

Appendix C

Figure 1: Section 106 Consultation Letter with SHPO Concurrence Date August 16, 2011

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U.S. Department of Homeland Security
Federal Emergency Management Agency
Iowa Closeout Center
FEMA-1763-DR-IA
7755 Office Plaza Drive North
Suite 145, Building G
West Des Moines, Iowa 50266
Phone: (515) 244-5601



FEMA

August 16, 2011

Douglas W. Jones
Review and Compliance Program Manager
State Historical Society of Iowa
600 East Locust Street
Des Moines, IA 50319-0290

Re: FEMA-1763-DR-IA, FEMA PWs 10311 and 10304: Public Works – Cedar Rapids, Linn County, IA

FEMA Public Assistance program submission – standard project review for non-emergency undertakings (10-day review):

Dear Mr. Jones:

The Federal Emergency Management Agency (FEMA) proposes to administer Federal disaster assistance pursuant to the Robert T. Stafford Disaster Relief and Emergency Assistance Act, P.L. 93-288, as amended 42 U.S.C. 5121-5207. FEMA has received a funding request from the City of Cedar Rapids (sub-grantee) to combine the functions of Public Works, Solid Waste, Central Fire Fleet Maintenance, Forestry Complex and Sokol Park Maintenance/A Street Shop into a new facility. These facilities were all damaged as a result of the flooding incident that resulted in the federally declared disaster DR-1763-IA.

FEMA is initiating a Section 106 review for the above referenced property in accordance with Title 36 Code of Federal Regulations Part 800 and the *Programmatic Agreement among the Federal Emergency Management Agency of the Department of Homeland Security, the State Historic Preservation Office of Iowa, the Iowa Homeland Security and Emergency Management Division, and the Advisory Council on Historic Preservation.*

FEMA received an improved project request from the City of Cedar Rapids to construct a new, multi-function public works facility. The new complex will be constructed on the site of the existing Public Works Building, located at 1201 6th Street SW. The new facility will consolidate the functions of the existing Public Works, Solid Waste, Central Fire Fleet Maintenance, Forestry Complex and Sokol Park Maintenance/A Street Shop into a single public works complex. The existing Public Works Building, originally constructed for the Link-Belt Speeder Corporation in 1948, and subsequently expanded, will be demolished, and the proposed consolidated facility will be constructed on the site. The existing Solid Waste Building, also constructed as part of the Link-Belt Speeder Corporation, and also located along 6th Street SW, will be retained and used as storage. The Forestry Complex located at 15 22nd Avenue SW, consisting of a Quonset hut and frame building constructed in 1937 and an office building constructed in 1974 will be retained and rendered safe and secure by boarding up all windows and openings, chain secured doors and locks on all gates. The Sokol Park Maintenance/A Street Shop located at 1805 A Street SW, constructed prior to the 1960 aerial photograph, will also be rendered safe and secure by the

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same means. The Central Fire Fleet Maintenance Building, Constructed in 1985, located behind the former Central Fire Station (222 3rd Street NW) will be retained as cold storage.

FEMA has determined that the area of potential effects (APE) for this undertaking is limited to the original facilities, the ground disturbing activities associated with the construction of the consolidated complex, and the dispositions of the abandoned facilities.

FEMA has considered the potential for the site preparation and construction of the new facility to affect historic standing structures. FEMA has referenced the *Historical and Architectural Reconnaissance Survey for the Downtown and Industrial Corridors in Cedar Rapids, IA* conducted by Marlys Svendsen in 1997, which identifies the Public Works Building as eligible for listing in the National Register of Historic Places (NRHP). FEMA has determined that the Public Works Building, originally constructed for the Link-Belt Speeder Corporation in 1948, and expanded, is eligible for listing in the NRHP under Criteria A, for its significant association with the development of industry in Cedar Rapids, as outlined in the attached Iowa Site Inventory Form for the *Link-Belt Speeder Building Complex*. Both the Public Works Building and the Solid Waste Building are associated with Link-Belt Speeder Corporation and are eligible for listing in the NRHP. The Forestry Complex and the Sokol Park Maintenance/A Street Shop, meet the 50-year criterion of the National Register Criteria for Evaluation, however, they do not convey the significance required by the National Register Criteria for listing in the NRHP. Both of these facilities were evaluated in the *Architectural Reconnaissance Survey for the Czech Village Residential Area in the Southwest Quadrant of Cedar Rapids (57-094)* Conducted by Camilla Deiber of the Louis Berger Group, Inc. August 2010, and recommended not eligible. Your office concurred with these determinations in a letter dated September 28, 2010. The Central Fire Fleet Maintenance building does not meet the 50-year criterion required by the National Register Criteria for Evaluation, or the level of exceptional importance required by Criteria Consideration G to be considered eligible for listing in the NRHP.

