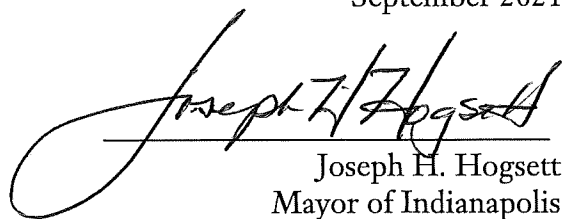


**Henry Street Bridge Project:
Development Plan Near A Burial Ground
(IC 14-21-1-26.5)
City Of Indianapolis, Marion County, Indiana**

Prepared for
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September 2021



Joseph H. Hogsett
Mayor of Indianapolis
Chief Executive of Marion County

October 21, 2021

Date

Development Plans Near Burial Grounds (IC 14-21-1-26.5)

The overall nature and timeframe of the project: The Department of Public Works, City of Indianapolis proposes to construct a new bridge over the White River and to construct an approach to the bridge on Henry Street from Kentucky Avenue. Construction will begin in May 2022 and will be completed by September 2024.

Preconstruction investigations will occur in the fall of 2021; this burial ground development plan has been prepared to account for preconstruction activities within the bounds of the former Greenlawn Cemetery, a burial ground.

The location for the project by section, township, range, county and address: The project is located in Section 11, Township 15 North, Range 3 East, as shown on the Indianapolis West, Indiana, United States Geological Survey (USGS 1954) 7.5-Minute Map. The address is: 402 Kentucky Avenue, Marion County, Indianapolis, Indiana.

Any prior disturbance of the area: The area has undergone much disturbance over the past 125 years. Graves, stones, vaults, and fences have been established and removed; fill has been placed upon burial plots; a baseball field was constructed and demolished atop the easternmost section ("New Burying Ground"); the Diamond Chain Company Complex was con-

structed, added onto, and the surrounding area covered with concrete.

A statement of whether federal or state funds or licenses are involved in the project: No federal or state funds are being used in the project; however, the project will need a 404/401 permit from the US Army Corps of Engineers (USACE).

Map showing the location of the burial ground in relation to the project:

Construction details for activities within 100 feet of the cemetery: Current work will include two geotechnical borings about 8 to 10 inches in diameter that will extend to depths of 100 to 150 feet below surface.

Reference to nearby landmarks: The burial ground is not visible but existed beneath the present-day Diamond Chain property. The property is located at the corner of Kentucky Avenue and West Street in Indianapolis, Indiana.

Location of the burial ground and project area on the appropriate United States Geological Survey 7.5' quadrangle map: At its greatest extent, the burial ground, the former Greenlawn Cemetery, is located in the SE $\frac{1}{4}$ of the NW $\frac{1}{4}$ of Sec 11, T15N R3E and the the SW $\frac{1}{4}$ of the NE $\frac{1}{4}$ of Sec 11, T15N R3E.

This is further broken down by city sections; at the greatest extent, the burial ground encompassed Section 133, the south half of 134, and 135 (Figure 1, Warner et al. 1866).

