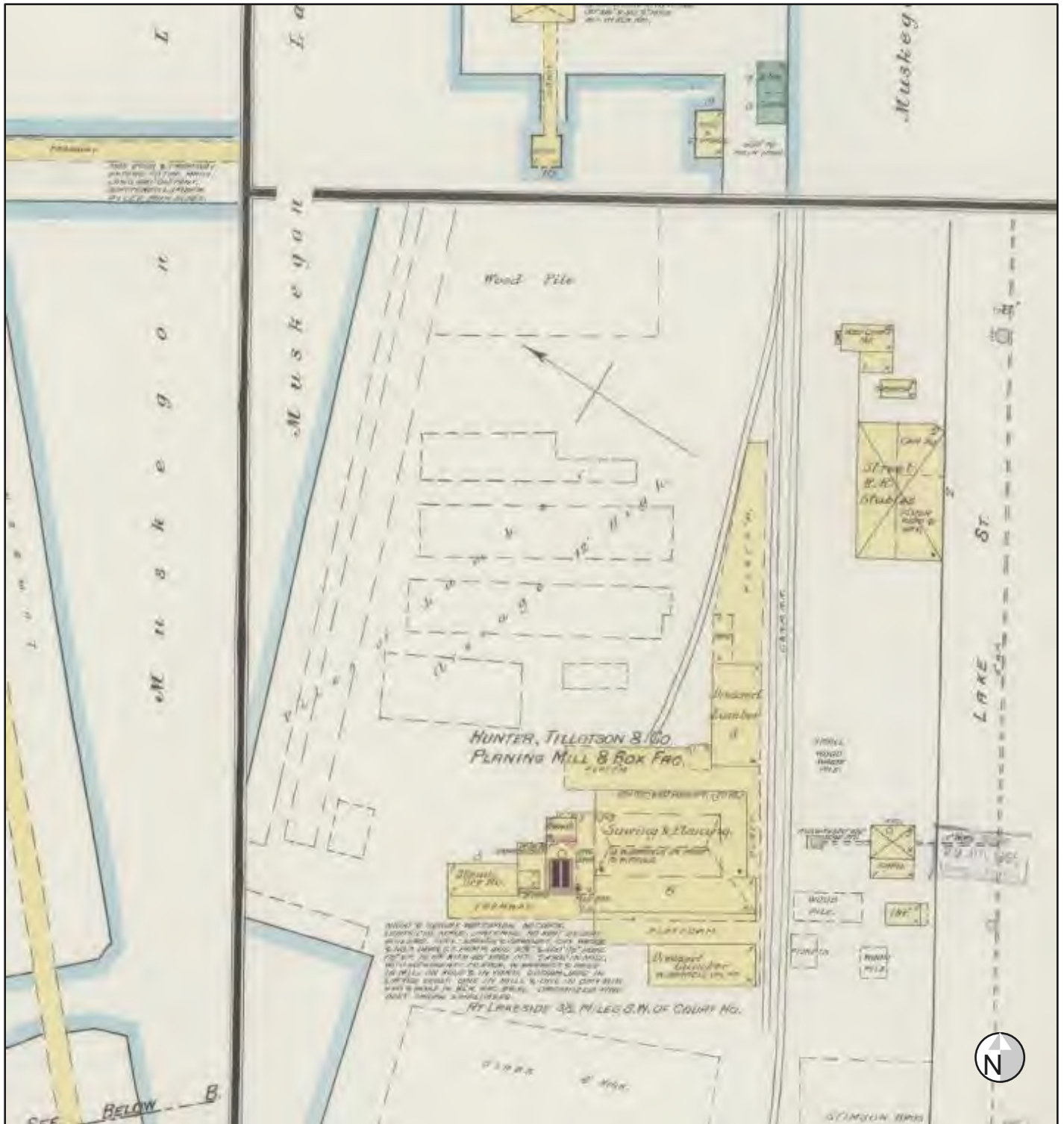
CGC Line Abandonment Project
 City of Muskegon, Muskegon County, Michigan



Source: Sanborn Map and Publishing Company, Map showing the location of Mills on Muskegon Lake, New York, (1887).

Figure 24
1887 Sanborn Fire Insurance Map – Muskegon, Michigan– Sheet 25

CGC Line Abandonment Project
 City of Muskegon, Muskegon County, Michigan



Source: Sanborn Map and Publishing Company, Map showing the location of Mills on Muskegon Lake, New York, (1887).

Figure 25
1887 Sanborn Fire Insurance Map – Muskegon, Michigan– Sheet 26

CGC Line Abandonment Project
 City of Muskegon, Muskegon County, Michigan



Source: Sanborn Map and Publishing Company, Map showing the location of Mills on Muskegon Lake, New York, (1887).

Figure 26
1900 Atlas of Muskegon County, Michigan – Page 30-31

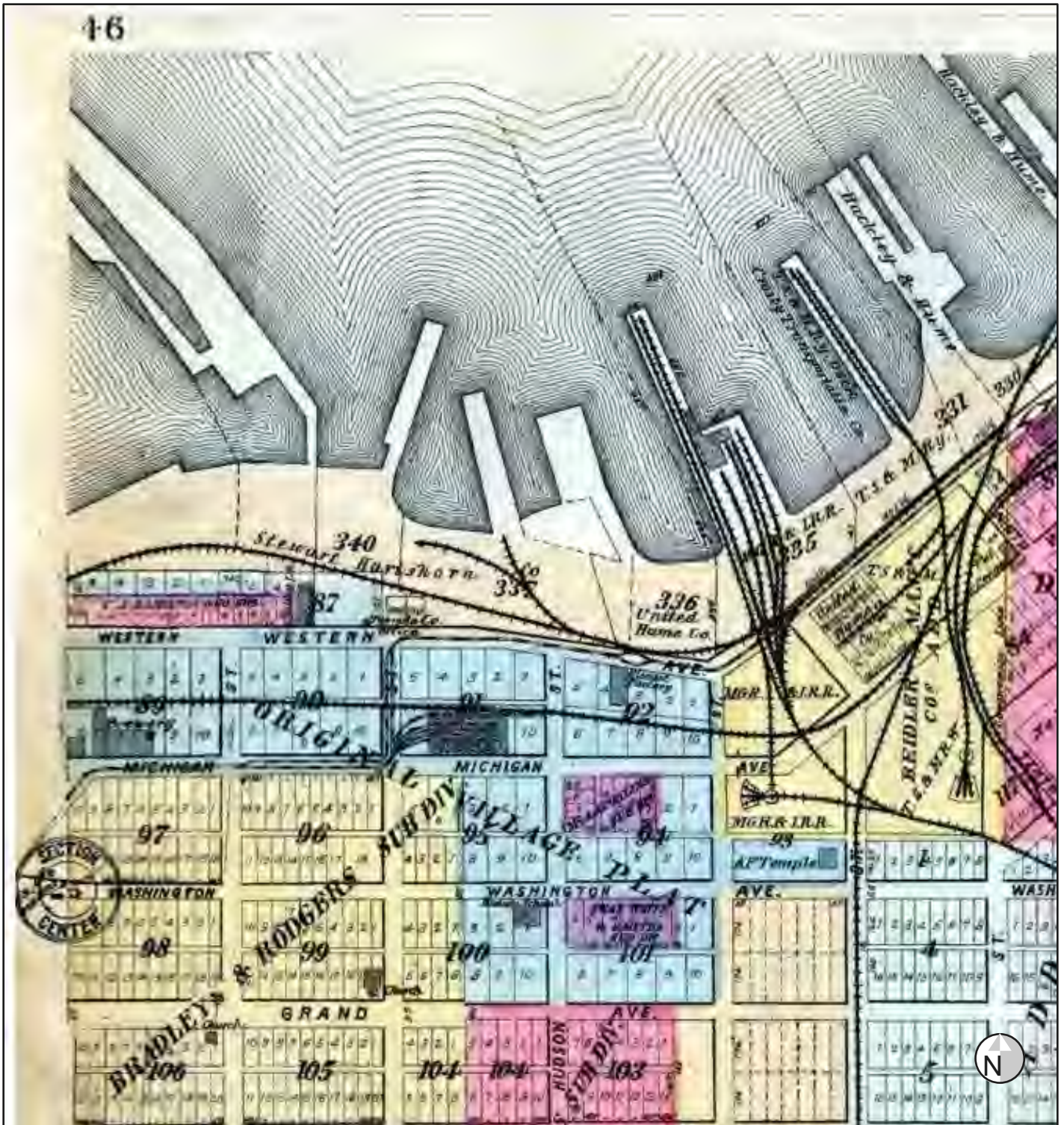
Chicago & Michigan Lake Shore Railroad Branch
 Muskegon County, Michigan



Source: Beers & Company, Atlas of Muskegon County, Michigan. Chicago, (1900).

