

# State Level Historic Documentation Report

State Project No. S333-13-10.66

## Pallet Factory Bridge Morgan County



**Prepared by:**

**Randy Epperly, Historian**

Department of Transportation  
Division of Highways  
Engineering Division  
Environmental Section

**October 6, 2020**

STATE LEVEL HISTORIC DOCUMENTATION  
PALLET FACTORY BRIDGE

Location: County Route 13, spanning Sleepy Creek  
Morgan County  
West Virginia

USGS Stotlers Crossroads Quadrangle

Date of Construction: 1925

Builder: Polino Construction Company

Present Owner: West Virginia Department of Transportation  
Division of Highways  
1900 Kanawha Boulevard, Building 5, Room A-110  
Charleston, WV 25305

Present Use: Vehicular Bridge

Significance: Pallet Factory Bridge is eligible for the National Register of Historic Places under Criterion C for its uncommon design as each span has a through girder with the parapet serving as the girder. The bridge was built by Polino Construction Company, considered a known regional or West Virginia based builder whose work is distinguishable within the state.

Project Information: The project has been undertaken due to its poor condition and deficiencies of the structure. The project will provide a new bridge crossing Sleepy Creek. The existing bridge's substructure is rated as poor and the superstructure is in deteriorating condition. The existing bridge warrants replacement. The documentation was undertaken in September 2020 in accordance with a Memorandum of Agreement among the Federal Highway Administration, West Virginia Department of Transportation, West Virginia State Historic Preservation Office. The bridge is scheduled to be replaced in 2021.

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October 6, 2020

Pallet Factory Bridge is located in Morgan County and carries County Route 13 over Sleepy Creek. The bridge consists of two spans and one lane carrying two way traffic. It consists of concrete girders supported by two concrete abutments and a concrete pier. It is 117 feet long. The bridge contains concrete parapet with recessed panels and a reinforced concrete deck with asphalt overlay. The bridge is posted for weight restrictions. It was constructed in 1925 by Polino Construction Company.

Pallet Factory Bridge is eligible for the National Register of Historic Places under Criterion C as a design uncommon in West Virginia and association with a regionally significant builder. The uncommon design element consists of each span consisting of a through girder with the parapet serving as the girder. Polino Construction Company is significant as a regional or West Virginia based builder whose work is recognizable in within the state (KCI, 2015).

The existing bridge is seriously deteriorated and posted for weight restrictions. The substructure is rated as poor due to the condition of the existing concrete. The superstructure's concrete is cracked and crumbling. The bridge is also a one-lane bridge on a route with high Average Daily Traffic (ADT). The ADT is 1,379 Vehicles Per Day (WVDOH, 2018).

The WV Historic Bridge Survey noted the Pallet Factory Bridge is an uncommon design in West Virginia. The survey notes "Each bridge span has a through girder design with the parapet serving as the girder." The survey also notes that Polino Construction Company was a "known West Virginia based firm whose work is recognized as distinguishable within the state of West Virginia." Further information on Polino Construction Company has not been found (KCI, 2015).

Concrete girder bridges began appearing in the United States in the early 1900s and were used primarily for shorter span bridges. Pallet Factory Bridge is a through girder, meaning the deck is placed between the girders and the parapets serve as the girders. The State Road Commission release standard plans for concrete through girders in the 1920s. Pallet Factory Bridge is one of the oldest remaining concrete through girder bridges in West Virginia (KCI, p. 93-95).

## BIBLIOGRAPHY

KCI Technologies and Mead & Hunt Inc. West Virginia Statewide Historic Bridge Survey: Final Survey Report. April 2015.

West Virginia Division of Highways. Pallet Factory Bridge. Inspection Report. 30 July 2018.

