



ATTACHMENT 7

Cultural Resources Technical Report

Glassboro-Camden Line FEIS
February 2021

Prepared by:



Prepared for:



NJ TRANSIT

Project information contained in this document, including estimated limits of disturbance that could result with construction or operation of the proposed GCL, is based on conceptual design parameters that represent a reasonably conservative basis for conducting environmental analyses. As the proposed GCL is advanced through preliminary engineering and construction, efforts will continue to be made to further refine the design and minimize the project footprint. These refinements may result in the potential to avoid and further reduce the adverse effects outlined in this document and as described within this Environmental Impact Statement.

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Foreword

Following the issuance of the Draft Environmental Impact Statement (November 2nd, 2020), revisions have been made to this Technical Report (Attachment 7, “Cultural Resources Technical Report”) in preparation of the Final Environmental Impact Statement as follows:

- Section 6, Page 11: Added Section 6, “References”
- Minor editorial and typographical revisions, as well as formatting adjustments, have been made as appropriate

1 INTRODUCTION

This attachment describes the historic architectural and archaeological resources within the area of potential effects (APE) of the proposed Glassboro-Camden Line (GCL). Applicable State of New Jersey legislation governing the protection of historic resources includes Chapter 268 of the New Jersey State Register Law of 1970 and the New Jersey Executive Order 215 (EO215). A summary of the studies completed and an outline of the studies and tasks that need to be performed in order to complete the National Historic Preservation Act, Section 106 process and/or the EO215 process are provided. Relevant agency correspondence, reports, and submittals are also attached (refer to Appendices 7A through 7C).

1.1 Project Description

The GCL is a proposed 18-mile expansion of transit service in Southern New Jersey that would traverse eleven communities between the City of Camden (Camden County) and the Borough of Glassboro (Gloucester County). The proposed GCL would restore passenger rail service primarily along an existing Conrail freight corridor using light rail vehicles similar to the NJ TRANSIT River LINE. In general, this new transit service would operate at grade, but some portions would be grade-separated over existing roads and waterways. The proposed GCL would run on new dedicated tracks and/or be separated from the freight trains temporarily, allowing the current Conrail freight operations to continue. The proposed project would provide 14 new transit stations, including five walk-up stations, four moderate park-and-ride stations and five park-and-ride stations, and two vehicle maintenance facilities (VMFs). The proposed GCL would provide connections (in Camden) to Philadelphia, Trenton, and other points in the region via the PATCO Speedline, the NJ TRANSIT River LINE, and NJ TRANSIT bus routes.

2 PRINCIPAL CONCLUSIONS

Background research for an original reconnaissance survey and three subsequent addendums indicates that there are 11 historic districts and six historic individual properties within the APE; five of the properties have been listed in the National Register and State Register (three historic districts; two historic individual properties) and 12 of the properties (eight historic districts; four historic individual properties) have been determined eligible for listing in the National Register and State Register. Additionally, a total of 17 intensive-level forms were submitted to the New Jersey Historic Preservation Office (NJ HPO) for review on March 11, 2020; 11 historic properties—six individual historic properties and five properties that contribute to eligible historic districts—have been recommended eligible for listing in the National Register, while the remaining six have been recommended not eligible.

With regards to archaeological resources, a series of Phase IA archaeological surveys from 2013 through 2018 determined that a total of 19 locations will require Phase IB investigations. The 19 locations are considered moderately to highly sensitive for the presence of precontact and historical archaeological resources.

2.1 Ongoing Consultation

2.1.1 Architectural Resources

In a response dated April 23, 2020, upon review of the intensive-level forms, NJ HPO requested a complete cultural resources report accompanied by the APE maps and figures. The purpose of this Historic Architecture Intensive-Level Survey Report will be to summarize the results of all intensive-level surveys (individual properties and historic districts/streetscapes).

Further, a preliminary list of potential consulting parties has been developed, but outreach has not yet occurred. The consulting party list was submitted to NJ HPO for review and approval on March 11, 2020. Any party who replies “yes” should be afforded the opportunity to comment on the reconnaissance and intensive-level surveys, as well as subsequent documentation, including archaeological surveys, the Determination of Effects Report, and the resolution of adverse effects. At least one consulting party meeting should be held. NJ HPO has suggested that a public involvement plan be developed for the project to guide all consulting party and public participation. NJ HPO did not offer any feedback on the consulting party list in their April 23, 2020 response.