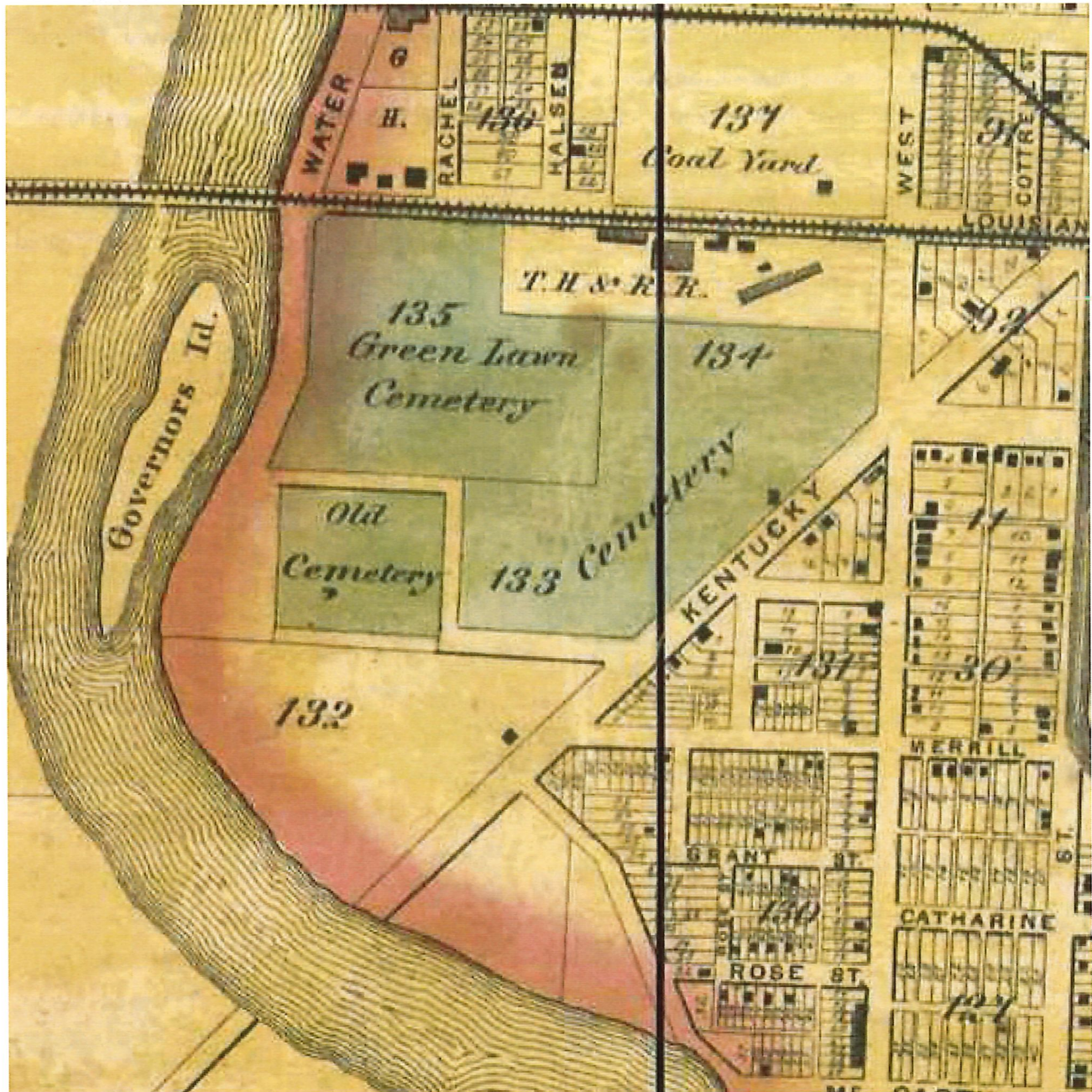


FIGURE 1. THIS CROPPED 1866 MAP OF MARION COUNTY SHOWS THE CEMETERY AT ITS GREATEST EXTENT. (WARNER ET AL. 1866).

A description of the burial ground sufficient to evaluate the likely impact of the project, including:

- *Dates of Use:* circa 1821 to circa 1900
- *Historical documentation and information:* The site for the first cemetery in Indianapolis, the “old graveyard,” was selected in 1821 (Sulgrove 1884:385). An 1831 plat map (Indiana State Board of Accounts 1831:Index and page 31) shows the original “Grave Yard” location. Later additions to the cemetery included: Union Cemetery’s five-acre plot in 1834; Siter Price

& Co.’s 8.5-acres addition in 1838 (called Green Lawn Cemetery); and E.J. Peck’s 7.5 acres in 1852 (Holloway 1870:261). Therefore, in 1852, the City Cemetery contained twenty-five acres, encompassing the original four-acre “Old Burying Ground” (adjacent to the White River) and three additions (Figure 2, Munsell 1852). According to Sulgrove’s *History of Indianapolis*, the area known as the “Old Burying Ground” became the African American cemetery once the Union Cemetery was laid out into regular plots with designated streets (Sulgrove 1884:385).