Figure 27
1900 Atlas of Muskegon County, Michigan – Page 46

Chicago & Michigan Lake Shore Railroad Branch
 Muskegon County, Michigan



Source: Beers & Company, Atlas of Muskegon County, Michigan. Chicago, (1900).

Figure 28
1900 Atlas of Muskegon County, Michigan – Page 55

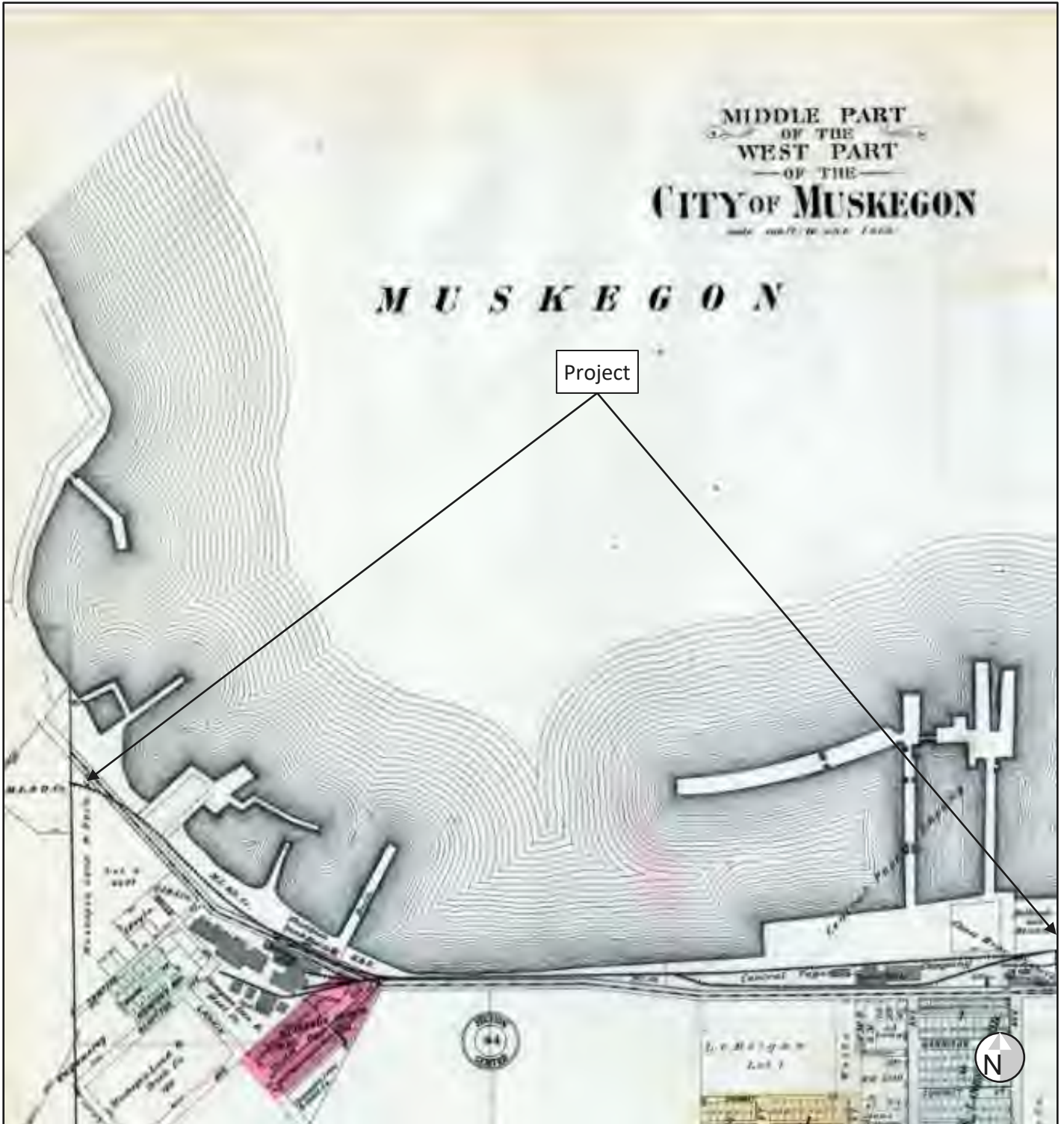
Chicago & Michigan Lake Shore Railroad Branch
 Muskegon County, Michigan



Source: Beers & Company, Atlas of Muskegon County, Michigan. Chicago, (1900).

Figure 29
1900 Atlas of Muskegon County, Michigan – Page 54

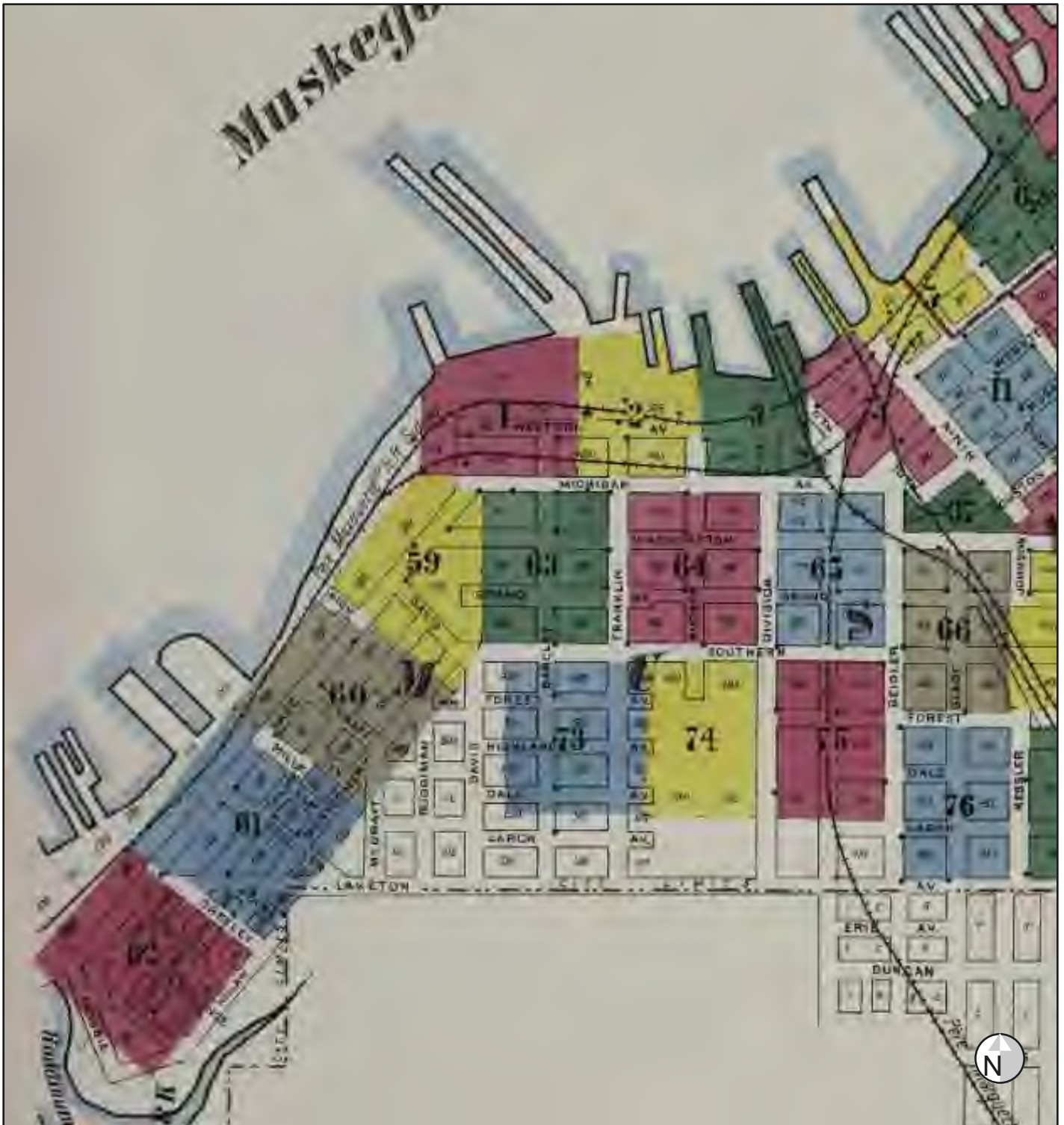
Chicago & Michigan Lake Shore Railroad Branch
 Muskegon County, Michigan



