

**Raritan Bay and Sandy Hook Bay,
Highlands, New Jersey
Coastal Storm Risk Management
Feasibility Study**

**Final Integrated Feasibility Report and Environmental
Assessment
May 2020**

**Appendix A4:
Pertinent Correspondence**



UNITED STATES ENVIRONMENTAL PROTECTION AGENCY

REGION 2
290 BROADWAY
NEW YORK, NY 10007-1866

SEP - 3 2015

Mr. Matthew Voisine
U.S. Army Corps of Engineers, New York District
Planning Division, Environmental Branch
26 Federal Plaza
New York, NY 10278-0090

RE: Draft Feasibility Report and Environmental Assessment, Raritan Bay and Sandy Hook Bay, Highlands, NJ Coastal Storm Risk Management

Dear Mr. Voisine:

The Environmental Protection Agency (EPA) has reviewed the U.S. Army Corps of Engineers (Corps) Draft Integrated Feasibility Report and Environmental Assessment for Raritan Bay and Sandy Hook Bay, Highlands, New Jersey Coastal Storm Risk Management dated July 2015. This study has determined that periodic coastal storms pose a severe threat to life and property in the Borough of Highlands, Monmouth County, New Jersey. The purpose of the feasibility study was to propose and evaluate several coastal protection plans, and determine the tentatively selected plan (TSP) for coastal protection of the project area. The TSP will be optimized after public and agency review, to become the recommended plan. The TSP for this project is a hybrid plan that matches the existing ground surface. Existing bulkheads will be elevated and existing beach areas will be amended with reinforced dunes, consisting of a buried sheet pile seawall covered with sand, and with an impervious earthen core installed along the backside of the seawall. The total length of the project is 10,636 linear feet, and will tie into high ground at the north and south ends.

Generally, EPA finds that the EA supports a finding of no significant impact; however, the document does not provide the information necessary to support a General Conformity Applicability Analysis. Without more information that the "comparable project" is using similar mobile source equipment, for a similar time period, EPA does not concur with the Corps finding that construction emissions for this project will be within de minimis levels. EPA recommends that the analysis should provide estimates of mobile source equipment types (i.e., cranes, backhoes, dredges, marine equipment) to be used during construction, the emissions factors for that equipment, and total emissions.

Also, EPA disagrees with the Corps definition of cumulative impacts on page 76. As per the Council of Environmental Quality, Section 1508.7 "Cumulative impact is the impact on the environment which results from the incremental impact of the action when added to other past, present, and reasonably foreseeable future actions regardless of what agency (Federal or non-

Federal) or person undertakes such other actions. Cumulative impacts can result from individually minor but collectively significant actions taking place over a period of time." The EA modifies that definition by adding "closely related" to the definition and only looks at other Corps projects in its assessment of cumulative impacts. The cumulative impacts section should include any other past or reasonably foreseeable projects, such as construction of the new condominium project on the north side of the project, or any of the Borough of Highlands planned projects as discussed in the Strategic Recover Planning Report, September 2014.

While the document states that the proposed coast storm risk management action for the Highlands would not affect or be affected, due to the lack of geographical contiguity, by the existing Corps projects at Union Beach, Keansburg, North Middletown, Laurence Harbor, Port Monmouth, Belford, Leonardo, Atlantic Highlands, the Shrewsbury and Navesink Rivers, or along the Atlantic Coast of New Jersey from Sea Bright to Manasquan, we would like to see the document reference the model, or discuss the reasoning behind this statement.

Thank you for the opportunity to comment. If you have any questions, please call Lingard Knutson of my staff at (212) 637-3747.

Sincerely,

A handwritten signature in dark ink, appearing to read "Grace Musumeci", followed by a long horizontal flourish.