STATE LEVEL HISTORIC DOCUMENTATION  
INDEX TO PHOTOGRAPHS

Pallet Factory Bridge  
County Route 13  
Sleepy Creek  
Morgan County, West Virginia

Photographer: Sondra Mullins

August 2019

PALLET FACTORY BRIDGE-1	Looking north at Pallet Factory Bridge
PALLET FACTORY BRIDGE-2	Looking south at Pallet Factory Bridge
PALLET FACTORY BRIDGE-3	View of parapet wall with a bridge plaque in the center
PALLET FACTORY BRIDGE-4	Looking upstream at Pallet Factory Bridge
PALLET FACTORY BRIDGE-5	Bridge builder plaque
PALLET FACTORY BRIDGE-6	County Commissioner and County Court bridge plaque
PALLET FACTORY BRIDGE-7	View of abutment and underside of bridge
PALLET FACTORY BRIDGE-8	Downstream view showing pier and superstructure



Photo #1



Photo #2



Photo #3



Photo #4



Photo #5:



Photo #6:





Photo #7:



Photo #8:

**MEMORANDUM OF AGREEMENT  
BY AND AMONG  
THE FEDERAL HIGHWAY ADMINISTRATION,  
THE WEST VIRGINIA STATE HISTORIC PRESERVATION OFFICER  
AND THE WEST VIRGINIA DIVISION OF HIGHWAYS  
REGARDING IMPLEMENTATION OF THE PALLET FACTORY BRIDGE  
REPLACEMENT PROJECT  
STATE PROJECT #S333-13-10.66  
MORGAN COUNTY, WEST VIRGINIA  
MARCH 2020**

**WHEREAS**, the Federal Highway Administration (FHWA), in cooperation with the West Virginia Division of Highways (WVDOH), proposes to replace the Pallet Factory Bridge, hereinafter referred to as the Project. The project will replace the existing bridge with a new bridge on the existing alignment; and

**WHEREAS**, the FHWA has determined that the Project will have an adverse effect upon the Pallet Factory Bridge, a property eligible for 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; (16 U.S.C., 470f); and

**WHEREAS**, the FHWA has determined that the Project will not affect archaeological properties; and

**WHEREAS**, The WVDOH has contacted the Preservation Alliance of West Virginia and Morgan County Historical & Genealogical Society. Morgan County Historical & Genealogical Society responded that they are interested in documents or original plans of the existing bridge, but none have been found; 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);

**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 shall ensure that the following stipulations are carried out:

### **Pallet Factory Bridge Replacement Project**

- I. The Pallet Factory Bridge will be documented in its present historic setting. The documentation package will include 5"x7" 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 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.
- II. A brief history of the structure will be included along with fully completed West Virginia Historic Property Inventory forms and copies of any available plan sheets and drawings of the bridge from WVDOH bridge files
- III. West Virginia Division of Highways staff will provide the Morgan County Public Library and Morgan County Historical & Genealogical Society a copy of the Pallet Factory Bridge State Level Historic Documentation for references and educational purposes.
- IV. 50 color brochures of the Pallet Factory Bridge will be developed by the WVDOH and distributed to the Morgan 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 to the library to print brochures when the original total has been exhausted.
- V. The Pallet Factory Bridge will be documented on the West Virginia historic bridge website.
- VI. The Pallet Factory Bridge plaques will be provided to the Morgan County Historical & Genealogical Society.

### **VII. 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 X below. FHWA shall notify the signatories as to the course of action it will pursue.

#### **VIII. Post-Review Discoveries**

If any unanticipated effects to or 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).

#### **IX. 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.

#### **X. 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.

**XI. 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.

**XII. 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 XI, 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, the WVDOH and the Council, and implementation of its terms evidence that the FHWA has afforded the Council an opportunity to comment on the Pallet Factory Bridge Replacement Project and its effects on historic properties, and that the FHWA has taken into account the effects of the undertaking on the historic properties.