Source: Beers & Company, Atlas of Muskegon County, Michigan. Chicago, (1900).

Figure 30
1911 Sanborn Fire Insurance Map – Muskegon, Michigan – Index Page

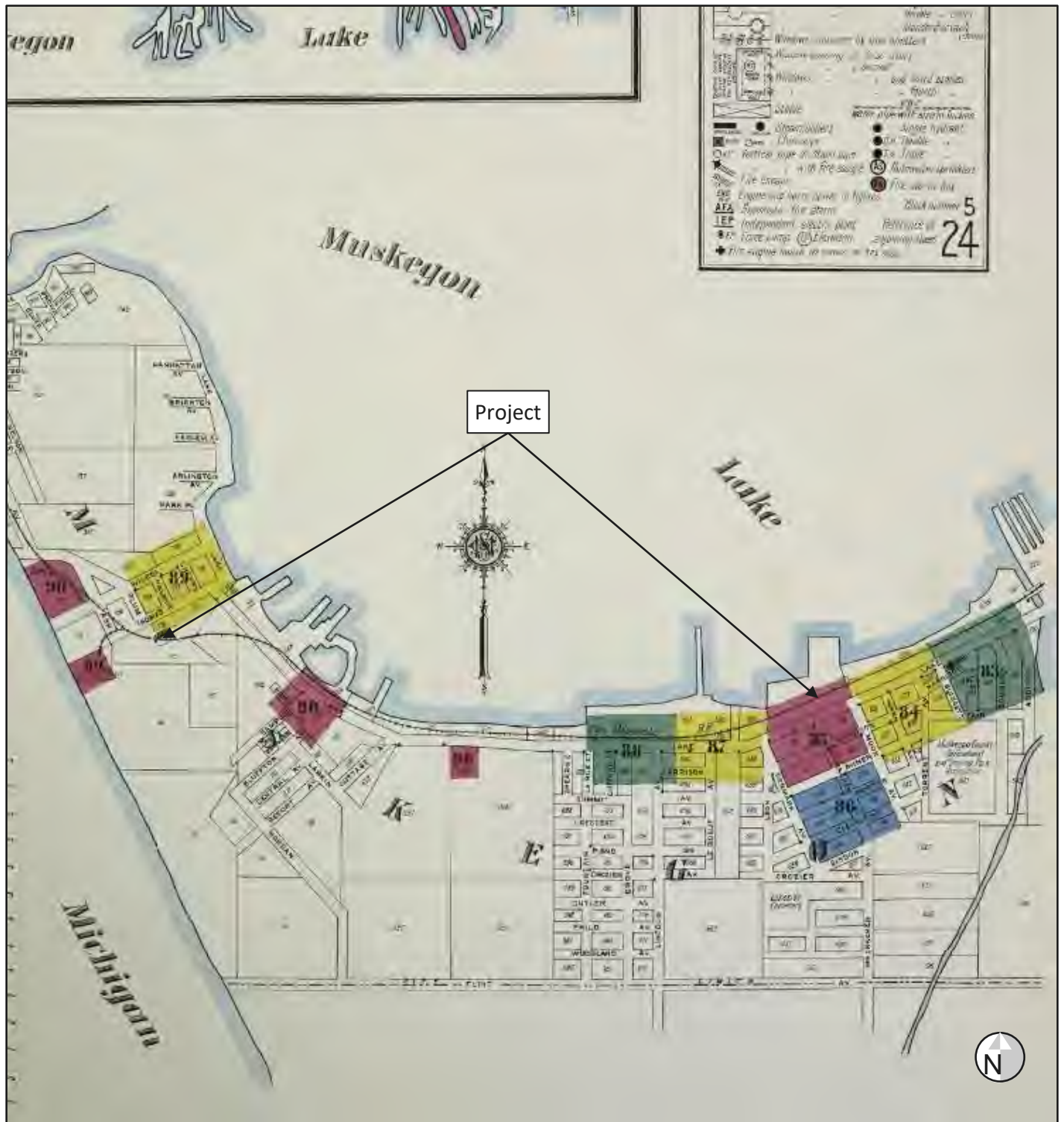
Chicago & Michigan Lake Shore Railroad Branch
 Muskegon County, Michigan



Source: Sanborn Map and Publishing Company, Map of City of Muskegon, New York, (1911).

Figure 31
1911 Sanborn Fire Insurance Map – Muskegon, Michigan – Index Page

Chicago & Michigan Lake Shore Railroad Branch
 Muskegon County, Michigan



Source: Sanborn Map and Publishing Company, Map of Muskegon Lake, New York, (1911).

Figure 32
1911 Sanborn Fire Insurance Map – Muskegon, Michigan – Sheet 3

CGC Line Abandonment Project
 City of Muskegon, Muskegon County, Michigan



Source: Sanborn Map and Publishing Company, Map of Muskegon Lake, New York, (1911).

Figure 33
1911 Sanborn Fire Insurance Map – Muskegon, Michigan – Sheet 2

CGC Line Abandonment Project
 City of Muskegon, Muskegon County, Michigan



Source: Holdredge, Sterling M, Map of Northern California, San Francisco (1866).

Figure 34
1911 Sanborn Fire Insurance Map – Muskegon, Michigan – Sheet 1

CGC Line Abandonment Project
 City of Muskegon, Muskegon County, Michigan



Source: Holdredge, Sterling M, Map of Northern California, San Francisco (1866).

Figure 35
1911 Sanborn Fire Insurance Map – Muskegon, Michigan – Sheet 83

CGC Line Abandonment Project
 City of Muskegon, Muskegon County, Michigan



Source: Holdredge, Sterling M, Map of Northern California, San Francisco (1866).

Figure 36
1911 Sanborn Fire Insurance Map – Muskegon, Michigan – Sheet 84

CGC Line Abandonment Project
 City of Muskegon, Muskegon County, Michigan



Source: Holdredge, Sterling M, Map of Northern California, San Francisco (1866).

Figure 37
1911 Sanborn Fire Insurance Map – Muskegon, Michigan – Sheet 85

CGC Line Abandonment Project
 City of Muskegon, Muskegon County, Michigan



Source: Holdredge, Sterling M, Map of Northern California, San Francisco (1866).

Figure 38
1911 Sanborn Fire Insurance Map – Muskegon, Michigan – Sheet 87

CGC Line Abandonment Project
 City of Muskegon, Muskegon County, Michigan



Source: Holdredge, Sterling M, Map of Northern California, San Francisco (1866).