Grace Musumeci, Chief
Environmental Review Section



DEPARTMENT OF THE ARMY
NEW YORK DISTRICT, CORPS OF ENGINEERS
JACOB K. JAVITS FEDERAL BUILDING
NEW YORK, N.Y. 10278-0090

REPLY TO
ATTENTION OF

6 December 2016

Environmental Assessment Section
Environmental Analysis Branch

Ms. Katherine J. Marcopul
Deputy State Historic Preservation Officer
State of New Jersey Department of Environmental Protection
Historic Preservation Office
PO Box 420
Trenton, NJ 08625-0420

Dears. Ms. Marcopul:

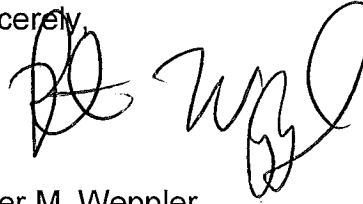
The U.S. Army Corps of Engineers, New York District (Corps) is finalizing a feasibility report for the Raritan Bay and Sandy Hook Bay, Combined Erosion Control and Coastal Storm Risk Management Project, Borough of Highlands (HPO 05-2109). This report presents potential solutions to manage coastal storm risk in the Borough of Highlands, Monmouth County, New Jersey. The Corps prepared a draft Programmatic Agreement (PA) which was reviewed by your office (Enclosure 1). The Advisory Council on Historic Preservation (ACHP) was invited to participate in this agreement but has opted not to do so at this time. The draft PA was also coordinated with Federally Recognized Tribes and the Historical Society of Highlands and no comments were received. The draft PA was made available for public review in the Draft Environmental Assessment which served as the USACE's Section 106 public coordination. No comments were received regarding the cultural resources component of the project or the PA.

Since your initial review of the PA the project description has been slightly modified. This change was coordinated with Jesse West-Rosenthal of your office. A subsequent change, recently requested by the Borough of Highlands, is to eliminate any sand covering of the project features proposed in areas that are presently sand. All changes, including responses to your comments, are highlighted in Enclosure 2 and incorporated into the final PA (Enclosure 3).

Please review the enclosed documents. If you concur with the stipulations and edits in the final PA please sign, date and return the original PA to the Corps. A copy of the

signed document will be provided to your office and to the ACHP. If you or your staff require additional information or have any questions, please contact Lynn Rakos, Project Archaeologist, at (917) 790-8629

Sincerely,

A handwritten signature in black ink, appearing to read 'P. Wepler', written over a horizontal line.

Peter M. Wepler
Chief, Environmental Analysis Branch

Enclosures

CC: w/ Enclosures
Delaware Nation
Delaware Tribe of Indians
Shawnee Tribe of Oklahoma



HPO Project # 05-2109-2
HPO-H2015-171

State of New Jersey

MAIL CODE 501-04B

DEPARTMENT OF ENVIRONMENTAL PROTECTION

NATURAL & HISTORIC RESOURCES

HISTORIC PRESERVATION OFFICE

P.O. Box 420

Trenton, NJ 08625-0420

TEL. (609) 984-0176 FAX (609) 984-0578

CHRIS CHRISTIE
Governor

BOB MARTIN
Commissioner

KIM GUADAGNO
Lt. Governor

August 18, 2015

Peter M. Wepler
Chief, Environmental Analysis Branch
Department of the Army
Corps of Engineers, New York District
Jacob K. Javits Federal Building
New York, NY 10278-0090

**RE: Monmouth County, Highlands Borough
Sandy Hook and Raritan Bay, Feasibility Study
United States Department of the Army, Corps of Engineers
Programmatic Agreement**

Dear Mr. Wepler:

Thank you for providing the Historic Preservation Office (HPO) the opportunity to review and comment on the proposed programmatic agreement (PA) for the Raritan Bay and Sandy Hook Coastal Storm Risk Management Feasibility Project.

