

State Level Historic Documentation Report

State Project No. S335-40-6.65 00
Federal Project No. BR-0040(049)E

Monument Place (Elm Grove Stone Arch) Bridge Ohio County



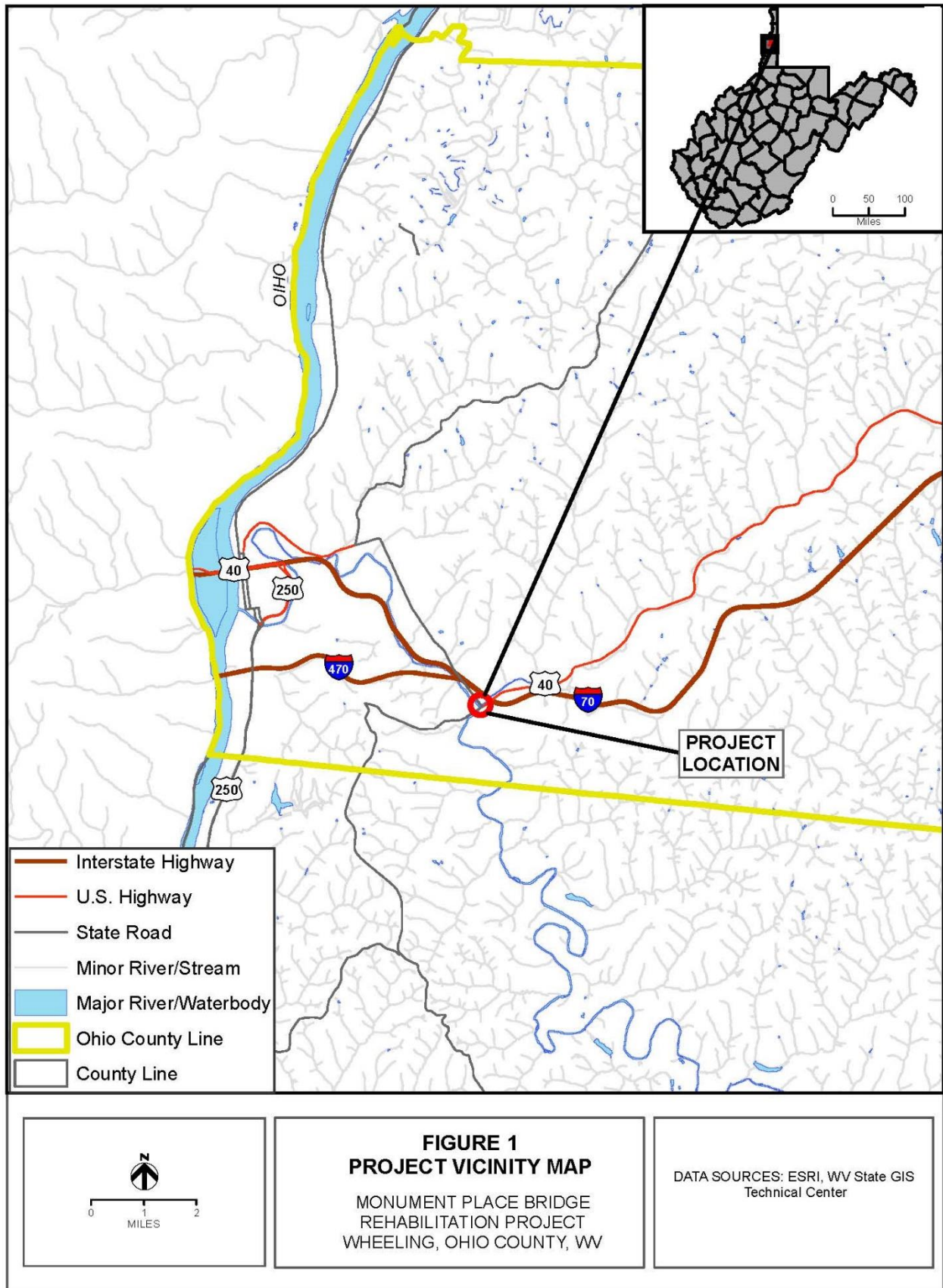
Prepared by:

Diana Garnett

for

West Virginia Department of Transportation
Division of Highways
Engineering Division
Environmental Section