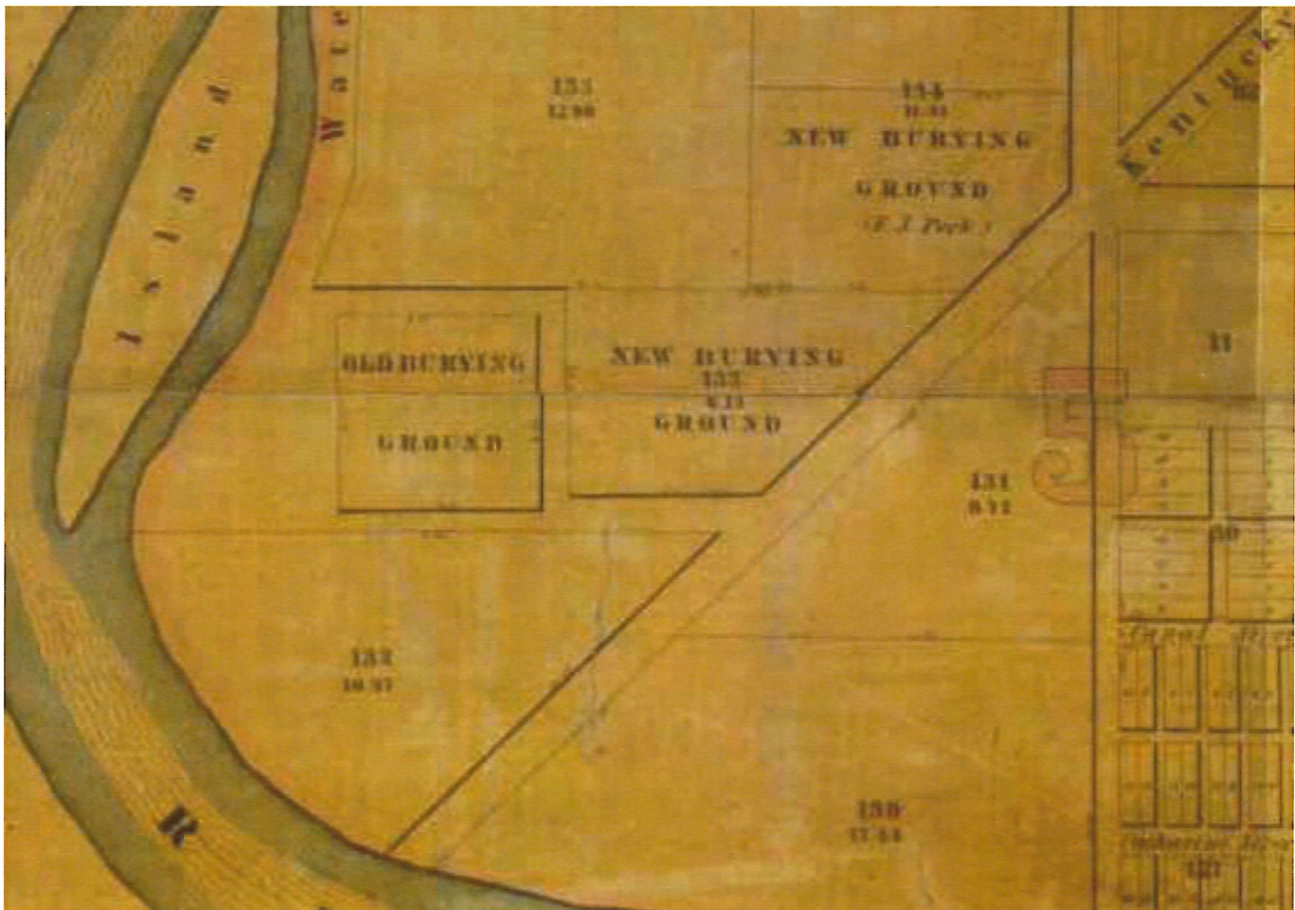


FIGURE 2. THIS PORTION OF A MAP FROM 1852, DESIGNATES THE SECTION OF THE CEMETERY KNOWN AS THE “OLD BURYING GROUND” (MUNSELL 1852).

During the Civil War, the City Cemetery, as all these various cemetery additions were collectively called at the time, reportedly interred the graves of around 1,600 Confederate soldiers, who had been prisoners of war from Camp Morton as well as approximately 1,300 Union soldiers. (The graves of Union soldiers began to be moved to Crown Hill Cemetery shortly after the end of the war, but it would not be until 1931 that the Confederate soldiers were moved to a mass grave at Crown Hill (DeMore 1977:12-14). At some point, after the Civil War, the City Cemetery was referred to as Greenlawn, which had originally been the name for only one of the additions.

The cemetery was running out of burial plots by 1874, and subsequent years saw a failure of the cemetery's owners to maintain the graveyard (*Indianapolis News* 1874). In 1890, however, the *Indianapolis News* reported there were still unauthorized burials there (*Indianapolis News* 1890), and that same year, the City of Indianapolis made it unlawful to bury or inter dead bodies in Greenlawn Cemetery. Despite that ordinance, families persisted in interring dead bodies in their vaults within the cemetery (Brown and Thornton 1904:938-948).

Therefore, in 1894, the City passed another ordinance declaring the Greenlawn Cemetery, and tracts adjacent to it, a public nuisance. In the ordinance, the City described the cemetery's state of "decay and neglect," declaring that it had be-

come the "resort of evil persons, who thereby escape police surveillance and arrest, and also there indulge in lewd, vicious and immoral conduct..." (Brown and Thornton 1904:938-948). The order required the removal of fencing and the cutting and trimming of enough vegetation to return the cemetery to good order. Additionally, it required the removal of all corpses and other contents from vaults, followed by the removal or destruction of vaults. If the owners did not comply with the removal order, the City of Indianapolis authorized the Department of Public Works to remove and destroy vaults at the expense of owners. Additionally, if no owners were located, it authorized the Department of Public Works to proceed as if the owners had been found and failed to comply (Brown and Thornton 1904:938-948). The order did not specify what was to occur for existing graves, just vaults.

In 1894, the First Presbyterian Church became owner of the Union Cemetery within the Greenlawn Cemetery after a donation by the heirs of its owners. The church agreed to give its cemetery land to the City for a park (the cemetery grounds had been vacated in 1891) (*Indianapolis Journal* 1894).