FEMA has evaluated the potential of the new facility to affect any historic standing structures. Attached are preliminary site plans and elevations for the proposed facility. The proposed facility, primarily a one and two story building will be slightly larger horizontally than the existing facility; however, the complex will not be as tall as the original buildings on the site, and will be set back from the street on all sides. FEMA has determined that as the new complex will not be substantially larger than the original facility, and will retain the same warehouse and street maintenance functions on the same site, the new facility would not result in a visual impact to any yet unidentified adjacent historic structures or districts.

FEMA has considered the potential for this undertaking to affect archaeological resources. Various sources were checked to determine if any previously identified historic properties, including archeological sites are located within the APE of this undertaking and to determine the potential for the APE to contain previously unidentified historic properties. This review included the National Register of Historic Places (NRHP) and National Historic Landmarks Databases, and the Office of the State Archaeologist's (OSA) I-Sites GIS and Database, historic maps and aerial photographs available through the Iowa Geographic Map Server at Iowa State University and the University of Iowa Libraries' Iowa Digital Library. As the abandoned facilities will all be retained in place, the work required to secure the facilities has no potential to effect archaeological resources. FEMA has considered the potential for the construction of the new facility to affect any archaeological sites. According to the master inventory of archaeological sites in Iowa, no previously recorded archaeological sites are located within the APE; however, twelve previously identified sites are located within one mile of the APE, all located across the Cedar River from the facility. FEMA has reviewed the historic aerial images, and has determined that the site has been previously profoundly disturbed by the construction of the Link-Belt Speeder Corporation at that site in 1948, with subsequent additions, and continued use as a public works facility operating heavy machinery on the site. FEMA has determined that as there are no known archaeological sites within the APE, and as the area has been previously profoundly disturbed, no further archaeological review or investigation is required.

In accordance with 36 CFR Part 800 and the *Programmatic Agreement among the Federal Emergency Management Agency of the Department of Homeland Security, the State Historic Preservation Office of Iowa, the Iowa Homeland Security and Emergency Management Division, and the Advisory Council on Historic Preservation*, FEMA finds that the Link-Belt Speeder Building Complex, functioning as the Cedar Rapids Public Works is eligible for listing in the NRHP, and the demolition of this facility for the construction of a multi-function Public Works Complex will result in an adverse effect to a historic property.

As required under 36 CFR 800.6(b) FEMA will consult with your office and other consulting parties to mitigate the adverse effects resulting from this undertaking and execute a Memorandum of Agreement. The resultant Memorandum of Agreement is evidence of FEMA's compliance with its statutory responsibilities under Section 106 of the National Historic Preservation Act.

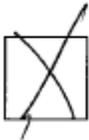
FEMA respectfully requests your concurrence with this finding within the 10-day agreed upon timeframe. If you have any questions or comments, please contact Ann Schmid, Historic Preservation Specialist at (540) 270-0970 or by email at ann.schmid@DHS.gov.

Sincerely,



Eric Wieland
EHP Branch Director
FEMA - ICC

Enclosure: Iowa Site Inventory Form, Link-Belt Speeder Corporation
Figures
Proposed Public Works Complex Site Plans and Rendering
Excerpts from the *Architectural Reconnaissance Survey for the Czech Village Residential Area in the Southwest Quadrant of Cedar Rapids August 2010*



I concur that the Link-Belt Speeder Corporation building is eligible for listing in the NRHP. I further concur with FEMA's finding of Adverse Effects to historic properties, resulting from the demolition of the Link-Belt Speeder Corporation building pursuant to 36 CFR Part 800 and the *Programmatic Agreement among the Federal Emergency Management Agency of the Department of Homeland Security, the State Historic Preservation Office of Iowa, the Iowa Homeland Security and Emergency Management Division, and the Advisory Council on Historic Preservation*.