September 2019



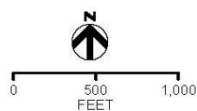
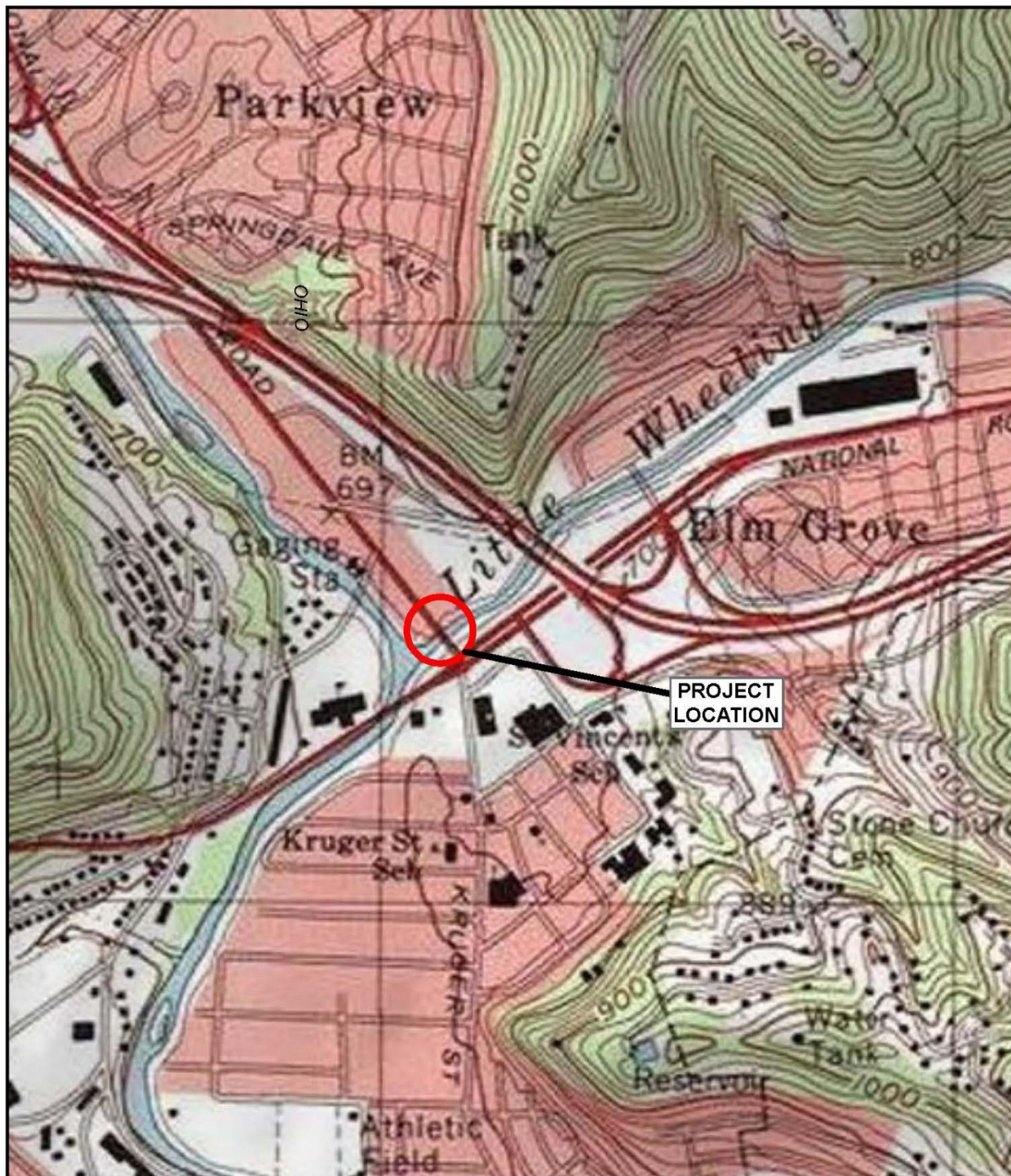


FIGURE 2
PROJECT AREA MAP
 MONUMENT PLACE BRIDGE
 REHABILITATION PROJECT
 WHEELING, OHIO COUNTY, WV

DATA SOURCES: ESRI, Wheeling WV-OH
 USGS 7.5 Minute Quadrangle

STATE LEVEL HISTORIC DOCUMENTATION

MONUMENT PLACE BRIDGE

Also known as the Elm Grove Stone Arch Bridge

Location: U.S. Route 40 over Little Wheeling Creek
Wheeling, Ohio County, West Virginia

USGS Wheeling, West Virginia Quadrangle

Date of Construction: 1817

Engineer/Builder: Moses Shepherd

Present Owner: West Virginia Department of Transportation
Division of Highways
1900 Kanawha Boulevard
Charleston, WV 25305

Significance: Monument Place Bridge is the oldest bridge in West Virginia and is among the oldest stone arch bridges in the United States. Additionally, the bridge is the only extant bridge remaining from the original 16 miles of the National Road constructed through West Virginia. Monument Place Bridge carries US 40 over Little Wheeling Creek. The structure is a rare example of an elliptical stone arch bridge. The bridge was listed in the National Register of Historic Places (NRHP) in 1981 under Criteria A and C for its significance at the state level in the areas of engineering, transportation, and commerce.

Project Information: The rehabilitation of Monument Place Bridge is being undertaken to address the poor condition of the bridge, including spalling and cracking of concrete walkways and balustrade and the heavily deteriorated stone and mortar. Currently, the bridge is posted for weight limit restrictions of 16 tons for single unit trucks and 32 tons for tractor trailers; further deterioration will result in additional weight restrictions. In order to maintain safe and efficient vehicular and pedestrian traffic along U.S. 40 (National Road) through Elm Grove, connecting the community with access to I-70 Exits 4 and 5, the West Virginia Division of Highways (WVDOH) is rehabilitating the Monument Place Bridge.

This documentation has been undertaken in accordance with a Memorandum of Agreement executed in July 2018 among the WVDOH, the West Virginia State Historic Preservation Officer, and the Federal Highway Administration.