In 1897, the *Indianapolis Journal* reported that the City Park Commission would take possession of Greenlawn to create a park (*Indianapolis Journal* 1897). The Park Board reported that "several bodies were removed by relatives and many tombstones straightened up". That Park

Board also oversaw the sloping and grading along Kentucky Avenue and the filling of “low places and sunken graves” with “several thousand loads of soil.” Prior to the Park Board improvements, the area was described as “grown up” with wooden fences around “burial lots” and along West Street and Kentucky Avenue generally in poor condition. The Park Board noted that this area had potential: “It is a beautiful piece of ground twenty-seven acres in extent, which, if treated as a new park, could be made into a most handsome and desirable place” (Board of Park Commissioners 1897:241-242). Other work completed by the Park staff included adding a fence, graveling and edging walkways, and constructing a tool house (1898),

seating (circa 1904), lighting (circa 1911), and tennis courts (1913) (Board of Park Commissioners 1914). The part of the land bordering the White River “which does not contain any graves, was filled as rapidly as possible with material from cellars and street excavations” (Board of Park Commissioners 1899:163).

Greenlawn is shown as part of the Park System in maps, dated 1909, 1910, and 1911 (Figure 3, Board of Park Commissioners 1910:191). Improvements in the Park were somewhat restricted since the City did not own the land (1901-1902), and in 1911, the Board passed a resolution to remove “all lamps, benches, buildings and other property belonging to the City,” from the north-



FIGURE 3. A PARKS DEPARTMENT MAP SHOWS GREENLAWN AS PART OF THE CITY’S PLAN (BOARD OF PARK COMMISSIONERS 1910:191).

east portion of Greenlawn following a decree by the Superior Court of Marion County (1911). Maintenance costs for Greenlawn dropped significantly between 1913 and 1914 and by 1915, no mention of the site appears in the Park Board annual report (Board of Park Commissioners 1914, 1915).

The incorporation of the Greenlawn land into the Indianapolis Park system was realized, and the former cemetery instead became the site of private endeavors, which would include a Federal League Baseball Park, and then buildings for the South Construction Company Warehouse, Indianapolis Traction and Terminal Company, and ultimately Diamond Chain Company (*Indianapolis News* 1917).

- *Precise boundaries that reference nearby landmarks:*
The precise boundaries of Greenlawn Cemetery are not known but historic maps show that it encompassed Section 133, the south half of 134, and 135, as noted above. Generally, Kentucky Avenue forms the eastern boundary and White River the western boundary. At one time, it extended northward to the Vandalia Railway. This area was purchased by the federal government for Confederate graves in 1862 but in 1870, the “two or three hundred” graves were moved to Crown Hill and the railroad utilized that area for tracks and shops (Sulgrove 1884:385). At its southern limit, it extended to the former path of Oliver Street (Figure 4, Baist 1901:Plan 12, cropped).