800.4 Identifying Historic Properties

Thank you for the detailed project history explanation provided with the PA. The HPO agrees with this explanation and looks forward to identification of the following historic properties:

- 1) Honeysuckle Lodge
- 2) 58 Fifth Street
- 3) Bay Avenue Historic District (including Sculthrope's Auditorium and 60 Bay Street)
- 4) FloBar Apartments

Programmatic Agreement Comments

The HPO has reviewed the agreement document and while the document is generally acceptable the HPO has the following editorial comments:

- 1) The third -to-last whereas clause on the second page of the draft programmatic agreement states that the HPO determined that Phase IB archaeological investigation was not required for the shoreline project features in the Area of Potential Effect (APE), but archaeological survey may be required where the alignment on the east end of the APE

has been modified and in proposed environmental mitigation areas, once determined. The HPO requests a specific Stipulation be included that indicates that no further consideration of archaeological resources is necessary in the previously-reviewed portion of the APE, but that the New York District shall consult with the HPO to identify and evaluate archaeological resources within the area of the revised alignment.

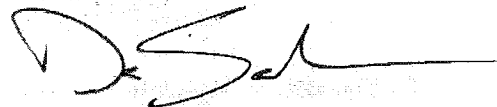
- 2) The second -to-last whereas clause on the second page of the draft programmatic agreement references the invitation of the Advisory Council on Historic Preservation, the Delaware Tribe of Indians, the Shawnee Tribe of Oklahoma, and the Historical Society of the Highlands to participate in this agreement. The HPO requests that this whereas clause be revised to reflect the outcomes of these invitations to memorialize the consultation regarding this agreement, once responses have been received.

Additionally, the HPO would also like the opportunity to discuss an appropriate time period for the expiration of the PA within the Stipulation VIII.D Sunset Clause. Once the above revisions are made and the time period is discussed, the HPO will then be able to sign the agreement document.

Additional Comments

Thank you for providing the opportunity to review and comment on the potential for the above-referenced project to affect historic properties. If you have any questions, please do not hesitate to contact Michelle Hughes of my staff at (609) 984-6018 with any questions regarding historic architecture and Deirdre Kelleher at (609) 292-1913 with any questions regarding archaeology. Please reference the HPO project number 05-2109, in any future calls, emails, submissions, or written correspondence to help expedite your review and response.

Sincerely,



Daniel D. Saunders
Deputy State Historic
Preservation Officer

Cc: Lynn Rakos - USACE

DDS/MH/dk



Preserving America's Heritage

July 27, 2015

Mr. Peter M. Weppeler
Chief, Environmental Analysis Branch
Corps of Engineers-New York District
Jacob K. Javits Federal Building
New York, NY 10278-0090

Ref: *Proposed Raritan Bay and Sandy Hook Bay, Highlands, New Jersey*
Coastal Storm Risk Management Feasibility Study
Monmouth County, New Jersey

Dear Mr. Weppeler:

The Advisory Council on Historic Preservation (ACHP) has received your notification and supporting documentation regarding the adverse effects of the referenced undertaking on a property or properties listed or eligible for listing in the National Register of Historic Places. Based upon the information you provided, we have concluded that Appendix A, *Criteria for Council Involvement in Reviewing Individual Section 106 Cases*, of our regulations, "Protection of Historic Properties" (36 CFR Part 800), does not apply to this undertaking. Accordingly, we do not believe that our participation in the consultation to resolve adverse effects is needed. However, if we receive a request for participation from the State Historic Preservation Officer (SHPO), Tribal Historic Preservation Officer, affected Indian tribe, a consulting party, or other party, we may reconsider this decision. Additionally, should circumstances change, and you determine that our participation is needed to conclude the consultation process, please notify us.

Pursuant to 36 CFR §800.6(b)(1)(iv), you will need to file the final Programmatic Agreement (PA), developed in consultation with the New Jersey State Historic Preservation Office's (SHPO's) and any other consulting parties, and related documentation with the ACHP at the conclusion of the consultation process. The filing of the PA and supporting documentation with the ACHP is required in order to complete the requirements of Section 106 of the National Historic Preservation Act.

Thank you for providing us with your notification of adverse effect. If you have any questions or require further assistance, please contact Mr. Brian Lusher at 202 517-0221 or via e-mail at blusher@achp.gov.