I do not concur with your findings for the following reason:

 Date 8/16/2011
Douglas W. Jones, Review and Compliance Program Manager, Archaeologist

Cedar Rapids Public Works Complex | 3

Figure 2: HPC Email Request for Minimized Adverse Effect Alternative

From: Pilcher, Maura
Sent: Monday, October 17, 2011 12:02 PM
To: Corbett, Ron J.; Swore, Chuck R.; Karr, Don A.; Vernon, Monica W.; Shey, Pat S.; Gulick, Kris G.; Wieneke, Chuck; Shields, Justin K.; Podzimek, Tom A.
Cc: City Manager; Todd McNall; Bloomhall-Nanke, Candace; McKnight, Amanda; Goings, Barbara; Grafton, Bob; Fritz, Bradley; Jon Thompson; Papp, Kevin C.; Nepal, Sushil; Cargin, Pat; Timothy Klima
Subject: Historic Preservation Commission Letter Re: Public Works Building

CD
CNC
#PWE000-11

Dear Mayor and City Council:

The Cedar Rapids Historic Preservation Commission (HPC) strongly encourages the City Council to retain the Administrative Office Building located on the historic Link-Belt Speeder Corporation site. The Administrative Office Building is the only Cedar Rapids area building of the Bauhaus style, a style revered in Europe and rare in the United States.

The HPC first heard of the demolition plan for this city-owned historic building during a FEMA presentation on August 25, 2011. In connection with this contemplated demolition, the HPC has been asked to consider proposed loss mitigation measures pursuant to the National Preservation Act of 1966 because a Federal Agency is funding activity that will have an adverse effect on a historic asset in our community.

Section 106 of the Act requires that adverse effects on historic assets be avoided whenever possible. If avoidance is not feasible, minimization of the adverse effects is required. Only when both avoidance and minimization are not possible may the Federal Agency resort to and rely exclusively upon loss mitigation measures, which is the least valuable and effective historic preservation tool. In this case, the decision to merely mitigate the adverse effect of the historic loss stemming from demolition of the Administrative Office Building appears to have been made prior to exploring options for avoiding or minimizing the adverse effect, such as by refurbishing that building rather than demolishing it.

As a Certified Local Government, the City of Cedar Rapids has committed to preservation of its cultural assets. The City Council appoints 11 volunteers to dedicate countless hours to this effort through educating the public and advising the Council on its historic resources. We ask that the City Council lead this Section 106 process by exploring the use of mitigation funds from the soon-to-be-demolished Link-Belt Speeder warehouse buildings to restore – rather than demolish – the historic Bauhaus-style Administrative Office Building.

We have learned that two major perceived gains in building a new office building is increased energy efficiency and a roughly 15,000 square-foot reduction in space. The historic Office Building is of masonry construction and investing the efficiency upgrades on the historic structure could bring LEED certification within reach and diminish the quantity of embodied energy and construction debris in the landfill. Demolishing a typical two-story commercial building eliminates all of the environmental benefits of recycling 1,344,000 aluminum cans. The additional 15,000 square feet will undoubtedly be filled in the future as the City continues to collocate its citizen-focused operations.

The City Council has a wonderful opportunity to showcase its preservation, cultural, and environmental leadership by retaining, restoring, and reusing the historic Link-Belt Speeder Administrative Office Building, rather than destroying a rare icon of 1920s, 1930s and 1940s architectural style. We respectfully encourage it to do so.

Respectfully,

The Cedar Rapids Historic Preservation Commission

Significance:

- o Important example of road building companies in Cedar Rapids during the 20th century highway construction boom in the U.S.
- o When built, largest factory in the U.S. specifically designed for manufacturing cranes and shovels
- o Origins traced to Speeder Machinery Company established in Leon, Iowa in 1919 and merger with the Link-Belt Company of Chicago in 1939
- o New Link-Belt Speeder Building in 1948 marked the transfer of crane manufacture from Chicago to Cedar Rapids
- o Employment neared 2,000 by the late 1960s with 40 crane and excavator models produced locally
- o Link-Belt became FMC in 1967 and by the early 1980s produced 200 cranes and excavators with lifting capacities up to 700 tons
- o Link-Belt/FMC closed in Cedar Rapids in 1986
- o FMC property became Cedar Rapids Public Works Facility in 1987 at the sale price of \$1.5 million.