Figure 39
1911 Sanborn Fire Insurance Map – Muskegon, Michigan – Sheet 88

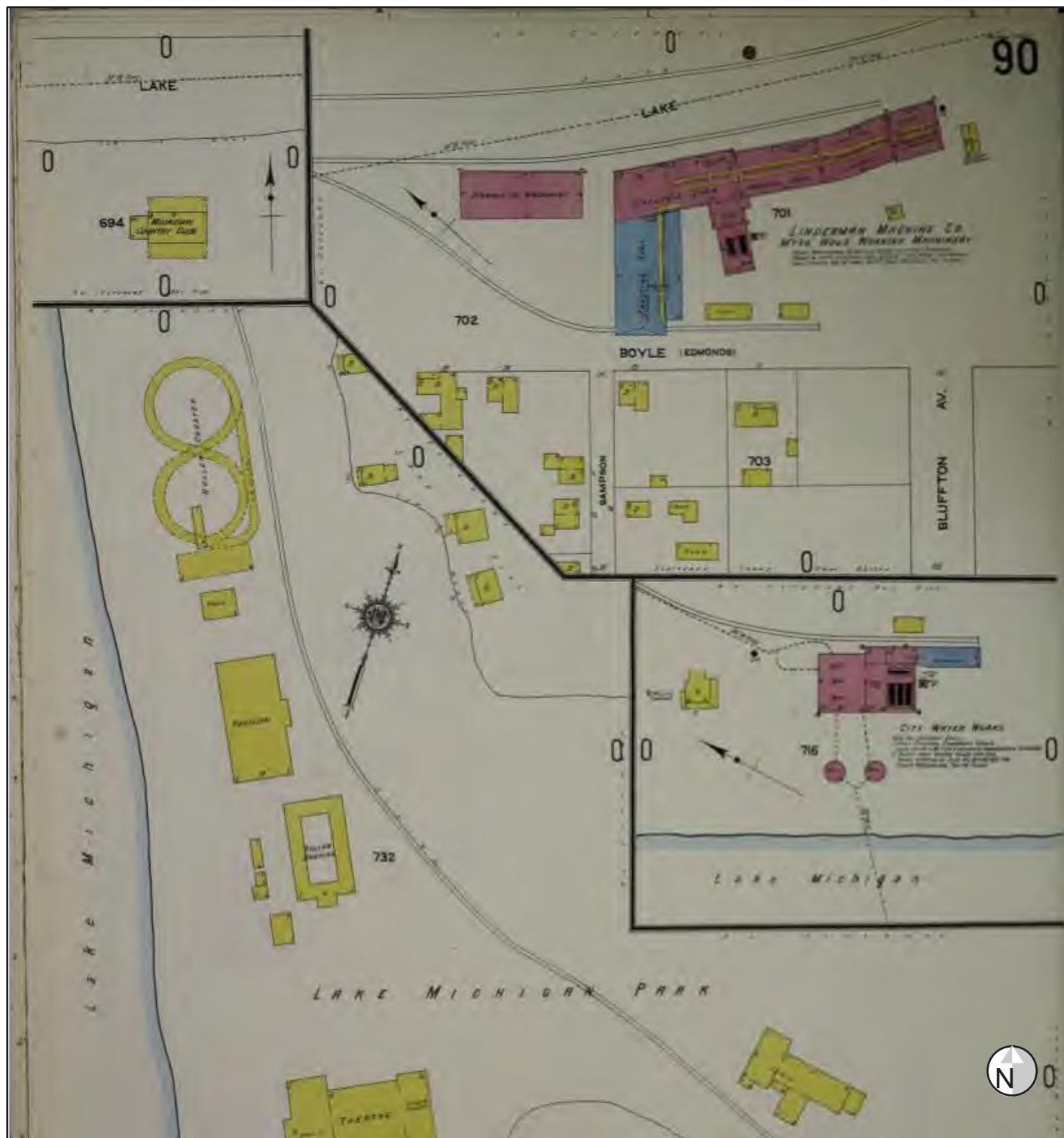
CGC Line Abandonment Project
 City of Muskegon, Muskegon County, Michigan



Source: Holdredge, Sterling M, Map of Northern California, San Francisco (1866).

Figure 40
1911 Sanborn Fire Insurance Map – Muskegon, Michigan – Sheet 90

CGC Line Abandonment Project
 City of Muskegon, Muskegon County, Michigan



Source: Holdredge, Sterling M, Map of Northern California, San Francisco (1866).

Figure 41
1936 Lake Harbor Quad USGS Map

Chicago & Michigan Lake Shore Railroad Branch Muskegon County, Michigan



Source: USGS, Lake Harbor Quad Map, 1:62500. Reston, Virginia. Chicago, (1936).

Figure 42
1911-1950 Revised Sanborn Fire Insurance Map – Muskegon, Michigan – Index Page

Chicago & Michigan Lake Shore Railroad Branch
 Muskegon County, Michigan



Source: Sanborn Map and Publishing Company, Map of City of Muskegon, New York, (1911-1950).

Figure 43
1911-1950 Revised Sanborn Fire Insurance Map – Muskegon, Michigan – Index Page

Chicago & Michigan Lake Shore Railroad Branch
 Muskegon County, Michigan



Source: Sanborn Map and Publishing Company, Map of Muskegon Lake, New York, (1911-1950).

Figure 44
1911-1950 Revised Sanborn Fire Insurance Map – Muskegon, Michigan– Sheet 3

CGC Line Abandonment Project
 City of Muskegon, Muskegon County, Michigan



Source: Sanborn Map and Publishing Company, Map of City of Muskegon, New York, (1911-1950).

Figure 45
1911-1950 Revised Sanborn Fire Insurance Map – Muskegon, Michigan – Sheet 2

CGC Line Abandonment Project
 City of Muskegon, Muskegon County, Michigan



Source: Sanborn Map and Publishing Company, Map of City of Muskegon, New York, (1911-1950).

Figure 46
1911-1950 Revised Sanborn Fire Insurance Map – Muskegon, Michigan– Sheet 1

CGC Line Abandonment Project
 City of Muskegon, Muskegon County, Michigan



Source: Sanborn Map and Publishing Company, Map of City of Muskegon, New York, (1911-1950).

Figure 47
1911-1950 Revised Sanborn Fire Insurance Map – Muskegon, Michigan – Sheet 60

CGC Line Abandonment Project
 City of Muskegon, Muskegon County, Michigan



Source: Sanborn Map and Publishing Company, Map of City of Muskegon, New York, (1911-1950).

Figure 48
1911-1950 Revised Sanborn Fire Insurance Map – Muskegon, Michigan – Sheet 83

CGC Line Abandonment Project
 City of Muskegon, Muskegon County, Michigan



Source: Sanborn Map and Publishing Company, Map of City of Muskegon, New York, (1911-1950).

Figure 49
1911-1950 Revised Sanborn Fire Insurance Map – Muskegon, Michigan – Sheet 84

CGC Line Abandonment Project
 City of Muskegon, Muskegon County, Michigan



Source: Sanborn Map and Publishing Company, Map of City of Muskegon, New York, (1911-1950).

Figure 50
1911-1950 Revised Sanborn Fire Insurance Map – Muskegon, Michigan – Sheet 85