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September 2019

Summary Description of Bridge and Setting

Monument Place Bridge was originally built in 1817 as part of the newly-constructed National Road that stretched through the rural farm country surrounding Wheeling, following Wheeling Creek to its confluence with the Ohio River. The bridge was strategically sited near Shepherd Hall, the late-eighteenth-century home of builder-contractor Moses Shepherd.¹ Shepherd and his wife Lydia erected a monument in 1820 on their property to Henry Clay for his support in bringing the National Road to Wheeling. Located adjacent to the bridge, the monument soon lent its name to Shepherd Hall, which became referred to as Monument Place, and to the Elm Grove Stone Arch Bridge, which became locally known as the Monument Place Bridge.² Today, the setting of Monument Place Bridge is characterized by twentieth-century commercial and residential development associated with Elm Grove, historically a small town that evolved into a late-nineteenth-century streetcar suburb of Wheeling. Elm Grove today constitutes the eastern end of Wheeling's corporate limits. Monument Place Bridge has been modified and reinforced throughout its history, but continues to carry the historic National Road (now U.S. 40) alignment across Little Wheeling Creek. The bridge is aligned northwest-southeast. At the bridge crossing, Wheeling Creek is heavily enshrouded in mature, deciduous vegetation. Just southwest of the bridge crossing, Wheeling Creek divides three ways—northwest, northeast, and southwest. Monument Place Bridge crosses over the northeast fork of this divide, known as "Little Wheeling Creek."

The bridge is the oldest bridge in West Virginia. It is a three-span, elliptical arch structure built with coursed sandstone. The structure is 185 feet in length and 48 feet wide. The center elliptical arch is 40 feet in length, and the two flanking barrel arches each extend 25 feet in length. Low, rounded stone buttresses with concrete footer additions (date unknown) that serve as scour protection reinforce the spandrel walls. Over the course of the twentieth century, the structure was treated repeatedly with concrete applications: the first recorded instance of this took place in 1919, when the bridge was reportedly treated with reinforced gunite.³ The overhanging, open concrete balustrade and sidewalks replaced the original stone parapet in 1931.⁴ The 1931 parapet material is a coarse concrete aggregate. The parapet features round-arch openings capped by a chamfered railing and punctuated regularly by solid concrete piers with inset panels. The overhanging sidewalk-balustrade component is supported on trapezoidal, concrete-encased I-beam braces. Spalling and delaminated concrete throughout the parapet, including braces, has exposed steel reinforcement beneath.

In 1958, the entire superstructure was sprayed with shotcrete, intended as a protective measure against continued weathering and deterioration of the sandstone. The shotcrete was in poor condition and

¹ Michael J. Pauley, "Elm Grove Stone Arch Bridge," National Register of Historic Places Nomination Form, 1981, (Washington D.C.: National Park Service), page 2 (Section 8).

² Blanche Steenrod, "Colonel Moses Shepherd," 1925, Digital File "History of Monument Place at Elm Grove, West Va.," Monument Place Collection, Ohio County Public Library, Wheeling, WV.

³ The State Road Commission of West Virginia, "Plan and Profile for Construction of State Road, Project No. 2065 (Triadelphia District, Ohio County: State Road Commission, 1920), 2-3.

⁴ Pauley, page 1 (Section 7).

delaminated by the 2000s, and was partially removed between 2013 and 2015. Portions of shotcrete still cover the interior arches.

Originally a two-lane structure, Monument Place Bridge today accommodates a total of three vehicular lanes, including an eastbound turning lane. The concrete sidewalk curbs dating from 1931 remain on both sides of the traffic lanes.

Technological and Historical Significance

Monument Place Bridge is significant under Criterion A for its role in linking the continuous land route of the National Road through West Virginia, as well as for its associated role in supporting economic development in the state, particularly in the Wheeling area. Bridge construction was an essential component in completing the National Road, which connected two major navigational features in the United States: the Potomac River and the Ohio River. Between those two rivers, many other substantial waterways interrupted the projected land route and required bridge crossings to ensure continuous and safe travel by horse, foot, or carriage. The roadbed of the National Road was completed first, and bridge construction followed. Stone arch bridges were built along the National Road in Ohio County, along with sandstone retaining walls and abutments. Prominent West Virginian and Wheeling resident Moses Shepherd was contracted by the U.S. government to construct the bridges in Ohio County. Shepherd was a descendant of Shepherdstown founder Thomas Shepherd, son of Fort Henry's commandant Colonel David Shepherd, and a close friend of Henry Clay. Additionally, as mayor of Wheeling and patriarch of Shepherd Hall (later called Monument Place), Shepherd exerted considerable political and economic influence in the region. Shepherd and his wife, Lydia Boggs, wielded this influence to their advantage, lobbying with Clay to bring the new National Road alignment through Wheeling, and then, more specifically, routing the road directly by the Shepherds' plantation and mill operation at Elm Grove. This alignment, which was a reconfiguration of the original route, required the construction of two additional bridges, one of which was Monument Place Bridge.⁵ The alignment of the National Road and Monument Place Bridge ensured that Wheeling—and Shepherd Hall—were conveniently situated along one of the nation's most important avenues of economic and political communication. The highway directed the trajectory of Wheeling's growth into the suburbs of Elm Grove, Triadelphia, and the country beyond, and provided the alignment for portions of Wheeling's expansive streetcar system, which extended to Elm Grove in 1898. Tracks for the City and Elm Grove Railway Company (C&EG) were laid across the Monument Place Bridge south of the travel lanes, and remained there through at least until 1948, when streetcar operations in Wheeling were discontinued.⁶

Monument Place Bridge is also significant under Criterion C as the oldest bridge in West Virginia, and as a rare surviving example of a stone arch bridge. It is additionally the only remaining bridge associated with the original 16-mile stretch of the National Road that was built through West Virginia during the

⁵ Pauley, 1 (Section 8).