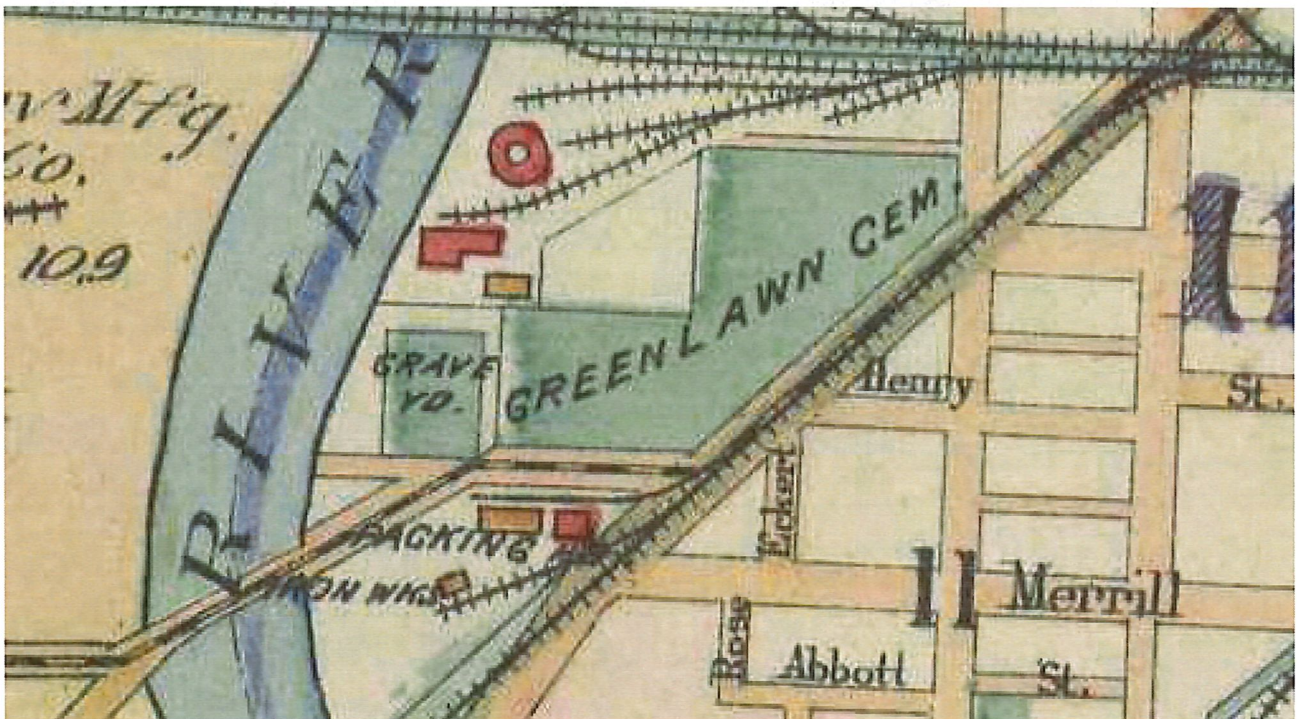


FIGURE 4. THE BAIST MAP FROM 1901 DIFFERENTIATES BETWEEN THE “GRAVEYARD” AND GREENLAWN CEMETERY. NOTE THE RAILROAD BUILDINGS TO THE NORTH (BAIST 1901:PLAN 12, CROPPED).

- *The current physical condition of the burial ground:* The cemetery is classified as a burial ground, since some graves have been moved and there is no physical above-ground evidence of its existence. The burial ground is believed to be beneath concrete on the Diamond Chain Building parcel.
- *A description of the grounds adjacent to and within 100 feet of the burial ground including: The nature, depth and degree of previous disturbances:* The area has undergone much disturbance over the

past 125 years. The area north of the cemetery has been part of the TH & RR with a railroad track forming part of the boundary. Later in the 19th century, a slaughterhouse occupied the northwest boundary. Presumably, construction disturbed this area, but the depth is unknown (Figure 5; Baist 1908:Plan 17, cropped). Kentucky Avenue forms the eastern boundary; its construction and paving episodes would have produced disturbance. A city street labeled both River Street and Oliver Street formed