An assessment of the project’s potential impacts to all National Register-listed and eligible properties will be required in a Determination of Effects Report after NJ HPO concurrence with the results of the intensive-level surveys and once the project designs have progressed far enough to have approximate right-of-way acquisitions and temporary construction easements. The impacts to all historic properties will be assessed within the same report.

2.1.2 Archaeological Resources

Future Phase IB investigations would require additional tasks to be completed, including the finalization of Letters of Intent to Enter, which would encompass the identification of all properties requiring an archaeological assessment; a solution determination for hazardous waste issues at the appropriate locations prior to the onset of field work; and a determination of the potential for deferral of Phase IB testing at four Test Areas (TAs).

TAs 1 through 3 in Camden and TA 12 in Glassboro Borough are each eligible for deferred Phase IB testing due to access, safety, or hazardous waste issues. At TA 1, a Phase IB field survey is recommended provided the demolition of the two-story rowhouses originally on the site did not severely affect the subterranean deposits on the block. A combination of mechanically excavated trenches and strategically placed shovel test pits (STPs) would provide an adequate testing strategy at this location. TA 2 is comprised of a corridor that passes through former residential blocks, the demolition of which and successive highway construction may have left large quantities of debris overlying the potentially intact surfaces. Therefore, systematic mechanical trenching followed by STP excavation of potential intact surfaces is the recommended Phase IB method throughout TA 2. Testing at TA 3 may also be problematic due to hazardous waste issues related to the former hosiery manufacturing business that occupied the site—particularly at the location of the dye house, which appears to have been covered by asbestos. Similar to portions of TA 2, it is recommended that a Phase IB survey include mechanical trenching followed by STP

excavation of intact surfaces if present. Finally, as TA 12 was a former rail yard, the potential for archaeological resources and hazardous materials contamination is present. Before TA 12 can undergo Phase IB investigation that will include systematic shovel testing at standard intervals, data from an assessment of the presence of hazardous materials must be provided.

Depending on the results of the Phase IB archaeological survey, additional studies may be required. If the Phase IB survey identifies archaeological site(s) that warrant additional work, Phase II Archaeological Evaluation Survey investigations would be required. Should a Phase II survey result in the project having an adverse effect on one or more eligible archaeological sites, a Memorandum of Agreement (MOA) would need to be prepared to outline minimization and mitigation measures. Per the MOA, all mitigation stipulations would be required to be completed within an agreed-upon period of time.

2.1.3 Potential Cultural Resources Effects and Mitigation

Should the effect analysis result in the project having an adverse effect on one or more historic properties, a MOA will need to be prepared to outline minimization and mitigation measures. Per the MOA, all mitigation stipulations will have to be completed within an agreed-upon period of time.

3 LEGAL AND REGULATORY CONTEXT

Historic resources are protected under Federal law through Section 106 of the National Historic Preservation Act of 1966, as amended. Applicable State of New Jersey legislation governing the protection of historic resources includes Chapter 268 of the New Jersey State Register Law of 1970 and EO215.

3.1 Inventory of Resources

The regulations developed under Section 106 of the National Historic Preservation Act require that prior to approval of federal funds or permits, agencies must consider a project's impacts on any district, site, building, structure, or object that is included in, or eligible for inclusion in, the National Register of Historic Places (National Register), and, if SHPO determines that the project has an adverse effect on historic resources, give the Advisory Council on Historic Preservation (ACHP) an opportunity to comment on an undertaking. A project is considered to have an adverse effect on resources if it changes the quality or cultural characteristics (i.e., "character-defining features") that render them eligible for listing in the National Register.