⁶ William J.B. Gwinn, "Wheeling Traction Company," Golden Seal Magazine, no date, <http://www.wvgenweb.org/ohio/trolley/trolley-train.htm>.

1810s.⁷ Stone arch bridges were constructed throughout the American colonies during the pre-Revolution period, and were the standard bridge type used as Americans began the systematic construction and improvement of turnpikes and highways during the remainder of the eighteenth and early nineteenth centuries.⁸ Though wood bridges were also built, they proved less sturdy and durable, and needed much more frequent replacement; one example is the first bridge built over Wheeling Creek between the town and Wheeling Island, a wooden structure built in 1817. The bridge lasted less than 15 years, was washed away by a disgorged ice block, and was subsequently replaced by a stone arch bridge in 1832.⁹ Monument Place Bridge typified the stone arch bridge type, with its incorporation of local ashlar (sandstone) masonry, voussoirs and keystone framing elliptical barrel arches, and a stone parapet (replaced in 1931 with the existing concrete balustrade).¹⁰ Five stone arch bridges were constructed along the National Road in Ohio County; of these, only Monument Place Bridge remains extant. West Virginia Department of Transportation's statewide bridge survey conducted in 2015 identified only 17 stone arch bridges extant in the state.¹¹

Historical Background

Henry Clay, who served intermittently as a United States Senator and Congressman for Kentucky from 1806 until his death in 1852, was a major proponent of the American System, an economic plan that included funding for infrastructure, including what became the National Road. The National Road, which began in Cumberland, Maryland (and thus was also known as the "Cumberland Road") was conceived as a trans-mountain route that would connect the East to the Ohio River and Great Lakes region. In 1806, President Thomas Jefferson authorized construction of the road, and design and planning promptly commenced. Commissioners Thomas Moore of Maryland, Joseph Kerr of Ohio, and Elie Williams of Maryland selected the route for the road and hired Josias Thompson as a surveyor. The commissioners' report submitted to Congress in January 1807 advocated for crossing the Ohio River at Wheeling below the mouth of Wheeling Creek, primarily because of obstructions in the river above Wheeling.¹²

Construction of the National Road from Cumberland to Wheeling began in 1811. Workers, including Irish immigrants and local farmers, cleared a right-of-way that was 66 feet wide. The roadbed itself was 20 feet wide, with between 12 and 18 inches of crushed stone and tapered from the center to the edges to allow for drainage.¹³

⁷ Katherine M. Jourdan and Laura J. Pfeifer, *Historic and Architectural Resources along the National Road in Ohio County, West Virginia*, National Register of Historic Places Multiple Property Submission Form, 1993 (Washington D.C.: National Park Service), 2-3 (Section F).

⁸ KCI and Mead & Hunt, *West Virginia Statewide Historic Bridge Survey: Final Survey Report*, 2015 (Charleston WV: WVDOT), 37.

⁹ Jourdan and Pfeifer, 1 (Section E)

¹⁰ KCI and Mead & Hunt, 37.

¹¹ KCI and Mead & Hunt, 29.

¹² Jack Maynard and Barbara Maynard, *Historic Elm Grove: An Outstanding American Community* (Wheeling, West Virginia: Creative Impressions, 2007).

¹³ Jourdan and Pfeifer, 2-4 (Section E).

Once a route and funding were approved for the National Road, Moses Shepherd was hired as a road contractor, orchestrating the construction of stone bridges along 16 miles of the route through Virginia (now West Virginia). Shepherd, son of David Shepherd, lobbied Henry Clay for the terminus at Wheeling, as well as for having the road pass the Shepherd farm. The Shepherd family was prominent in West Virginia; Thomas Shepherd, grandfather of Moses, founded West Virginia's first incorporated town, Shepherdstown. Colonel David Shepherd later served as commandant of Fort Henry in Wheeling. Moses and his wife Lydia built Shepherd Hall near Wheeling in 1798, and established there a large plantation, grist mill, sawmill, distillery, and general store. Moses Shepherd additionally served as mayor of Wheeling.¹⁴

As the contractor for the construction along Little Wheeling Creek, Shepherd took the liberty of adjusting the route so that it went nearer to his house, which required additional bridges. Stone bridges were constructed to span rivers and creeks, sandstone retaining walls and abutments were built, and iron posts were placed to mark mileage. The roadbed to Wheeling was completed in 1816, but it took two more years to complete five stone arch bridges in Ohio County, including at the east end of Wheeling Hill, the Elm Grove (Monument Place) Stone Arch Bridge, Peters Run Road S-bridge, Germantown, and the S-bridge near Atkinson Road. Shepherd constructed two bridges across Little Wheeling Creek, including the Elm Grove Stone Arch Bridge, which was completed in 1817. Of the five stone arch bridges built along the National Road in Ohio County, only the Monument Place Bridge remains extant. Following completion of the National Road and its bridges through Ohio County, Moses and Lydia Shepherd erected a monument to Henry Clay on their property in honor of his support for building the National Road through Wheeling. The stone monument located at Shepherd Hall resulted in the Elm Grove Stone Arch Bridge becoming locally known as "Monument Place Bridge."¹⁵