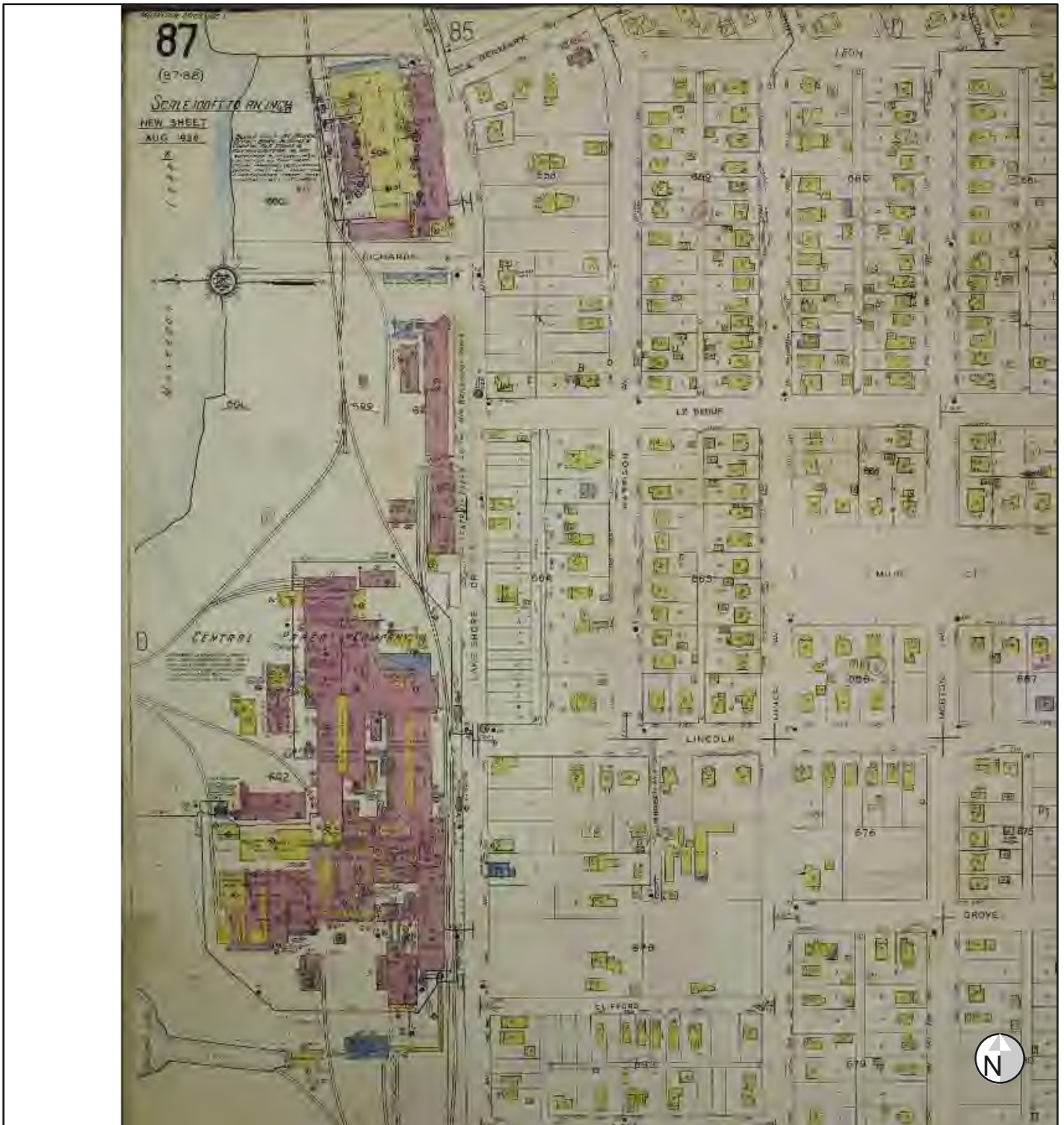
CGC Line Abandonment Project
 City of Muskegon, Muskegon County, Michigan



Source: Sanborn Map and Publishing Company, Map of City of Muskegon, New York, (1911-1950).

Figure 51
1911-1950 Revised Sanborn Fire Insurance Map – Muskegon, Michigan – Sheet 87

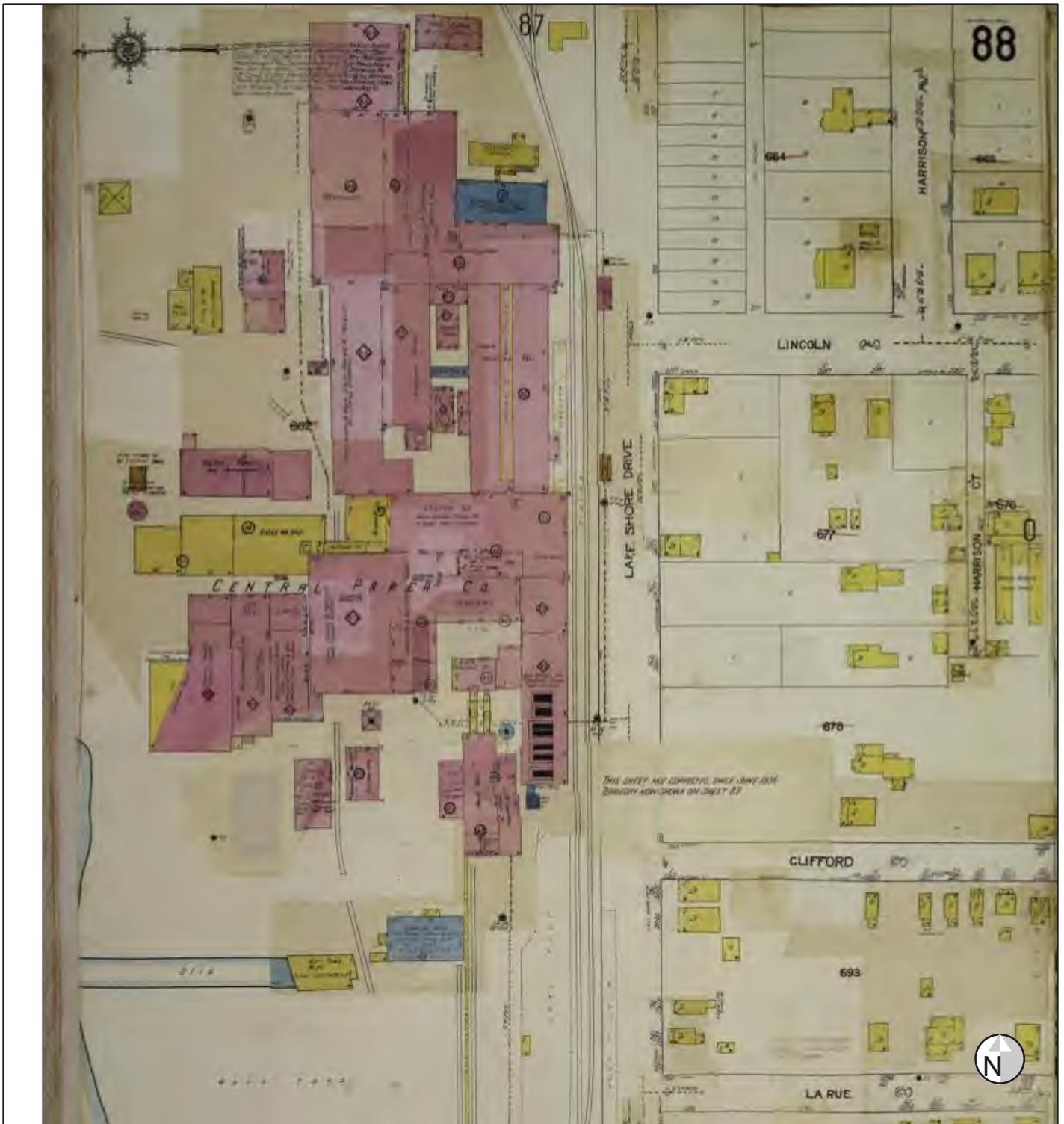
CGC Line Abandonment Project
City of Muskegon, Muskegon County, Michigan



Source: Sanborn Map and Publishing Company, Map of City of Muskegon, New York, (1911-1950).