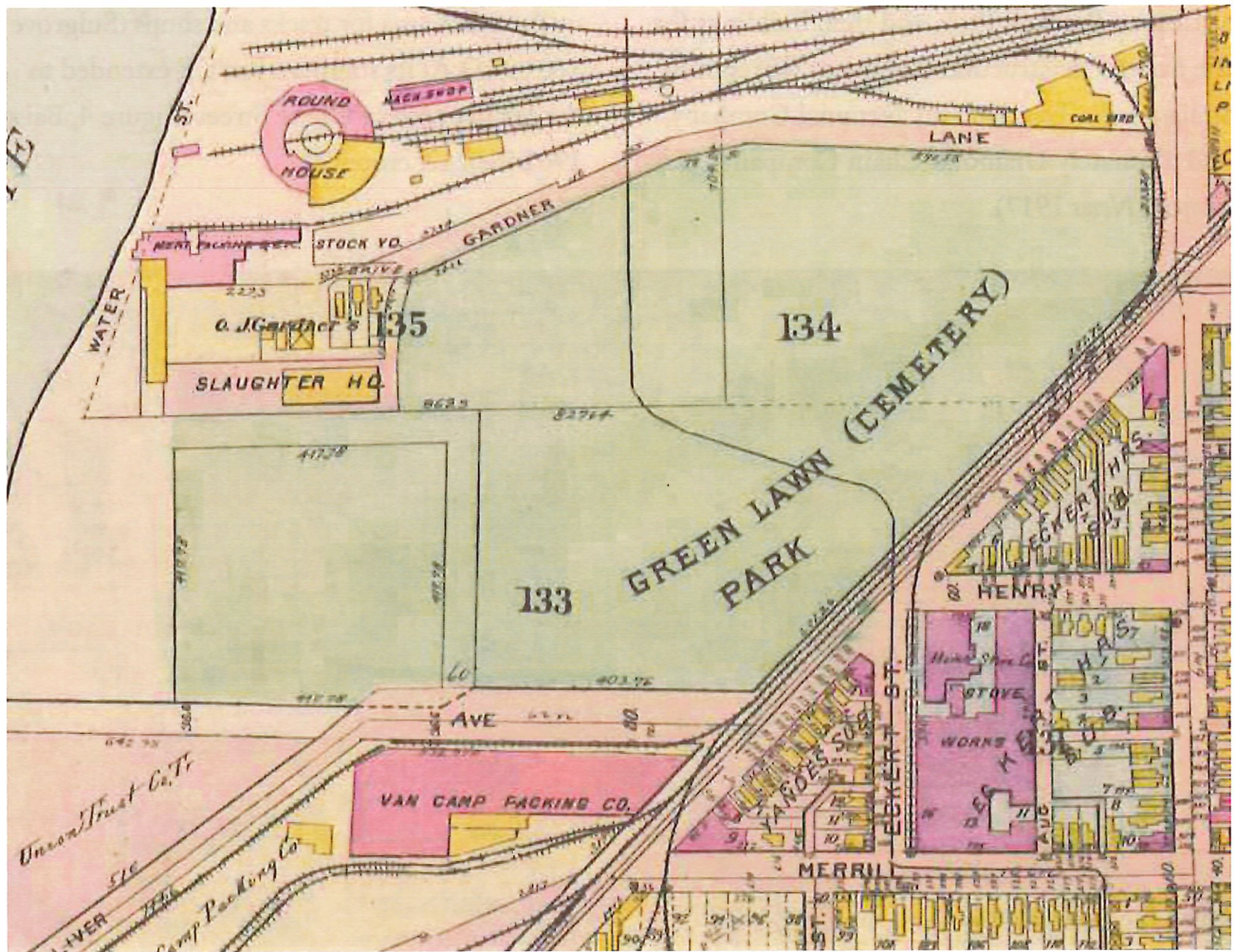


FIGURE 5. A SLAUGHTERHOUSE WAS LOCATED JUST NORTH OF THE CEMETERY IN 1908 (BAIST 1908:PLAN 17, CROPPED).

the southern boundary; its construction and paving episodes would have produced disturbance (Figure 6; Sanborn Map Company 1914:Map 57). Within 100 feet of a likely western boundary was the White River.

- *A description of soils, by types, that are present, including an explanation of how they would be disturbed, graded, modified, removed, or otherwise treated.* The soils in the project area on the east side of the White River include the Fox-Ockley-Westland (IN026) and the Sawmill-Lawson-Genesee (IN029) associations,

both described as udorthents, cut and filled soils (IndianaMap 2021). Soils have been significantly disturbed by past use of the area, particularly construction, modification, and cemetery use. In the project area on the west side of the river, the soil association is Sawmill-Lawson-Genesee (IN029), described as Urban Land-Genesee complex (IndianaMap 2021). Soils in the area have been considerably disturbed by the White River Parkway West, levee construction, industrial construction, and modification.