The National Road was completed to Wheeling in 1818; to Springfield, Ohio in 1838; and to Vandalia, Illinois in 1841. The route was slightly altered in 1849 when construction of the Wheeling Suspension Bridge bumped the alignment north through Wheeling Island via present-day 10th Street. From the Shepherd property, the National Road followed Wheeling Creek (formed by Little Wheeling and Big Wheeling Creeks) northwest to its confluence with the Ohio River. At the Ohio River, ferries were used to move the traffic across, although fording of the river was possible seasonally. The completion of the National Road to Wheeling in 1818 helped spur a regional economic boom, and Wheeling became a gateway to the West. Hundreds of wagons moved tons of goods over the road annually. Crops from the South were shipped up the Mississippi and Ohio Rivers to Wheeling and then overland to points east. The time required to ship goods from Baltimore to Wheeling dropped to two weeks, one-third to one-quarter of the time it took before the completion of the National Road. The cost to transport goods was cut in half, saving thousands of dollars annually and making it cheaper to ship goods from Baltimore to Wheeling than from Philadelphia to Pittsburgh.¹⁶

¹⁴ Pauley, 1 (Section 8).

¹⁵ Steenrod.

¹⁶ Jourdan and Pfeifer, 5-6 (Section E).

The National Road was initially built with dirt, sand, and gravel, a combination that proved highly susceptible to rutting, erosion, and pot holing. During the 1820s, the National Road was improved and portions may have been first macadamized—stones laid in progressively smaller aggregate, and interlocked by watering and rolling—a method introduced to the U.S. in 1825. However, much of the road remained dirt or gravel-surfaced through the nineteenth century.¹⁷

In 1866, horse-drawn streetcars were introduced to Wheeling, and by the mid-1870s, the Wheeling & Elm Grove Railroad was running horse-drawn lines between Wheeling, Elm Grove, and other outlying suburbs. In 1887, Wheeling installed one of the nation's first electric streetcar lines. During the 1890s, the Wheeling streetcar system on the National Road became the focus of a suburban building boom as farms were subdivided into residential lots. In 1906, in order to compete with the 108 streetcars provided by the Wheeling Traction Company, the Wheeling and Elm Grove Street Railroad Company merged with the City Railway Company, forming the C&EG.¹⁸ By 1898, the railway extended as far east as Elm Grove. By 1906, the company's electric streetcar extended 25.7 miles from Wheeling to West Alexander, Pennsylvania, passing through the communities of Elm Grove, Triadelphia, and Valley Grove. The streetcar followed the alignment of the National Road through Elm Grove, crossing over Little Wheeling Creek on Monument Place Bridge.¹⁹

Elm Grove enjoyed a resurgence of development during the first decades of the twentieth century as automobile travel elevated the National Road to a level of importance rivaling the railroad. During this time, the community of Elm Grove experienced its peak of growth and established a thriving commercial center. In addition to the construction of housing along the streetcar route, businesses, schools, and churches were also built. The increased affordability of the automobile correlated to an increase in the number of people traveling the National Road. In 1915, *Motor Age Magazine* described the National Road from Cumberland to Wheeling as "133 miles, improved road with some gravel."²⁰ In 1920, under the "Greater Wheeling Plan," Elm Grove, Edgewood, Fulton, Leatherwood, Warwood, and Woodsdale were incorporated into the City of Wheeling.

In 1920, the Wheeling Public Service Company was incorporated and acquired the Wheeling and Elm Grove Division of the West Virginia Traction & Electric Company, which operated the streetcar line through Wheeling and Elm Grove. Also in 1920, the mayor of Elm Grove approved the resurfacing of the National Road between Elm Grove and Wheeling with brick over concrete and integration of 2,000 feet of curb. The contract was awarded to Vince Vercellotti of the Elm Grove Building Material Company.²¹ That same year, in response to the significant damage induced by heavy coal trucks—coal trucks were notorious for damage throughout the Wheeling area—Monument Place Bridge underwent repairs.²² In

¹⁷ Jourdan and Pfeifer, 5-6 (Section E).

¹⁸ Lawrence A. Brough and James H. Graebner, *From Small Town to Downtown* (Bloomington: Indiana University Press, 2004), 224-229.

¹⁹ John Moody, *Moody's Analyses of Investments and Security Rating Books* (New York: Moody's Investors Service, 1922), 1052.

²⁰ Jourdan and Pfeifer, 8 (Section E).

²¹ State of West Virginia, *The Public Service Commission, State of West Virginia, Vol. 2* (Charleston, WV: Tribune Printing Co.), 1920.

²² *Charleston Daily Mail*, "Notice," October 19, 1920.

1922, the State Road Commission of West Virginia drew up plans for the re-paving of National Road from Monument Place to Stone Church Road in Elm Grove. The 1922 plans for re-pavement over Monument Place Bridge note that the bridge had been previously treated with “reinforced gunite” in 1919. The extent of the treatment is not specified, but the plans do identify the bridge as in “good condition.”²³ The road segment was paved with a layer of brick over a concrete base and gravel sub-base. The single streetcar track remained in place, aligned along the north side of National Road east of Monument Place Bridge, then crossing the paved road just east of Little Wheeling Creek, and crossing the creek south of the vehicular lanes over Monument Place Bridge.²⁴ The tracks may have remained in use there until 1948, when the last streetcar ceased operations in Wheeling.²⁵

The National Road became part of the US Highway system in 1926, designated as US 40. During the 1920s and 1930s, the other stone bridges originally constructed by Moses Shepherd in Ohio County were replaced with steel and concrete structures; Monument Place Bridge alone remained intact, if altered.²⁶ In 1931, the bridge’s stone parapet walls were removed and replaced with the current open concrete balustrade, supported on cantilevered, encased I-beam brackets, and carrying a concrete sidewalk on each side.²⁷ In 1958, the sandstone bridge was again treated with gunite, or shotcrete, and a thin layer of concrete was sprayed over the almost the entirety of the structure, including spandrel walls and barrel arches. The majority of the 1958 shotcrete was removed from the bridge walls in 2015, though portions remain on the interior arches.