Figure 52
1911-1950 Revised Sanborn Fire Insurance Map – Muskegon, Michigan – Sheet 88

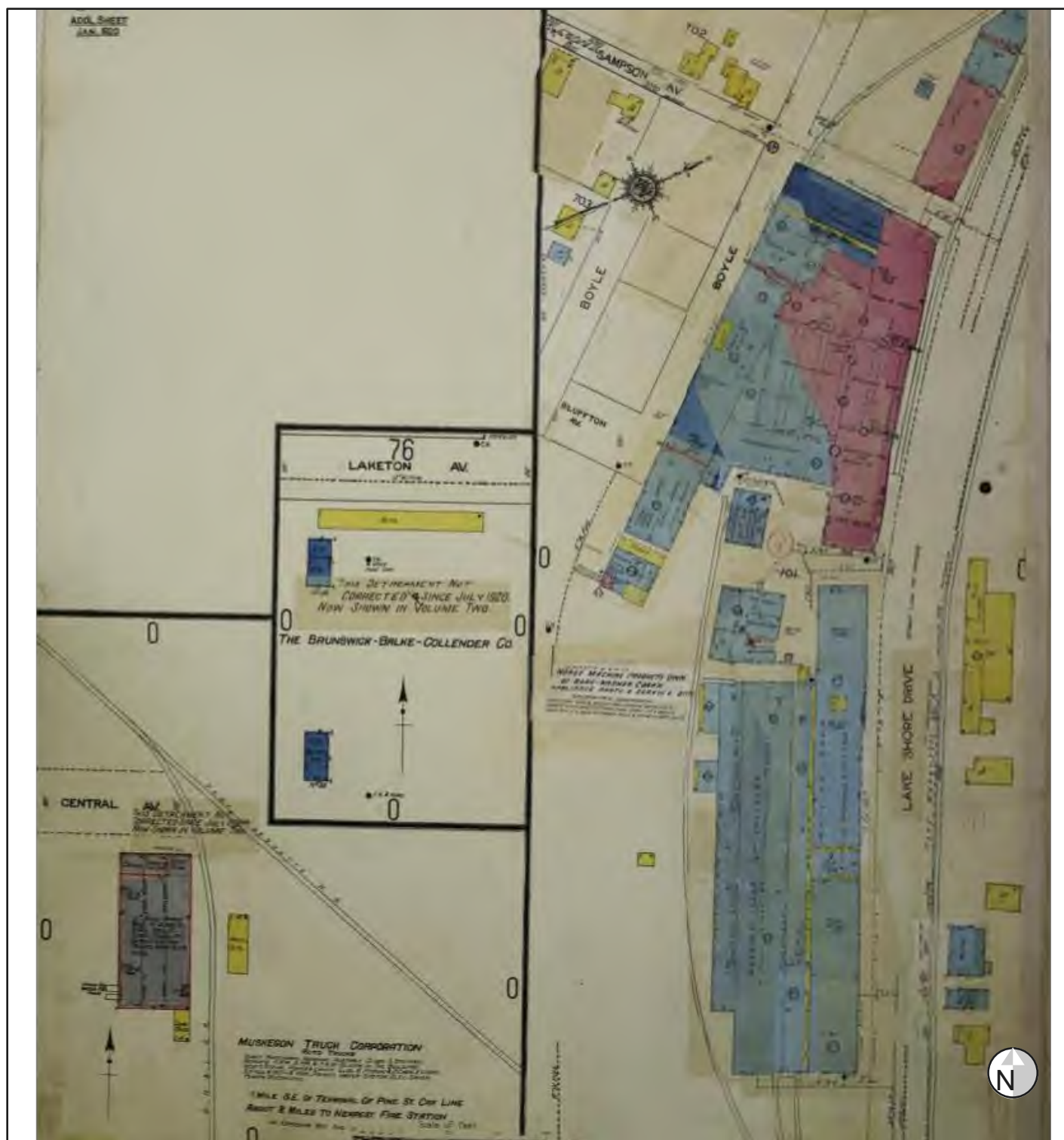
CGC Line Abandonment Project
 City of Muskegon, Muskegon County, Michigan



Source: Sanborn Map and Publishing Company, Map of City of Muskegon, New York, (1911-1950).

Figure 53
1911-1950 Revised Sanborn Fire Insurance Map – Muskegon, Michigan– Sheet 101

CGC Line Abandonment Project
 City of Muskegon, Muskegon County, Michigan



Source: Sanborn Map and Publishing Company, Map of City of Muskegon, New York, (1911-1950).

ATTACHMENT 4

Photographs



PHOTOGRAPH LOG



Photograph: 1

Date: September 2019

Description: Former CSX ROW location along Lakeshore Drive between Millard Avenue and Edgewater Street. The railroad was completely removed from the CSX ROW between Edgewater and Waterworks Road circa 1940. No work will be performed within this portion of the ROW. Google Streetview Image

Direction: Southeast



Photograph: 2

Date: September 2019

Description: Western terminus of the South Horn Spur at Lakeshore Drive and Cottage Grove Street. Google Streetview Image

Direction: Northeast



Photograph: 3

Date: September 2019

Description: Western terminus of the South Horn Spur at Lakeshore Drive and Cottage Grove Street. Google Streetview Image

Direction: Northwest



Photograph: 4

Date: September 2019

Description: Extant portion of South Horn Spur north of Lakeshore Drive and east of Cottage Grove Street. Google Streetview Image

Direction: North



Photograph: 5

Date: September 2019

Description: Extant portion of South Horn Spur north of Lakeshore Drive and east of Cottage Grove Street. Google Streetview Image

Direction: Northwest



Photograph: 6

Date: September 2019

Description: Extant portion of South Horn Spur on the north side of Lakeshore Drive immediately west of former Central Paper Company site. Google Streetview Image

Direction: Northeast



Photograph: 7

Date: September 2019

Description: View toward CSX ROW at former Central Paper Company site on the north side of Lakeshore Drive at Larue Street. Tracks appear to have been removed. Google Streetview Image

Direction: Northwest



Photograph: 8

Date: September 2019

Description: View toward CSX ROW at former Central Paper Company site on the north side of Lakeshore Drive at Lincoln Street. ROW is visible, but tracks appear to have been removed. Google Streetview Image

Direction: Northeast



Photograph: 9

Date: October 2017

Description: View of extant South Horn Spur and the Michigan Lakeshore Trail on the north side of Lakeshore Drive at Mann Street outside of the APE.
Google Streetview Image

Direction: Southwest



Photograph: 10

Date: October 2017

Description: View of extant South Horn Spur and the Michigan Lakeshore Trail on the north side of Lakeshore Drive at Estes Street outside of the APE.
Google Streetview Image

Direction: Northeast



Photograph: 11

Date: August 11, 2023

Description:
View toward the former
South Horn Spur corridor
from Lakeshore Drive at
McCracken Street.

Direction: Northwest



Photograph: 12

Date: September 2019

Description:
2124 and 2016
Lakeshore Drive, west of
McCracken Street.
Google Streetview Image

Direction: West



Photograph: 13

Date: August 11, 2023

Description:
2130 and 2124
Lakeshore Drive,
between Denmark and
McCracken Streets.

Direction: North



Photograph: 14

Date: August 11, 2023

Description:
2144 and 2136
Lakeshore Drive,
between Denmark and
McCracken Streets.

Direction: North



Photograph: 15

Date: August 11, 2023

Description:
2160 and 2152
Lakeshore Drive, east of
Denmark Street.

Direction: North



Photograph: 16

Date: September 2019

Description:
Non-historic credit union
building at 2182
Lakeshore Drive, east of
Denmark Street.

Direction: Northwest

ATTACHMENT 5

Site Forms



Michigan SHPO Architectural Properties Identification Form

Property Overview and Location



Street Address	N/S Lakeshore Drive and Western Avenue b/w Cottage Grove and 11th Street		
City/Township, State, Zip Code	Muskegon, Michigan, 49441		
County	Muskegon		
Assessor's Parcel #			
Latitude/Longitude (to the 6 th decimal point)	Lat:	Long:	
Ownership	Private ☒	Public-Local ☐	Public-State ☐ Public-Federal ☐ Multiple ☐

Property Type

(Insert primary photograph below.)