Historic properties of national, state, and local significance may be nominated to the National Register and the New Jersey Register of Historic Places (New Jersey Register) following evaluation of potential historic resources. The National Park Service, which administers the National Register, has established criteria for the evaluation of the significance of potential historic and/or archaeological properties (i.e., evaluating their eligibility for listing in the National Register). As set forth in the guidelines (36 CFR 60.4):

"The quality of significance in American history, architecture, archaeology, engineering, and culture that is present in districts, buildings, structures, and objects that possess integrity of location, design, setting, materials, workmanship, feeling, and

- a) *That are associated with events that have made a significant contribution to the broad patterns of our history;*
- b) *That are associated with the lives of persons significant in our past;*
- c) *That embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; and*
- d) *That have yielded, or may be likely to yield, information important in prehistory or history.”*

The evaluation process is conducted at the state level by the State Historic Preservation Office (SHPO) and at the federal level by the National Register staff of the Department of the Interior. Listing in the New Jersey Register requires the approval of the New Jersey State Historic Preservation Office. Listing in the National Register requires the approval of both SHPO and the Secretary of the Interior. SHPO, acting on behalf of the Advisory Council on Historic Preservation, is responsible for historic reviews under Section 106 of the National Historic Preservation Act and other relevant federal legislation.

3.2 Assessing Effects

ACHP has developed criteria to determine whether a proposed project would have an effect on a property listed in, or eligible for listing in, the National Register. The ACHP guidelines define effect and adverse effect in 36 CFR 800.5, Subsection (a)(1), as follows:

- (a) *Apply criteria of adverse effect.* In consultation with SHPO, the Tribal Historic Preservation Office (THPO), and any Indian tribe or Native Hawaiian organization that attaches religious and cultural significance to identified historic properties, the agency official shall apply the criteria of adverse effect to historic properties within the area of potential effects. The agency official shall consider any views concerning such effects which have been provided by consulting parties and the public.
 - (1) *Criteria of adverse effect.* An adverse effect is found when an undertaking may alter, directly or indirectly, any of the characteristics of a historic property that qualify the property for inclusion in the National Register in a manner that would diminish the integrity of the property’s location, design, setting, materials, workmanship, feeling, or association. Consideration shall be given to all qualifying characteristics of a historic property, including those that may have been identified subsequent to the original evaluation of the property’s eligibility for the National Register. Adverse effects may include reasonably foreseeable effects caused by the undertaking that may occur later in time, be farther removed in distance, or be cumulative.

3.3 Adverse Effect Finding

An adverse effect is further defined in Subsection (2)(i-vii), as follows:

Examples of adverse effects. Adverse effects on historic properties include, but are not limited to:

- (i) Physical destruction of, or damage to, all or part of the property;
- (ii) Alteration of a property, including restoration, rehabilitation, repair, maintenance, stabilization, hazardous material remediation, and provision of handicapped access, that is not consistent with the Secretary's standards for the treatment of historic properties (36 CFR part 68) and applicable guidelines;
- (iii) Removal of the property from its historic location;
- (iv) Change of the character of the property's use or of physical features within the property's setting that contribute to its historic significance;
- (v) Introduction of visual, atmospheric, or audible elements that diminish the integrity of the property's significant historic features;
- (vi) Neglect of a property which causes its deterioration, except where such neglect and deterioration are recognized qualities of a property of religious and cultural significance to an Indian tribe or Native Hawaiian organization; and
- (vii) Transfer, lease, or sale of property out of Federal ownership or control without adequate and legally enforceable restrictions or conditions to ensure long-term preservation of the property's historic significance.

4 ARCHITECTURAL RESOURCES

4.1 Determination of Area of Potential Effects

The APE is the area in which the proposed project is most likely to have impacts on cultural resources. The APE includes the area that may be affected by direct physical impacts, such as demolition or alteration of a resource, or by indirect contextual impacts such as changes in the visual character of the surrounding neighborhoods, or in the view from a resource. The potential effects of temporary project actions (i.e., access roads, staging areas, construction noise, and dust and vibration) were also considered in the determination of the APE.

On August 7, 2013, representatives from A.D. Marble and NJ HPO conducted a windshield survey of the project area to define the APE for historic architecture. In areas where impacts would be limited to the existing right-of-way of the Conrail freight corridor (former West Jersey and Seashore Railroad/Pennsylvania Reading Seashore Lines) and the existing right-of-way of the NJ TRANSIT River LINE, the APE is the existing railroad right-of-way. In areas where there is a potential for direct or indirect (including visual) impacts beyond the existing right-of-way, the APE is larger to account for all potential impact types. The cut-off date for identification of resources was set as those aged fifty years or older due to the projected EIS completion (initially 2015; revised to 2018).