²³ State Road Commission, 3.

²⁴ State Road Commission, 2-3.

²⁵ Gwinn; Jourdan and Pfeifer, 9 (Section E).

²⁶ Jourdan and Pfeifer, 9 (Section E).

²⁷ Pauley, 2.

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HISTORIC DOCUMENTATION



Figure 1. Monument Place Bridge, looking northeast. Circa 1880. "Brown Photograph 3," W.C. Brown Collection, Archives and Special Collections, Ohio County Public Library, Wheeling, WV.



Figure 2. Monument Place Bridge, looking west. 1886. "Brown Photograph 56: Old Stone Bridge," W.C. Brown Collection, Archives and Special Collections, Ohio County Public Library, Wheeling, WV.



Figure 3. Monument Place Bridge, looking east-southeast. 1888. "Brown Photograph 63: Old Stone Bridge, Elm Grove," W.C. Brown Collection, Archives and Special Collections, Ohio County Public Library, Wheeling, WV.



Figure 4. Monument Place Bridge, looking west. 1907. Photograph by Charles C. Kline. "Elm Grove Bridge, 1907 Flood," Flood Photograph Collection, Archives and Special Collections, Ohio County Public Library, Wheeling, WV.



Figure 5. Monument Place Bridge (postcard), looking east-northeast. Postcard Collection, Archives and Special Collections, Ohio County Public Library, Wheeling, WV.



Figure 6. Monument Place Bridge, c. 1900, looking north. "Henry Clay Monument," Catalog No. 0145-03, Aileen S. Maillard Collection, West Virginia State Archives.

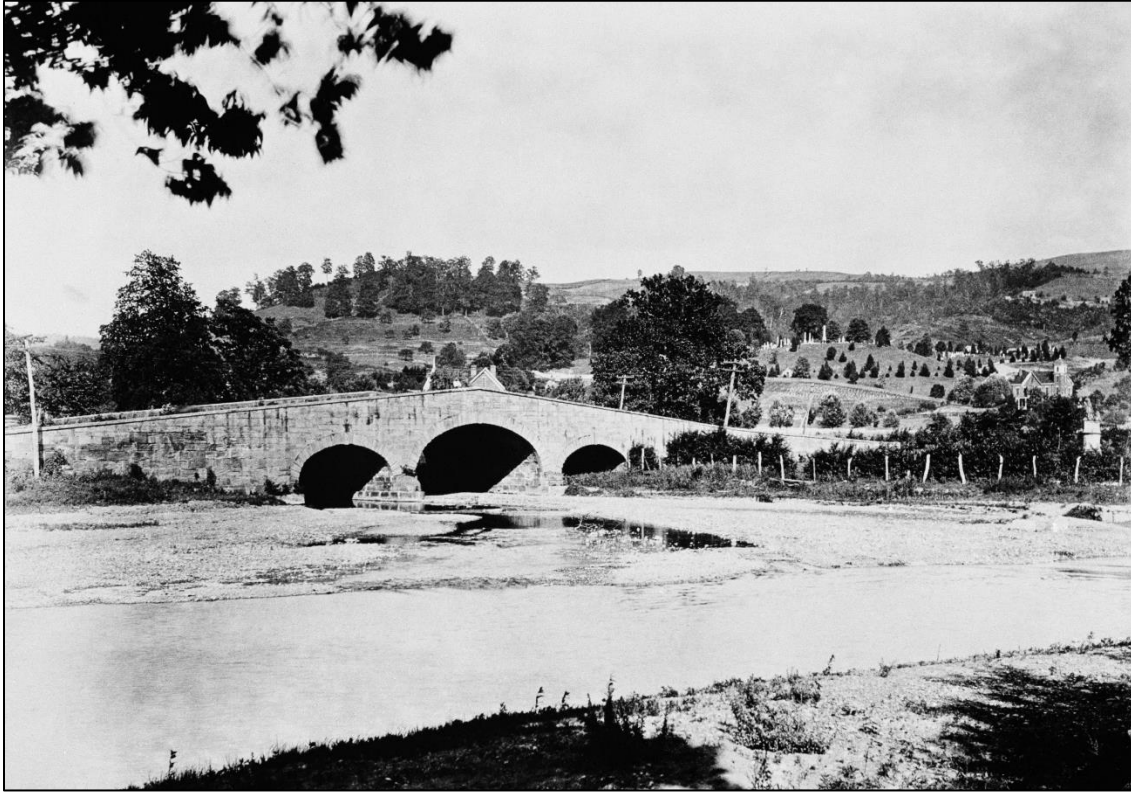


Figure 7. Monument Place Bridge, undated, looking southeast. “S Bridge,” Catalog No. 0163-01, Eddie Martin Collection, West Virginia State Archives. Although identified by the repository as being the S Bridge, this photograph captures the Monument Place Bridge.