Building ☐ select sub-type below Commercial ☐ Residential ☐ Industrial ☐ Other ☐	Structure ☒ Object ☐
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Architectural Information

Construction Date	b/w c. 1875 and c. 1880
Architectural Style	n/a
Building Form	n/a
Roof Form	n/a
Roof Materials	n/a
Exterior Wall Materials	n/a
Foundation Materials	n/a
Window Materials	n/a
Window Type	n/a
Outbuildings	Yes ☐ No ☒
Number/Type:	

Eligibility

Individually Eligible	Criterion A ☐	Criterion B ☐	Criterion C ☐	Criterion D ☐
Criteria Considerations:	a. ☐ b. ☐ c. ☐ d. ☐ e. ☐ f. ☐ g. ☐			
Component of a Historic District	Contributing to a district ☐	Non-contributing to a district ☐	Historic District Name:	
Not Eligible ☒				
Area(s) of Significance	Transportation: Railroad			
Period(s) of Significance	c. 1875 – c. 1950			
Integrity – Does the property possess integrity in all or some of the 7 aspects?				
Location ☒	Design ☐	Materials ☐	Workmanship ☐	Setting ☐ Feeling ☐ Association ☐
General Integrity:	Intact ☐	Altered ☒	Moved ☐	Date(s):
Historic Name	Chicago & West Michigan Railroad branch line; Pere Marquette Railroad branch line; South Horn Spur			
Current/Common Name	South Horn Spur			
Historic/Original Owner	Chicago & Michigan Lake Shore Railroad (C&MLS); Chicago & West Michigan Railroad (C&WM)			
Historic Building Use	Railroad			
Current Building Use	Not In Use			
Architect/Engineer/Designer	Unknown			
Builder/Contractor	Unknown			

Survey Date	Recorded By	Tegan A. Baiocchi	Agency Report #
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For SHPO Use Only	SHPO Concurrence?: Y / N	Date:
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Narrative Architectural Description

Provide a detailed description of the property, including all character defining features and any accessory resources.

The resource is a branch line constructed by the C&MLS between circa 1875 and circa 1880 that is located along the south shore of Muskegon Lake between 11th Street and Cottage Grove Street, and generally follows along the north side of West Western Avenue and Lakeshore Drive. For the majority of its route, the resource is a single-track rail line that historically featured several sidings and spurs that split off to serve sawmills, manufacturing plants, and other industrial properties along its route. While the branch line historically terminated at the channel to Lake Michigan at Laketon, those tracks were removed circa 1940, and the current western terminus is located near the intersection of Lakeshore Drive and Cottage Grove Street. The rail line has been non-functional since circa 2010, and several segments of rails and ties have been removed, particularly across roads and streets, and within private property. The South Horn Spur rail line crosses Ruddiman Creek over a timber stringer trestle open deck bridge approximately 42 feet long. The construction date of the bridge is unknown; however, while the bridge is likely older than 50 years, it also likely dates from the mid-twentieth century and replaced an earlier bridge at that location. No other bridges or major culverts are extant along the line.

History of the Resource

Provide information on previous owners, land use, construction and alteration dates in a narrative format. This is required for all intensive level surveys and designation and recommended for other identification efforts.

The South Horn Spur between Muskegon and Bluffton was constructed between circa 1875 and circa 1880, likely by the C&MLS or C&WM. The railroad branch does not appear on the 1873 Muskegon County atlas, but is shown as completed between W. Western Avenue and McCracken Street on the 1877 Atlas of Muskegon County (Beers and Co. 1877). The branch line was completed to Bluffton by 1882, and is depicted as such on the 1900 Atlas of Muskegon County (Holt 1882; Beers and Co. 1900).

The C&MLS was chartered in 1869 to operate along the west coast of Michigan with the purpose of connecting key cities along the western side of the state. By February 1870, the C&MLS had completed a 27-mile line between New Buffalo and St. Joseph, and by January 1872, had extended north through Muskegon to Pentwater (Holt 1882:16). Also in 1869, the MLS, a separate entity, was formed by the consolidation of the Allegan and Holland Railroad and the Muskegon and Ferrysburg Railroad. By July 1870, the MLS had completed a 57.5-mile line between Allegan and Muskegon, primarily connecting key lumber and sawmill sites along Michigan's west coast. The MLS entered receivership in 1872, and was reorganized as the Grand Haven Railroad in 1878 (Holt 1882:16). Both the C&MLS and the MLS were consolidated into the Chicago and West Michigan Railroad (C&WM) in 1881.

The South Horn Spur was constructed between circa 1875 and circa 1880, likely by the C&MLS, though it may have been completed after the consolidation of the C&MLS into the C&WM in 1881 (Ivey 1919). In 1899, the C&WM consolidated further with the Flint and Pere Marquette Railway and the Detroit, Grand Rapids and Western Railroad to form the Pere Marquette Railway (Michigan Railroad History n.d.). The South Horn Spur primarily served sawmills, manufacturing plants, and other industrial complexes along the south shore of Muskegon Lake. Throughout the late nineteenth and early twentieth century, its main track largely remained constant, while additional siding tracks that served the industrial properties were added and removed as companies came and went. Until circa 1930, the western end of the spur traveled across the village of Bluffton to the amusements at Lake Michigan Park, and then continued north along the Lake Michigan coast to Laketon. By 1936, however, the rail line appears to abruptly stop at Bluffton, just short of the former amusement park. Around 1940, the tracks at the western end of the South Horn Spur were removed to Edgewater Street, and the current western alignment of Lakeshore Drive was constructed within the former railroad right-of-way (ROW).

The South Horn Spur continued to operate into the 2000s as industry along Muskegon Lake declined. Following the closure and demolition of the former Sappi/Central Paper Company in 2009, the rail line became largely inactive and was primarily used to store rail cars.

The South Horn Spur served several large and significant industrial complexes between circa 1875 and 2009, including the Swan, White & Smith Sawmill; the Muskegon Curtain Roll Company, later the Stewart Hartshorn Company; the Muskegon Brewing Company; the Shaw-Walker Furniture Company; the West Michigan Steel Foundry; the Anaconda Wire and Cable Company; the J. Loeschner Tannery; the Chase Brothers Piano Company;

the Sappi/Central Paper Company; the Linderman Machine Company; and the Lakeshore Drive location of the Borg-Warner Company's Norge Division.

Statement of Significance/Recommendation of Eligibility

Provide a detailed explanation of the property's eligibility for the National Register, including an evaluation under at least one of the four criteria, discussion of the seven aspects of integrity, and recommendations about eligibility. This is required for all properties.

Eligibility Evaluation under NRHP Criteria

The former South Horn Spur between the city of Muskegon and the villages of Bluffton and Laketon provided a link between the main line and industrial properties along the south side of Muskegon Lake. While the branch line is associated in a broad sense with rail transportation in Michigan and Muskegon County, it does not represent a significant railroad corridor within the state, did not establish a new railroad or dominant railroad connection between significant resources, and did not provide a critical link or junction between two or more important railroad corridors. While the ports at Bluffton and Laketon/Port Sherman were important in shipping lumber from Muskegon to other markets, the branch railroad does not appear to have been a critical component of the port, and other railroads and other ports are considered to be more critical to the shipment of commodities. Therefore, the former South Horn Spur between Muskegon and Bluffton is recommended not eligible for NRHP listing under Criterion A.

No evidence was uncovered that any individuals significant in local, regional, or national history are directly associated with the branch line, and therefore, the resource is recommended not eligible for NRHP listing under Criterion B.

The South Horn Spur is an example of a typical single-track branch railroad with occasional sidings built to serve a largely industrial corridor in Michigan. Its construction did not constitute a major civil engineering undertaking of the time, and it did not represent the evolving technology of railroad transportation. Further, no associated structures remain along the branch line, as the rails, stations, switches, and other features directly associated with the railroad have been removed; most of the industrial complexes indirectly associated with the railroad have also been demolished. As such, the South Horn Spur is recommended not eligible for NRHP listing under Criterion C.

Architectural and above-ground resources are not typically evaluated under Criterion D. To be eligible under this criterion, the resource would need to provide valuable, previously unknown information on some aspect of history. The former South Horn Spur is a common, well-known, and ubiquitous type of resource and as such, is recommended not eligible under Criterion D.

Assessment of Integrity

While large sections of the former South Horn Spur have previously been removed and redeveloped, much of the branch rail line remains in its original location and thus retains its integrity of location. The rail line was constructed circa 1875 to serve the several sawmills and other industrials that crowded the south shore of Muskegon Lake in the late nineteenth to the mid-twentieth century. The majority of those industrial complexes have been demolished, and the land is largely vacant. Therefore, the rail line does not retain its integrity of setting. Large portions of the former South Horn Spur have been removed, and the extant portions currently sit in deteriorating and undermaintained condition. As such, the line no longer retains its integrity of design, materials, or workmanship. As the line's integrity of setting, materials, design, and workmanship has been lost or significantly diminished, and as the surrounding area no longer maintains its industrial association, the rail line no longer retains its integrity of feeling or association.