Sincerely,

LaShavio Johnson
Historic Preservation Technician
Office of Federal Agency Programs

ADVISORY COUNCIL ON HISTORIC PRESERVATION

401 F Street NW, Suite 308 • Washington, DC 20001-2637
Phone: 202-517-0200 • Fax: 202-517-6381 • achp@achp.gov • www.achp.gov



DEPARTMENT OF THE ARMY
NEW YORK DISTRICT, CORPS OF ENGINEERS
JACOB K. JAVITS FEDERAL BUILDING
NEW YORK, N.Y. 10278-0090

REPLY TO
ATTENTION OF

15 July 2015

Environmental Assessment Section
Environmental Analysis Branch

Mr. Daniel Saunders
Deputy State Historic Preservation Officer
State of New Jersey Department of Environmental Protection
Historic Preservation Office
PO Box 420
Trenton, NJ 08625-0420

Dear Mr. Saunders:

The U.S. Army Corps of Engineers, New York District (Corps) is preparing a feasibility study report for the Raritan Bay and Sandy Hook Bay, New Jersey, Combined Erosion Control and Coastal Storm Risk Management Project, Borough of Highlands. This report presents potential solutions to manage coastal storm risk in the Borough of Highlands, Monmouth County, New Jersey (Figure 1). The community has had a history of flooding and was severely impacted by Hurricane Sandy on October 2012. A feasibility study was under way at the time of Hurricane Sandy and alternatives have been reevaluated since the storm.

Undertaking

The shoreline of Highlands is composed primarily of bulkheads, which range in elevation from around +5 feet NAVD88 at low points to approximately +9 feet NAVD88 at the highest point. Small marinas, restaurants, and houses characterize the shoreline. Small beaches with public access are also located in the Borough. Several alternatives were considered as storm risk management measures. The Tentatively Selected Plan (TSP) consists of approximately 10,636 linear feet of raised bulkheads, raised ground surfaces, floodwalls, and reinforced dunes (seawalls with sand cover and vegetation cap). The project spans a geographic distance of approximately 8,000 linear feet along the bayshore of Highlands and ties into high ground (+10ft NAVD88 to +12ft NAVD88) at either end. For each segment of the project, features were chosen to match the existing surroundings, i.e., elevated bulkheads where the shoreline has bulkhead and reinforced dunes on the existing beaches. A closure gate is proposed to cross Bay Avenue. The final length and heights will be determined during project optimization.

Area of Potential Effect (APE)

The APE for this undertaking includes all areas to be directly impacted by activities required to construct project features as well as construction access and staging areas and, as required, environmental mitigation measures. The APE also includes viewsheds and landscapes in the vicinity of the Line of Protection (LOP).

Identification and Evaluation

Archaeology

The Corps prepared a Phase IA cultural resources report in 2005 in which archaeological testing of selected locations along the LOP was recommended. At that time your office, in response to the Corps' report, indicated there was no need for a Phase IB archeological survey (Enclosure 1, Correspondence). As per that opinion the Corps will undertake no archaeological testing where the project alignment remains unchanged. The western end of the alignment has been modified since the Phase I study to tie into a new development project. That development is being constructed by others so the Corps will undertake no testing there (see Figure 2). The eastern end of the alignment has been modified to tie into high ground along Bay Avenue (see Figure 3). An archaeological assessment, followed as needed by testing, will be undertaken of the newly proposed section of alignment.

Standing Structures

The Phase IA report recommended a survey of historic architecture and streetscapes within the APE. In 2007 Panamerican Consultants, Inc, conducted a survey for the Corps which identified a number of properties potentially eligible for the National Register of Historic Places (NRHP) (See Figures 1, 4 and 5 and Enclosure 2). Your office did not provide comments on this report.

The report identified the potential Shrewsbury Avenue Historic District comprised of five houses along the east side of Shrewsbury Avenue (Numbers 26 - 34). Lynn Rakos, of my staff, met with Michelle Hughes on 4 June of this year and was informed that your office determined that following Hurricane Sandy and subsequent repair these structures are not eligible as an historic district nor are any of the properties individually eligible.