STATE LEVEL HISTORIC DOCUMENTATION
INDEX TO PHOTOGRAPHS

Monument Place (Elm Grove Stone Arch) Bridge
U.S. Route 40 over Little Wheeling Creek
Wheeling, Ohio County, West Virginia

Photographer: Kathryn Plimpton

July 23, 2019

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MONUMENT PLACE BRIDGE-2	Southwest elevation view looking east
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MONUMENT PLACE BRIDGE-15	Detail view of southwest balustrade, looking northeast
MONUMENT PLACE BRIDGE-16	Detail view of northeast balustrade, looking southeast

No original bridge plans exist for this bridge. The bridge was built by a private individual under contract to the federal government.



Photo 1. Monument Place Bridge-1. Context view of bridge, looking east.



Photo 2. Monument Place Bridge-2. Southwest elevation view looking east.



Photo 3. Monument Place Bridge-3. Southwest elevation view and detail of center arch, looking east.



Photo 4. Monument Place Bridge-4. Southwest elevation view looking north.



Photo 5. Monument Place Bridge-5. Northeast elevation view and detail of center arch, looking south.



Photo 6. Monument Place Bridge-6. Oblique view of northeast elevation, looking southeast.



Photo 7. Monument Place Bridge-7. Deck view, looking northwest.



Photo 8. Monument Place Bridge-8. Deck view, looking southeast.



Photo 9. Monument Place Bridge-9. Detail view of southwest elevation, center arch.



Photo 10. Monument Place Bridge-10. Detail view of southwest elevation, north arch.



Photo 11. Monument Place Bridge-11. Detail view of northeast elevation, north spandrel and buttress.



Photo 12. Monument Place Bridge-12. Detail view of north arch, looking northeast.



Photo 13. Monument Place Bridge-13. Detail view of north arch, looking northwest.



Photo 14. Monument Place Bridge-14. Detail view of southwest balustrade, looking east.



Photo 15. Monument Place Bridge-15. Detail view of southwest balustrade, looking northeast.



Photo 16. Monument Place Bridge-16. Detail view of northeast balustrade, looking southeast.

**MEMORANDUM OF AGREEMENT
AMONG
THE FEDERAL HIGHWAY ADMINISTRATION,
THE WEST VIRGINIA STATE HISTORIC PRESERVATION OFFICER, THE WEST
VIRGINIA DIVISION OF HIGHWAYS, AND
THE ADVISORY COUNCIL ON HISTORIC PRESERVATION
REGARDING IMPLEMENTATION OF THE ELM GROVE (AKA MONUMENT PLACE)
BRIDGE
STATE PROJECT #S335-40-6.65 00
FEDERAL PROJECT #BR-0040(049)E
OHIO COUNTY, WEST VIRGINIA
JULY 2018**

WHEREAS, the Federal Highway Administration (FHWA), in cooperation with the West Virginia Division of Highways (WVDOH), proposes to rehabilitate the Elm Grove Monument Place) Bridge, which spans Wheeling Creek in Wheeling, Ohio County, West Virginia, hereinafter referred to as the Project. The improvements involve the rehabilitation of the existing bridge while detouring traffic on existing roads; and

WHEREAS, the FHWA has determined that the Project will have an adverse effect upon the Elm Grove (Monument Place) Bridge, a property on the National Register of Historic Places (NRHP); and

WHEREAS, the FHWA has consulted with the West Virginia State Historic Preservation Officer (WVSHPO) pursuant to 36 CFR Part 800 Implementing Section 106 of the National Historic Preservation Act; (54 U.S.C. § 306108); and

WHEREAS, the FHWA has consulted with Federally-recognized Indian tribes with ancestral lands in West Virginia in a manner consistent with WVDOT's Tribal Consultation Guidance; and

WHEREAS, the WVDOH has participated in the consultation and is an invited signatory to this Memorandum of Agreement (MOA); and

WHEREAS, the WVDOH has contacted the Preservation Alliance of West Virginia, Friends of Wheeling, National Road Alliance of West Virginia, Wheeling National Heritage Area, Wheeling Area Historical Society, Victorian Wheeling Landmarks Foundation, The Museum of Oglebay Institute, and the Wheeling Historic Landmarks Commission; and the Wheeling National Heritage Area responded to the letter with support of saving the historic structure; and

WHEREAS, in accordance with 36 CFR § 800.6 (a) (1), the FHWA has notified the Advisory Council on Historic Preservation (ACHP) of its adverse effect determination providing the specified documentation, and the ACHP has chosen not to

participate in the consultation pursuant to 36 CFR § 800.6 (a) (1) (iii) and is a signatory to the MOA;

NOW, THEREFORE, the FHWA, the WVSHPO, and the WVDOH agree that the undertaking will be implemented in accordance with the following stipulations in order to take into account the effects of the undertaking on historic properties.