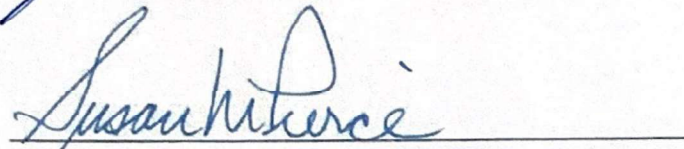
**Signatories Page**



Federal Highway Administration

5/27/20

Date

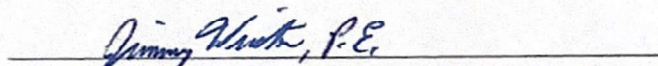


West Virginia Deputy State Historic Preservation Officer

5/26/2020

Date

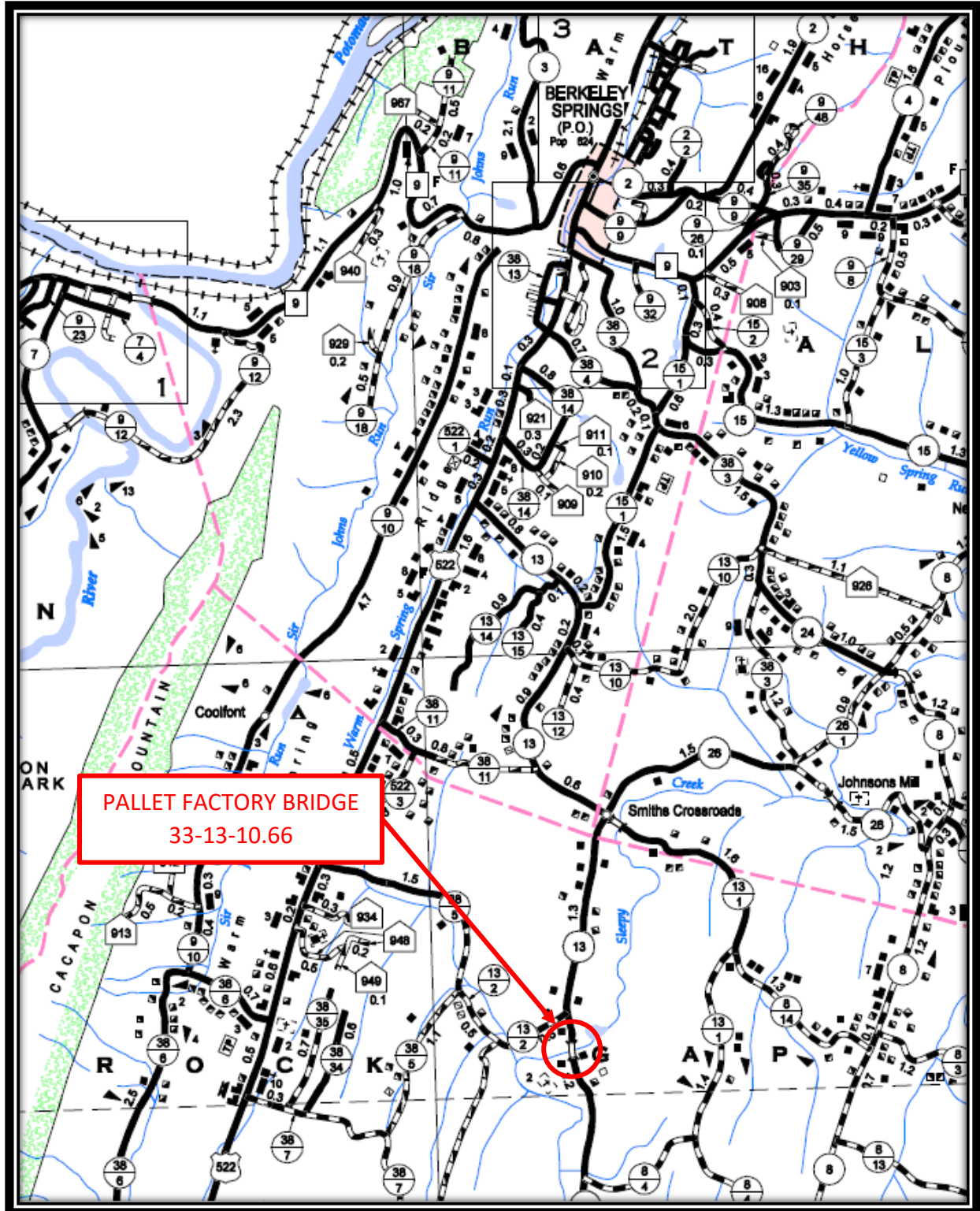
**INVITED SIGNATORY:**



West Virginia Division of Highways

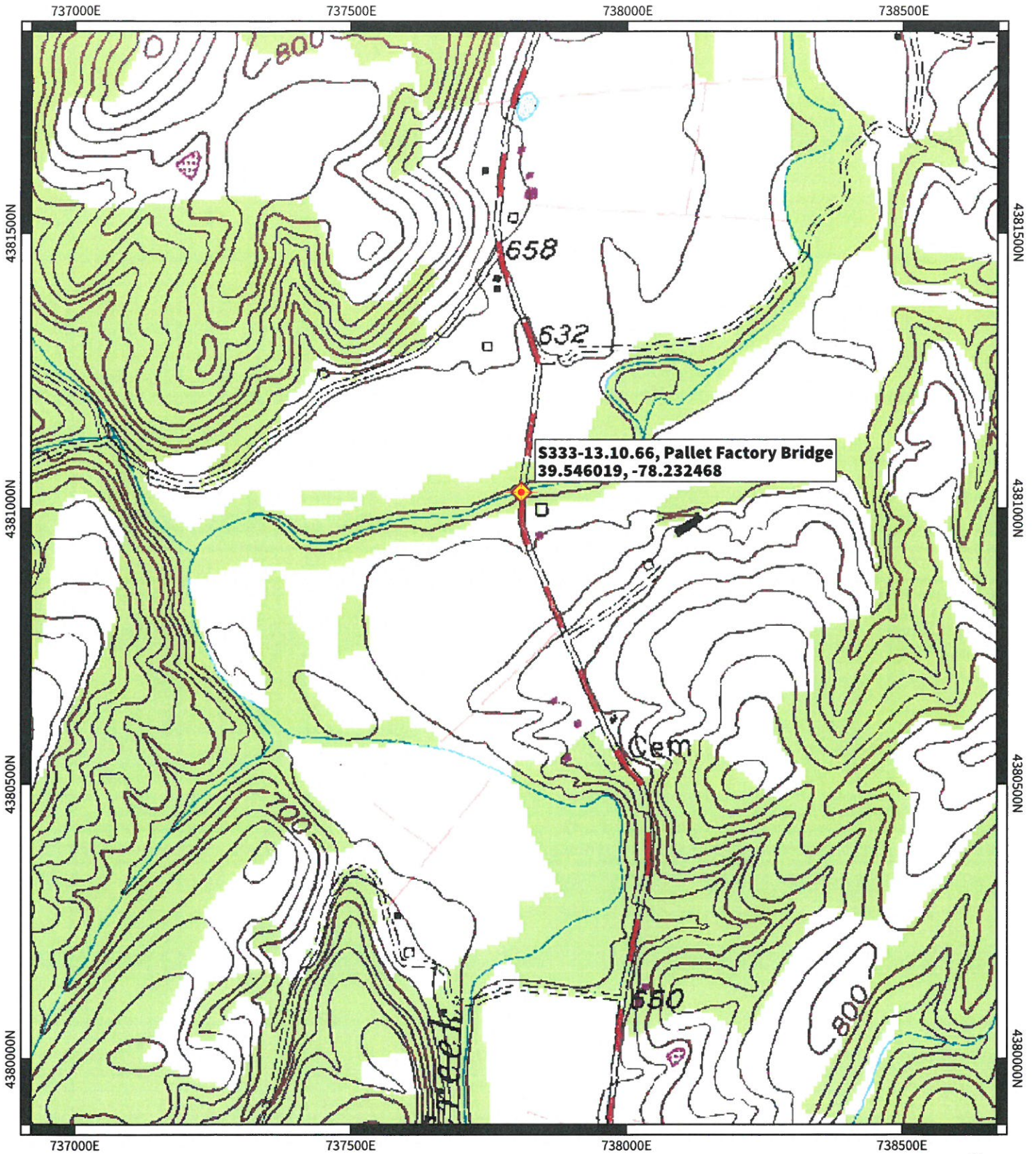
5/26/2020

Date



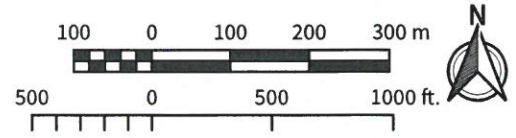
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LONGITUDE: -78.23246°



# Pallet Factory Bridge

S333-13-10.66 | Stotlers Crossroads Quad, Morgan County, WV



Projection: NAD83/UTM Zone 17N (EPSG:26917)

Base Map: USGS 7.5' Topographic Quadrangle Map, Stotlers Crossroads Quad





MN-0237, Pallet  
Factory Bridge

13

Winchester Grade Rd

Pallet Factory Bridge  
Morgan County  
S333-13-10.66  
WVDOH  
Engineering Division  
Environmental Section  
Randy Epperly  
August 29, 2019



**NATIONAL REGISTER EVALUATION INFORMATION**

**National Register Determination**      Eligible      Reason Not Evaluated

**National Register Determination Date**      2013

This bridge is not eligible for the National Register under Criterion A as it does not have a significant association with an important historic transportation system, program, event, trend, or policy identified through contextual research and survey activities.