4.2 Methodology

For the reconnaissance surveys, background research included an examination of the online and paper files of NJ HPO to determine if any National Register/State Register of Historic Places (State Register)-listed or -eligible properties were within the APE, as well as whether there were any previously identified but unevaluated historic resources in the APE. Previously completed historic architecture surveys within the vicinity of the project area were also reviewed. Additionally, historic Sanborn Fire Insurance Maps from the 1880s to 1950 and aerial photography from the 1930s to 1970s were also examined for property information and construction dates. Reconnaissance-level field work included a windshield survey of the APE to capture at least one photograph and basic field notes for every property over 50 years in age.

Relative to the intensive-level surveys that have been completed, detailed research was conducted for each property, including a review of deeds and other land records (as applicable), historic Sanborn Maps, additional historic maps and atlases, historic aerial photography, and other primary and secondary sources. Repositories consulted included the Camden and Gloucester county recorders of deeds, Camden and Gloucester county historical societies, and the New Jersey state library and archives in Trenton. Field work included a site visit to each property to document the property with digital photography and field notes.

As a result of an original reconnaissance survey and three subsequent addendums intended to capture revised limits of disturbance and historic properties that had reached 50 years of age, intensive-level surveys were recommended for 25 potentially eligible historic resources, including 18 individual properties and seven historic districts. To date, intensive-level survey forms have been completed for 17 individual properties, including 14 buildings, two cemeteries, and one bridge; intensive-level survey revealed that one of the properties, Farr & Bailey Manufacturing Company at 726 Kaighn Avenue, Camden, had been recently demolished.

4.3 Historic Districts

Background research for the original reconnaissance survey and the three subsequent addendums noted that there are 11 historic districts within the APE; three of the districts have been listed in the National Register and State Register, and eight of the districts have been determined eligible for listing in the National Register and State Register. The 11 historic districts are as follows:

- Noreg Village Historic District (Brooklawn Borough, Camden County; Eligible)
- Cooper Plaza Historic District (Camden City, Camden County; Eligible)
- Cooper Plaza Historic District Extension (Camden City, Camden County; Eligible)
- South Camden Historic District (Camden City, Camden County; Listed)
- NY Shipbuilding Corporation Historic District (Camden City, Camden County; Eligible)
- Millville & Glassboro Railroad Historic District (Glassboro Borough, Gloucester County to Millville City, Cumberland County; Eligible)

- New Jersey State Teachers College at Glassboro Historic District (Glassboro Borough, Gloucester County; Eligible)
- Wenonah Historic District (Wenonah Borough, Gloucester County; Eligible)
- Newton Historic District (Woodbury City, Gloucester County; Listed)
- Woodbury Historic District (Woodbury City, Gloucester County; Eligible)
- Green Era Historic District (Woodbury City, Gloucester County; Listed)

Of the 17 intensive-level forms submitted to NJ HPO for review on March 11, 2020, five historic properties have been determined to contribute to an eligible historic district and have been recommended eligible for listing in the National Register. Four of these properties are located within the National Register-eligible Woodbury Historic District, and one property is located within the State Register-listed and National Register-eligible Green Era Historic District; each property is described briefly herein.