STIPULATIONS

The FHWA with the assistance of WVDOH shall ensure that the following stipulations are carried out:

Elm Grove (Monument Place) Bridge

- I. The Elm Grove (Monument Place) Bridge will be documented in its present historic setting. The documentation package will include a brief history of the structure, current and historical 5" x 7" black and white digital prints in accordance with the National Register of Historic Places and National Historic Landmarks Survey Photo Policy Expansion of January 2009. The documentation package will include hard archival copies of the information outlined in this stipulation as well as digital copies in the form of PDFs for reports and documents, and TIFF files for photographs. The WVSHPO will be given the opportunity to review the documents before submission of final versions. All final documents will be distributed to the City of Wheeling and the Ohio County Library.
- II. The WVDOH in cooperation with the WVSHPO has worked to minimize the effects to the historic structure. Several renderings of the balustrade and scour protections were evaluated to reduce the visual effects on the bridge. The WVDOH will provide to the WVSHPO and the public an opportunity to review and comment on the design of the new bridge.
- III. The WVDOH will install a historic marker explaining the history of the bridge along with the details of the renovation project. The marker will be located in the proximity of the bridge. The WVSHPO will be given the opportunity to review the marker prior to fabrication.
- IV. 500 color brochures of the Elm Grove (Monument Place) Bridge will be developed by the WVDOH and distributed to the City of Wheeling and the Ohio County Public Library. The WVSHPO will be given the opportunity to review all educational materials developed for this stipulation. A CD containing the brochure will also be given the City and Library to print brochures when the original total has been exhausted.
- V. The Elm Grove (Monument Place) Bridge will be documented on the West Virginia historic bridge website: <http://www.highwaysthroughhistory.com>.

VI. Duration

This MOA will expire if its stipulations are not carried out within five (5) years from the date of its execution. At such time, and prior to work continuing on the undertaking, the FHWA shall either (a) execute an MOA pursuant to 36 CFR § 800.6, or (b) request, take into account, and respond to the comments of the ACHP under 36 CFR § 800.7. Prior to such time, FHWA may consult with other signatories to reconsider the terms of the MOA and amend it in accordance with Stipulation XI below. FHWA shall notify the signatories as to the course of action it will pursue.

VII. Post-Review Discoveries

If any unanticipated discoveries of historic properties or archaeological sites, including human burial sites and/or skeletal remains, are encountered during the implementation of this undertaking, work shall be suspended in the area of the discovery until the WVDOH has developed and implemented an appropriate treatment plan in consultation with the WVSHPO pursuant to 36 CFR § 800.13(b).

VIII. Monitoring and Reporting

Each year following the execution of this MOA until it expires or is terminated, FHWA shall provide all parties to this MOA a summary report detailing work carried out pursuant to its terms. Such report shall include any scheduling changes proposed, any problems encountered, and any disputes and objections received in FHWA's efforts to carry out the terms of this MOA.

IX. Dispute Resolution

Should any signatory or concurring party to this MOA object at any time to any actions proposed or the manner in which the terms of this MOA are implemented, FHWA shall consult with such party to resolve the objection. If FHWA determines that such objection cannot be resolved, FHWA will:

- A. Forward all documentation relevant to the dispute, including the FHWA's proposed resolution, to the ACHP. The ACHP shall provide FHWA with its advice on the resolution of the objection within thirty (30) days of receiving adequate documentation. Prior to reaching a final decision on the dispute, FHWA shall prepare a written response that takes into account any timely advice or comments regarding the dispute from the ACHP, signatories and concurring parties, and provide them with a copy of this written response. FHWA will then proceed according to its final decision.
- B. If the ACHP does not provide its advice regarding the dispute within the thirty (30) day time period, FHWA may make a final decision on the dispute and proceed accordingly. Prior to reaching such a final decision, FHWA shall prepare a written response that takes into account any timely comments regarding the dispute from the signatories and concurring parties to the MOA, and provide them and the ACHP with a copy of such written response.

C. FHWA's responsibility to carry out all other actions subject to the terms of this MOA that are not the subject of the dispute remain unchanged.

X. Amendments

This MOA may be amended when such an amendment is agreed to in writing by all signatories. The amendment will be effective on the date a copy signed by all of the signatories is filed with the ACHP.

XI. Termination

If any signatory to this MOA determines that its terms will not or cannot be carried out, that party shall immediately consult with the other parties to attempt to develop an amendment per Stipulation X, above. If within thirty (30) days (or another time period agreed to by all signatories) an amendment cannot be reached, any signatory may terminate the MOA upon written notification to the other signatories.

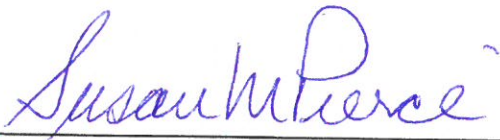
Once the MOA is terminated, and prior to work continuing on the undertaking, FHWA must either (a) execute a MOA pursuant to 36 CFR § 800.6, or (b) request, take into account, and respond to the comments of the ACHP under 36 CFR § 800.7. FHWA shall notify the signatories as to the course of action it will pursue.

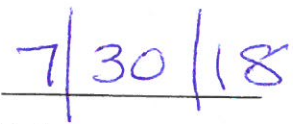
EXECUTION of the Memorandum of Agreement by the FHWA, WVSHPO, and the WVDOH and the Council, and implementation of its terms evidence that the FHWA has afforded the Council an opportunity to comment on the Elm Grove (Monument Place) Bridge and its effects on historic properties, and that the FHWA has taken into account the effects of the undertaking on the historic properties.

Signatories:

Federal Highway Administration

Date





West Virginia Deputy State Historic Preservation Officer

Date

Advisory Council on Historic Preservation

Date

Invited Signatories:

West Virginia Division of Highways

Date