This bridge is an example of an uncommon type or displays an unusual design element that represents the individuality or variation of features particular to this bridge type.

This bridge was designed or constructed by a known regional or West Virginia-based engineer, architect, or firm whose work is recognized as distinguishable within the state of West Virginia.

This bridge retains the historic integrity necessary to convey its engineering significance and, therefore, is eligible for the National Register under Criterion C.



# WEST VIRGINIA HISTORIC PROPERTY FORM CONTINUATION SHEET

Name: Pallet Factory Bridge. Survey Number: MN-0237 Updated 8/29/19  
Project / FR#: State County Route: S333-13-10.66

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**2019 Update:** Mead & Hunt and KCI surveyed Pallet Factory Bridge in 2013 as part of the WV Historic Bridge Survey and determined it was eligible for the National Register of Historic Places under Criterion C. Outside of deterioration there have been no alterations to the bridge. It continues to be eligible under Criterion C. The bridge survey determined the bridge was not eligible under Criteria A or B. Further research has not found a significant association with a time period, event, or person. Therefore, the bridge remains not eligible under Criteria A or B. Updated photos were taken August 27, 2019 to update the inventory sheet.









Photo #1  
Pallet Factory Bridge  
Morgan County  
County Route 13, spanning Sleepy Creek  
Looking north at Pallet Factory Bridge



Photo #2  
Pallet Factory Bridge  
Morgan County  
County Route 13, spanning Sleepy Creek  
Looking south at Pallet Factory Bridge





Photo #3  
Pallet Factory Bridge  
Morgan County  
County Route 13, spanning Sleepy Creek  
View of parapet wall with bridge plaque in the center



Photo #4  
Pallet Factory Bridge  
Morgan County  
County Route 13, spanning Sleepy Creek  
Looking upstream at Pallet Factory Bridge



Photo #5  
Pallet Factory Bridge  
Morgan County  
County Route 13, spanning Sleepy Creek  
Bridge builder plaque



Photo #6  
Pallet Factory Bridge  
Morgan County  
County Route 13, spanning Sleepy Creek  
County Commissioner and County Court bridge plaque



Photo #7  
Pallet Factory Bridge  
Morgan County  
County Route 13  
View of abutment and underside of bridge



Photo #8  
Pallet Factory  
Morgan County  
County Route 13, spanning Sleepy Creek  
Downstream view showing pier and superstructure