- *85 Aberdeen Place, Woodbury* – The property consists of a circa-1913 two-and-one-half-story, wood frame vernacular dwelling and a circa-1950 one-story, wood frame garage on a 0.09-acre lot located at the southwest corner of Aberdeen Place and Railroad Avenue in the city of Woodbury, Gloucester County, New Jersey. The property is located within the National Register-eligible and locally designated Woodbury Historic District.
- *86 Aberdeen Place, Woodbury* – The property consists of a circa-1925, two-story, wood frame vernacular dwelling and a circa-1925, one-story, wood frame garage on a 0.12-acre lot located at the northwest corner of Aberdeen Place and Railroad Avenue in the city of Woodbury, Gloucester County, New Jersey. The property is located within the National Register-eligible and locally designated Woodbury Historic District.
- *77 East Centre Street, Woodbury* – The property consists of a circa-1925 two-story, wood frame dwelling; a circa-1950, one-story, concrete block garage; and a modern pre-fabricated shed on a 0.24-acre lot located at the southwest corner of E. Centre Street and Railroad Avenue in the city of Woodbury, Gloucester County, New Jersey. The property is located within the National Register-eligible Woodbury Historic District.
- *78 East Centre Street, Woodbury* – The property consists of a circa-1920 two-story, wood frame vernacular dwelling and a circa-1925 one-story, wood frame garage on a 0.23-acre lot located at the northwest corner of E. Centre Street and Railroad Avenue in the city of Woodbury, Gloucester County, New Jersey. The property is located within the National Register-eligible Woodbury Historic District.
- *7 N Evergreen, Woodbury* – The property consists of a circa-1910 two-story, wood frame dwelling and a circa-1920 one-story, wood frame garage on a 0.3-acre lot located at the northwest corner of N. Evergreen Avenue and Cooper Street in the city of Woodbury, Gloucester County, New

Jersey. The property is located within the State Register-listed and National Register-eligible Green Era Historic District.

4.4 Individual Properties

Background research for the original reconnaissance survey and the three subsequent addendums noted that there are six historic individual properties within the APE; two of the properties have been listed in the National Register and State Register, and four of the properties have been determined eligible for listing in the National Register and State Register. The six historic properties are as follows:

- Brooklawn Traffic Circle (Brooklawn Borough, Camden County; Eligible)
- South Jersey Gas, Electric & Traction Company Building (Camden City, Camden County; Listed)
- Bartholomew Roman Catholic Church (Camden City, Camden County; Eligible)
- Glassboro Train Station (Glassboro Borough, Gloucester County; Eligible)
- Jesse Chew House (Mantua Township, Gloucester County; Listed)
- Wenonah Train Station (Wenonah Borough, Gloucester County; Eligible)

Of the 17 intensive-level forms submitted to NJ HPO for review on March 11, 2020, six individual historic properties have been recommended eligible for listing in the National Register, each of which are described briefly herein.

- *John G. Whittier School, 740 Chestnut Street, Camden* – The property consists of a 1910-11 three-story brick school building with 1922 and 2017 additions on a 1.57-acre lot occupying the block bounded by Chestnut, S. 8th, Sycamore, and Maurice streets in Camden City, Camden County, New Jersey.
- *Owens Illinois Glass Company, 70 Sewell Street, Glassboro* – The property is comprised of six tax parcels totaling approximately 34.1 acres and is situated on the southwest side of Sewell Street in Glassboro, Gloucester County. The extant 1918 industrial plant housed a glass bottle factory from 1918 to 1929, and later functioned as a metal and plastic bottle closure (bottle cap) factory from 1937 to 1995. The plant consists of the original 1918 core (which included a furnace room, manufacturing plant, storehouse, wooden box shop, and machine shop), as well as several mid-to late-twentieth-century additions. Five small ancillary buildings/structures are also present on the property: a circa-1953 fire pump house; a circa-1953 water tank; a circa-1953 railroad siding; a circa-1960 utility meter building; and a circa-1980 garage. The property currently houses the Route 55 Industrial Center.
- *J.R. Quigley Company Office and Store, 811 Market Street, Gloucester* – The property consists of a 1929 two-story, brick, detached commercial building (currently in use as a church) on a 0.34-acre lot at the northwest corner of Market Street and Washington Avenue in Gloucester City,

Camden County, New Jersey. The property is currently recommended individually eligible as a rare, intact, local example of an Art Deco-style commercial building.