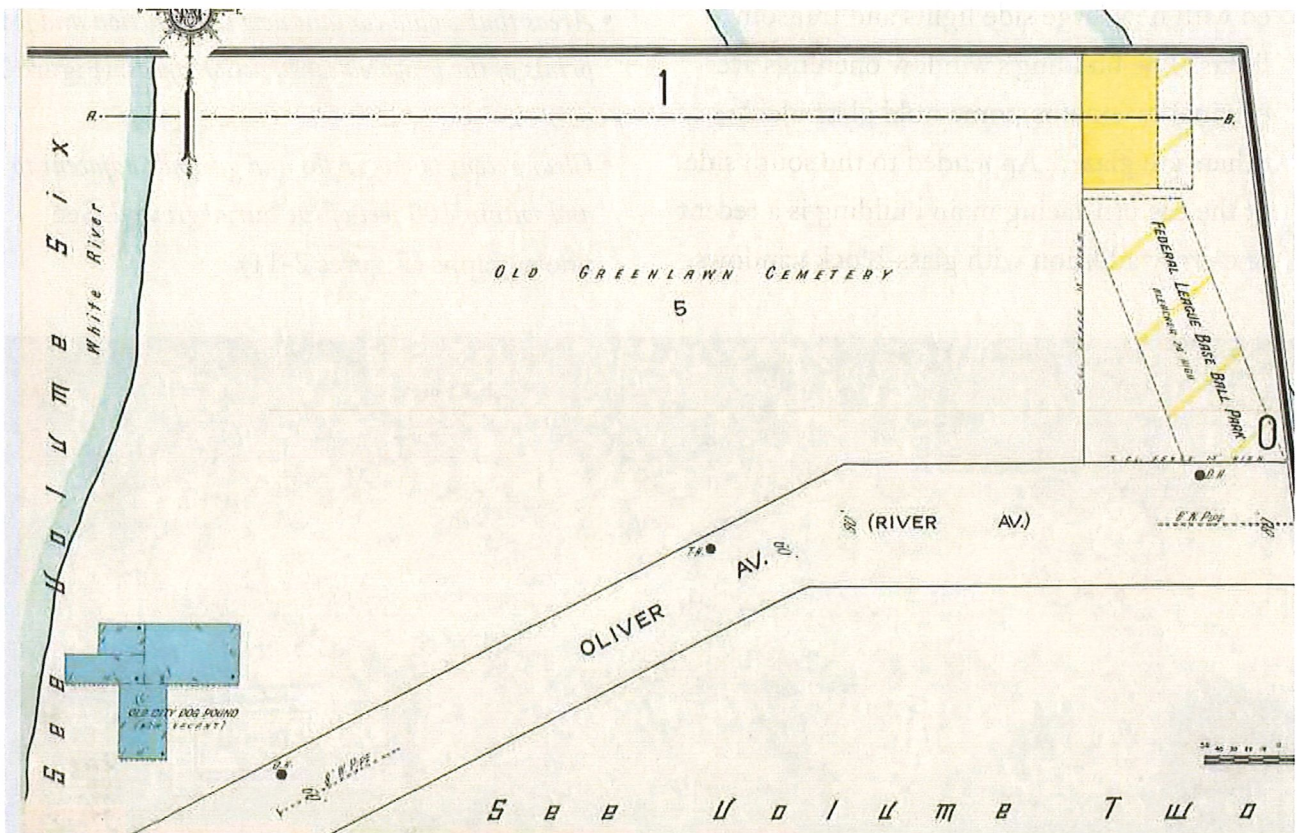


FIGURE 6. THE SANBORN INSURANCE MAP FROM 1914 PROVIDES CONTEXT: THE EASTERN SECTION OF THE CEMETERY HAS BECOME THE SITE OF THE FEDERAL LEAGUE BASEBALL PARK. OLIVER STREET (RIVER AVENUE) IS LOCATED TO THE SOUTH. NOTE THIS IS NOT THE PRESENT PATH OF OLIVER STREET (SANBORN MAP COMPANY 1914:MAP 57).

- *A description of every structure.* The only extant structure on the property of Greenlawn is the Diamond Chain Company Complex. Constructed in segments beginning in 1917, the Diamond Chain Company Complex was rated Outstanding in the Indiana Historic Sites and Structures Inventory of Center Township (dataset 1989). Rising five stories at the tallest portion of the complex, the building has a poured concrete foundation and reinforced concrete walls that are painted light gray. The five-story main building along West Street holds an entry in its central bay. The opening has a new, double-door in a frame surrounded with new large side lights and transom lights. The building's window openings are original casements, some hold glass blocks; others are glazed. Appended to the south side of the eastern-facing main building is a recent one-story addition with glass-block windows.

At the rear of the property, a long, three-story addition from circa 1930 extends to the south; a circa 1970s addition has been appended to the façade of the entire length of this segment. Additional buildings extend to the south.

A description of the activities anticipated to erect, alter, or repair a structure. The Henry Street Bridge has not yet been designed. The geotechnical firm will place four borings, two on each side of the White River, as part of preconstruction activities. Phase Ia investigations will occur within the USACE's permit area.

- *Areas that would contain new construction and footprints of the proposed construction areas.* (Figure 7).
- *Clear recent photographs and grounds adjacent to and within 100 feet of the burial ground.* See photographs (Figures 8-11).