Administrative Office Building, 1946-1948, Milton Searle Carstens, Architect, Chicago

Administration Office Building, today

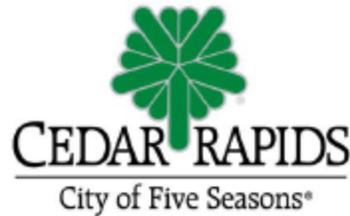
Historic warehouses (built 1948, 1953, 1956, 1957) and Administration Office Building (1948)

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CITY CLERK**

Figure 3: City Response to HPC Request for Minimized Adverse Effect Alternative



November 4, 2011

Cedar Rapids Historic Preservation Commission
City of Cedar Rapids
Cedar Rapids, Iowa

Dear Members of the Cedar Rapids Historic Preservation Commission,

Thank you for your correspondence of October 17, 2011, regarding the recovery plan for the Public Works Building, 1201 6th Street SW.

The City Council will have a presentation on the agenda at its meeting on November 22, 2011, at which the options analyzed by City Staff and the City's construction manager, Ryan Companies, will be presented for the City Council's consideration. We have asked that a presentation be made to the Cedar Rapids Historic Preservation Commission prior to this meeting, so that the Commission will have the opportunity to hear the same analysis. The City Manager's staff is working with the HPC staff liaison to establish an agreeable time and place for that presentation.

As you may know, the Historic Preservation Commission's involvement came as the result of FEMA's process related to an improved project request submitted by the City. The City requested FEMA's consideration of an improved project for the public works site. The intent with that application was to bring to light any issues that may need to be resolved with a complicated improved project and to provide sufficient lead time for resolution of those issues prior to a construction project that would occur on the site. The requirement for an Memorandum of Agreement related to the historical review is a prime example of a requirement that needs considerable time within the project schedule.

Information will be presented regarding the options that have been analyzed regarding flood recovery of the Public Works building and those City departments still requiring a permanent post-flood location. Several departments were located in the Public Works building at the time of the flood. City departments still in need of a permanent location include the Information Technology department and the Fleet Maintenance division.

City staff has recommended that the 42nd Street NE building where Parks and Recreation administration is currently located, is uniquely equipped to house the Information Technology operations, and that the Parks and Recreation administrative functions should move to the Public Works site along with the maintenance functions of their flooded A Street Shop.

The Fleet Maintenance Division was scattered over five locations at the time of the flood, and is now in a temporary location. Nearly half of the City's fleet is located within the Public Works facility, resulting in a City staff recommendation to have Fleet Maintenance services centrally located nearby for efficiencies in repairing and maintaining vehicles.

Therefore, the options analyzed have included solutions for each of these services. Those options that will be presented include:

- Retaining the office building and making required code and ADA upgrades, and repairing FEMA approved damage to the existing Public Works warehouse facility, with a warehouse addition to accommodate the increased square footage needed to accommodate the Fleet Maintenance division and the Parks and Recreation administrative and shop functions,
- Retaining the office building and making required code and ADA upgrades, retaining the solid waste building, and repairing FEMA approved damage to the existing Public Works warehouse facility, with the Fleet Maintenance division and the Parks and Recreation administrative and shop functions being located in unidentified alternative locations, and
- Design of a new building, accommodating all functions, including the Fleet Maintenance division and the Parks and Recreation administrative and shop functions. This option also retains the solid waste building as storage.

Again, thank you for your interest in the decision regarding the flood recovery of the public works building. As the last of the City's flood-damaged facilities to have a final decision made by the Cedar Rapids City Council, we look forward to providing the Commission with additional information gathered during more than a year of analysis by City staff and the City's construction manager's, Ryan Companies.

Sincerely,



Ron J. Corbett, Mayor
City of Cedar Rapids

Copies:

Cedar Rapids City Council
City Manager Jeff Pomeranz
Community Development Director Christine Butterfield
HPC Staff Liaison Sushil Nepal