- *Sewell Train Station, 782 Atlantic Avenue, Sewell (Mantua Township)* – The property consists of a circa-1888 two-story, wood frame, Stick-style railroad station on a 0.33-acre lot located on the northwest corner of Atlantic Avenue and Center Street in the unincorporated community of Sewell, Mantua Township, Gloucester County, New Jersey. It is also recommended eligible as a contributing feature to the proposed West Jersey Railroad Main Line Historic District – Camden to Glassboro.
- *856 Main Street, Sewell (Mantua Township)* – The property consists of a circa-1920, two-story, stone-clad, wood frame, Colonial Revival-style dwelling; a circa-1920, one-story, cinderblock animal shelter (possibly a former dog kennel); and a modern, one-story, wood frame playhouse on a 3.2-acre lot located on the southwest side of Main Street at the intersection with Tylers Mill Road in Mantua Township, Gloucester County, New Jersey.
- *400 North Woodbury Road, Pitman* – The property consists of a circa-1961, one-story industrial complex comprised of five connected blocks of buildings; two outbuildings; two car parking lots; and a tractor trailing loading bay with parking on a 76.61 acre lot located at the southwest corner of N Woodbury Road and Lambs Road in Pitman Borough, Gloucester County, NJ. The property is recommended eligible for its role in the industrial history development of Pitman and Gloucester County.

5 ARCHAEOLOGICAL RESOURCES

A.D. Marble conducted a series of Phase IA archaeological surveys from 2013 through 2018—the original survey was conducted in 2013, and two survey addendums were conducted in 2014 and 2018 to review project design changes and to address comments provided by NJ HPO in 2014.

In accordance with a NJ HPO response letter dated July 16, 2018, which was based on review of the latest Phase IA Archaeological Addendum Report (May 2018), a total of 19 locations will require Phase IB investigations. The 19 locations are considered moderately to highly sensitive for the presence of precontact and historical archaeological resources. Table 1, “Phase IB Recommendations by Test Area,” provides a summary of these areas and recommendations for Phase IB investigations.

Table 1: Phase IB Recommendations by Test Area

TA	Location	Size (acres)	Phase IB Recommendations	Ownership
1	Camden	0.40	2 backhoe trenches and up to 10 STPs GPR	Corporate
2	Camden	6.43	Monitoring, 40 backhoe trenches, and up to 50 STPs	Public
3	Camden	1.6	4 backhoe trenches and up to 10 STPs	Corporate
4	Camden	0.4	10 STPs	Public
5	Westville Borough	1.6	30 STPs	Corporate
6	Woodbury Heights	6.71	115 STPs	Corporate
7	Wenonah Borough	1.7	30 STPs	Railroad ROW
8	Mantua Township	5.5	95 STPs	Private
9	Mantua Township	0.43	10 STPs	Local
10	Mantua Township	13.0	221 STPs	Private
11	Glassboro Borough	0.29	8 STPs	Public
12	Glassboro Borough	2.3	40 STP	Corporate
13	Glassboro Borough	1.8	34 STPs	Private
14	Glassboro Borough	4.0	68 STPs	Private
15	Woodbury	0.1	4 STPs	Railroad ROW
16	Woodbury	TBD	10-20 STPs	Public and Private
17	Mantua Township	TBD	10-20 STPs	Private
18	Camden	3.0	4-6 Backhoe Trenches and GPR	Unknown
19	Woodbury	1.0	GPR	Private

Source: AD Marble, 2020.

6 REFERENCES

AD Marble, 2020.

Camden County Clerk's Office, Online Property Records,
<https://www.camdencounty.com/service/county-clerk/online-property-records/>

Camden County Historical Society, <https://www.cchsnj.org/>

Environmental Data Resources, Inc. (EDR) DataMap Environmental Atlas, December 29, 2017.

Gloucester County Clerk's Office, Land Records,
<http://www.gloucestercountynj.gov/services/r/realestaterec.asp>

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National Historic Preservation Act of 1966, Section 106, 1996.

National Park Service, National Register of Historic Places,
<https://www.nps.gov/subjects/nationalregister/index.htm>

New Jersey Executive Order No. 215 of 1989 (EO215), 1989,
<https://www.nj.gov/dep/pcer/docs/eo215.pdf>

New Jersey State Library, <https://www.njstatelib.org/>

New Jersey State Register Law of 1970, Chapter 268, 1970.

New Jersey Department of Environmental Preservation (NJDEP) Historic Preservation Office (HPO), New Jersey Register of Historic Places, https://www.nj.gov/dep/hpo/1identify/nrsr_lists.htm