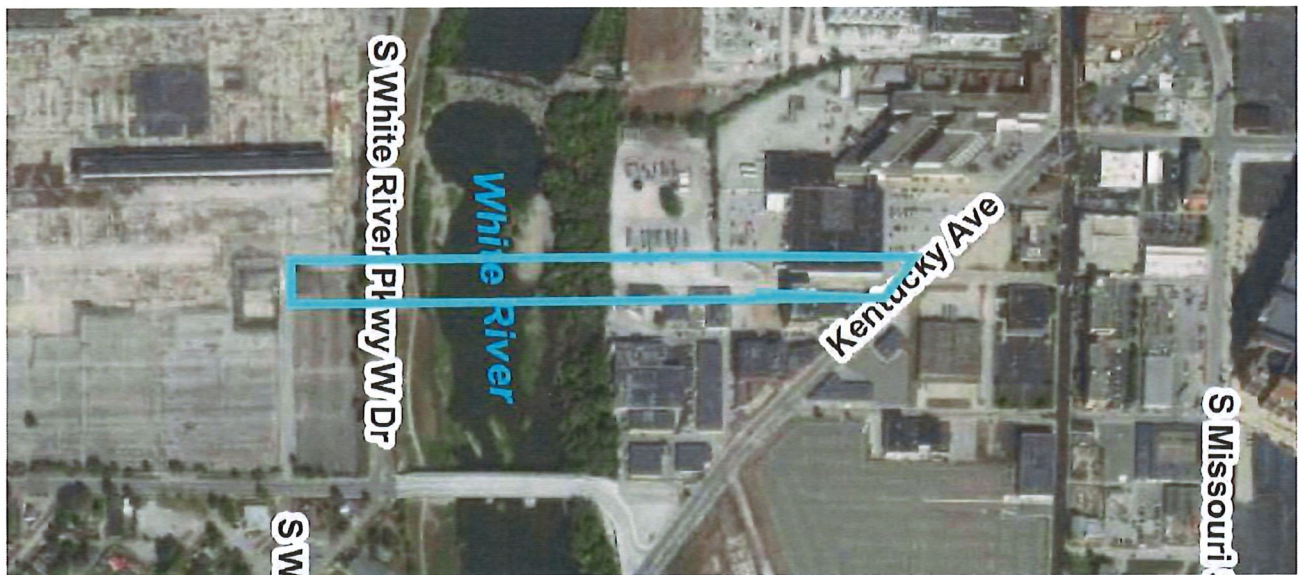


FIGURE 7. THIS REPRESENTS THE APPROXIMATE LOCATION OF THE HENRY STREET BRIDGE PROJECT.



FIGURE 8. FROM KENTUCKY AVENUE, THIS VIEW SHOWS THE APPROXIMATE PATH OF HENRY STREET WITH DIAMOND CHAIN TO THE NORTH (RIGHT) AND INDY TELCOM CENTER TO THE SOUTH (LEFT).



FIGURE 9. THE ONE-STORY ADDITION TO DIAMOND CHAIN CONSTRUCTED IN THE LATE 1970S SITS ATOP THE FORMER GREENLAWN CEMETERY.



FIGURE 10. LOOKING EAST TO HENRY STREET FROM WHITE RIVER PARKWAY WEST DRIVE, THE WHITE RIVER FORMS THE WESTERN BOUNDARY OF THE PROJECT AREA.



FIGURE 11. LOOKING SOUTH FROM GARDNER LANE INTO THE AREA THAT GREENLAWN CEMETERY ONCE OCCUPIED (NOW DIAMOND CHAIN PROPERTY).

Recommendations

It is not presently known if the pre-construction activities will impact any burials at the former Greenlawn Cemetery. Two borings are anticipated to be placed within the confines of its known former boundary. Some burials were removed but others may remain; it is not known if there are any burials within the small area of disturbance for the geotechnical borings. Any human remains or burial artifacts encountered will most likely be out of context and treated as an accidental discovery. If human remains are encountered work within the immediate area will stop and the Indiana Department of Natural Resources/Division of Historic Preservation and Archaeology (IDNR/DHPA) will be notified of the discovery within two (2) business days as required by Indiana Code (IC) 14-21-1-27 and 29.

An archaeological monitoring plan approved by the IDNR/DHPA will be implemented for the geotechnical engineering boring areas, boring cores, and associated equipment locations. Monitoring of all soil disturbances on the surface and in the boring holes to culturally sterile soil will be undertaken by a professional archaeologist meeting the Principal Investigator criteria of IC 14-21-1. Surface reconnaissance accompanied by inspection of the boring cores will include standard archaeological recording techniques of location, depths, soil core profiles recovered, and any cultural features, artifacts, burial objects

(and burial-associated artifacts), and human remains. The plan includes provisions for recovery with standard archaeological methods and techniques of any displaced non-burial artifacts and feature information. As noted, if any human remains, burial objects, or grave markers are encountered, work will stop, and the discovery will be reported to the IDNR/DHPA. Any in situ human remains, burial objects, grave markers, or other burial-related items will be avoided and left in place. If any of the former are non-in situ, displaced, and disturbed from original location, consultation with the IDNR/DHPA will take place regarding recovery with standard archaeological methods and techniques.

All artifacts and any remains recovered will be respectfully analyzed in a secure facility by qualified professionals in archaeology and bio-anthropology, as suitable, under the appropriate standards of IC 14-21-1, 312 IAC 21, 312 IAC 22, and the *Guidebook: Indiana Historic Sites and Structures Inventory – Archaeological Sites* (IDNR/DHPA 2019). Any human remains and associated burial objects and items, if recovered, will be reinterred. (The monitoring plan will include procedures for the discovery and treatment of human remains.) An interim report of findings will be submitted to the IDNR/DHPA after fieldwork and preliminary analysis, and a final report will be submitted within one year of the end of laboratory analysis.

Section 106 investigations will occur as part of the permitting process, with the USACE as the lead agency. Both archaeological and aboveground studies will occur as part of that process. However, per consultation with the USACE, no burials will be removed until Section 106 is concluded.

Prior to the conclusion of the permitting process, Weintraut & Associates, Inc., under contract with Crawford Murphy & Tilly, will prepare an archaeological work plan for the excavation, analysis, and relocation of the unmarked burials associated with Greenlawn Cemetery. This plan is required under Indiana Code 14-21-1-26 and will be provided to Indianapolis Department of Public Works and to the IDNR/DHPA. W&A personnel meet the Secretary of the Interior's standards for archaeology and are registered archaeologists with the IDNR/DHPA.

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