References

List references used to research and evaluate the individual property.

Beers and Co. 1877. Michigan, Muskegon County 1877.

<https://historicmapworks.com/Atlas/US/7629/Muskegon+County+1877/> Date accessed 5/24/2023.

Beers and Co. 1900. Laketon Township, Muskegon Township. From Muskegon County 1900, Michigan.

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Ivey, Paul. 1919. The Pere Marquette Railroad Company. Michigan Historic Commission, Lansing, Michigan.

Moore, Lynn. 2022. "Nearly \$2M purchase of rail line by Muskegon to spur development of old paper mill site." MLive.com. Electronic article, <https://www.mlive.com/news/muskegon/2021/12/nearly-2m-purchase-of-rail-line-by-muskegon-to-spur-development-of-old-paper-mill-site.html>. Date accessed 6/12/2023.

Holt, Henry H. & Co. 1882. History of Muskegon County, Michigan. H.R. Page & Co., Chicago, Illinois..

1873 Map of Muskegon County, Michigan

Chicago & Michigan Lake Shore Railroad Branch
Muskegon County, Michigan



Source: Walling, H.F., Map of Muskegon County, Michigan. S.T. & R.M. Takabury, Detroit, (1873).

1877 Atlas of Muskegon County, Michigan

Chicago & Michigan Lake Shore Railroad Branch
Muskegon County, Michigan



Source: Beers & Company, Atlas of Muskegon County, Michigan. Chicago, (1877).

1883 Sanborn Fire Insurance Map – Muskegon, Michigan – Sheet 1

Chicago & Michigan Lake Shore Railroad Branch
Muskegon County, Michigan



Source: Sanborn Map and Publishing Company, Map showing the location of Mills on Muskegon Lake, New York, (1883).

1887 Sanborn Fire Insurance Map – Muskegon, Michigan – Sheet 2

Chicago & Michigan Lake Shore Railroad Branch
Muskegon County, Michigan



Source: Sanborn Map and Publishing Company, Map showing the location of Mills on Muskegon Lake, New York, (1887).

1900 Atlas of Muskegon County, Michigan – Page 30-31

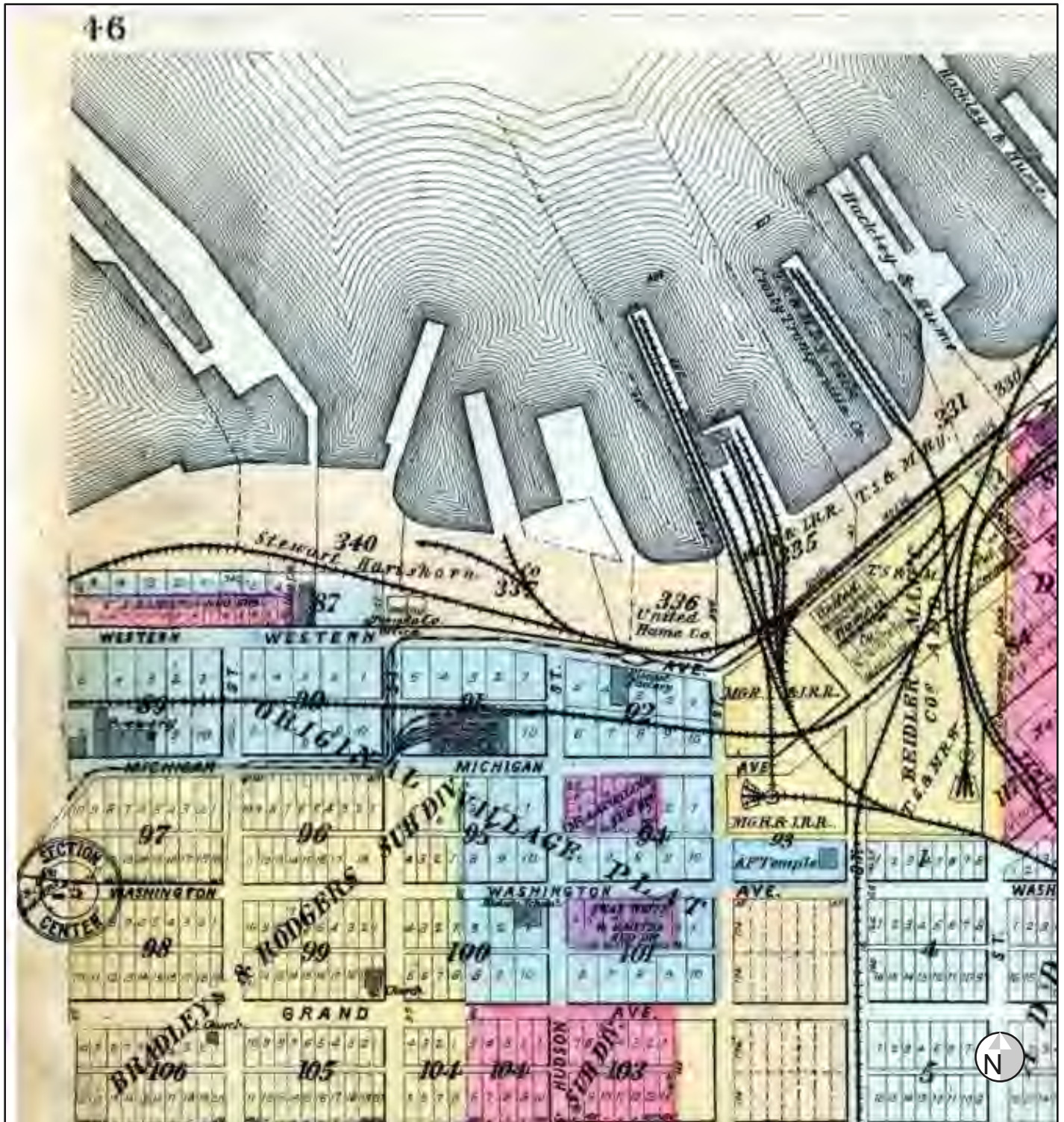
Chicago & Michigan Lake Shore Railroad Branch
Muskegon County, Michigan



Source: Beers & Company, Atlas of Muskegon County, Michigan. Chicago, (1900).

1900 Atlas of Muskegon County, Michigan – Page 46

Chicago & Michigan Lake Shore Railroad Branch
Muskegon County, Michigan



Source: Beers & Company, Atlas of Muskegon County, Michigan. Chicago, (1900).

1900 Atlas of Muskegon County, Michigan – Page 55

Chicago & Michigan Lake Shore Railroad Branch
Muskegon County, Michigan



Source: Beers & Company, Atlas of Muskegon County, Michigan. Chicago, (1900).

1900 Atlas of Muskegon County, Michigan – Page 54

Chicago & Michigan Lake Shore Railroad Branch
Muskegon County, Michigan



Source: Beers & Company, Atlas of Muskegon County, Michigan. Chicago, (1900).

1911 Sanborn Fire Insurance Map – Muskegon, Michigan – Index Page

Chicago & Michigan Lake Shore Railroad Branch
Muskegon County, Michigan



Source: Sanborn Map and Publishing Company, Map of City of Muskegon, New York, (1911).

1936 Lake Harbor Quad USGS Map

Chicago & Michigan Lake Shore Railroad Branch
Muskegon County, Michigan



Source: USGS, Lake Harbor Quad Map, 1:62500. Reston, Virginia. Chicago, (1936).

1911-1950 Revised Sanborn Fire Insurance Map – Muskegon, Michigan – Index Page

Chicago & Michigan Lake Shore Railroad Branch
Muskegon County, Michigan



Source: Sanborn Map and Publishing Company, Map of Muskegon Lake, New York, (1911-1950).