The 2007 study identified two bungalow communities as remains of what was once a larger collection of bungalow/cottage communities within Highlands. Honeysuckle Lodge (between Atlantic and Cedar Street) is a large intact group of bungalows while 58 Fifth Street consists of a small group of bungalows (Figure 4). The authors of the 2007 report noted that there is a lack of context for these middle-class bungalow and cottage communities of the New Jersey shore and they suggest that should a multiple property nomination be prepared these two properties should be included. It is the Corps' opinion that Honeysuckle Lodge and 58 Fifth Street are potentially eligible for the NRHP under Criterion A as part of a multiple property of bungalow and cottage communities.

The Corps consulted with your office and based on the "Windshield Survey," conducted following Hurricane Sandy, there were four locations identified along the Highlands shoreline that had the potential for significant resources (Figure 6). One of these parcels is Honeysuckle Lodge discussed above. Structures on the other three parcels, including a row of bungalows and a clam processing plant, were studied by the Corps in 2007 and were determined not significant. It is the Corps' opinion that there are no historically significant properties on these parcels.

While most of Bay Avenue was outside the immediate Corps study area and APE at the time of the 2007 survey the authors noted that this mixed-use main artery of Highlands had the potential to be a historic district but was not considered in any detail as it was out of the APE. Your

“Windshield Survey” included just a small section of Bay Avenue (Figure 7). One structure noted in both surveys is Sculthorpe’s Auditorium, also known as the “Purple Building” due to its paint color. It was built in 1909 and was the first theater in Highlands dedicated exclusively to stage and motion picture entertainment. No NRHP-eligibility assessment was given for this structure. Noted in the windshield survey was the 24 Bay Avenue (not shown on Figure 7, but see Figures 5 and 8). The structure was built c. 1907 as the Creighton Hotel and now the FLoBar Apartments. It is one of few remaining middle-class, pre-WWII hotels on the New Jersey shore that retains any integrity and was determined potentially eligible in the 2007 study. The other structure noted in both surveys is 60 Bay Avenue but no assessment of its eligibility was made. As indicated in the 2007 report, previous studies by others determined that Sasha's Boutique Outlet (1 Bay Avenue), Bahrs Real Estate (15 Bay Avenue), and Mewes Bros. Dairy (19 Bay Avenue) were not eligible for the NRHP but may be determined to contribute to the Bay Avenue Historic District (Figure 8). At 2 Bay Avenue is Bahr’s Landing Restaurant and Marina which is an NRHP-eligible property located 500 feet east of the APE.

Two properties in the APE were identified by the Borough of Highlands in its Master Plan as historically interesting; a Sears, Roebuck & Co. kit house at 257 Bay Avenue and the former clam-processing plant (Clam Shanty) at the end of Miller Street. They were both determined by the 2007 survey as too altered and lacking integrity to be individually NRHP-eligible.

The Twin Lights (Navesink Lighthouse) National Historic Landmark (NHL) and the Water Witch Casino, an NRHP-listed property, are on high ground rising above the Borough of Highlands approximately one mile west of the APE. The NRHP-listed Fort Hancock and Sandy Hook Proving Grounds Historic District and the Sandy Hook Lighthouse NHL are located approximately three miles north, across Sandy Hook Bay, from the APE. While well outside the APE, sections of the LOP are within the viewsheds of these historic properties.

Assessment of Effects

It is the Corps’ opinion that the NRHP eligibility of Honeysuckle Lodge and 58 Fifth St., both identified previously as eligible as part of a thematic bungalow/cottage communities of the New Jersey shore, will need to be re-assessed following impacts from Hurricane Sandy and recovery measures. As the alignment is now proposed to cross Bay Avenue the eligibility of Bay Avenue, previously noted as a potentially eligible historic district before Hurricane Sandy, will need to be evaluated. The FloBar Apartments, determined to be a potentially individually eligible property by the Corps, is just three parcels from the now proposed closure gate. Sculthorpe’s Auditorium and 60 Bay Street would be included in the overall Bay Street evaluation but will also be evaluated for individual eligibility. It is clear that no above ground resources, if determined eligible, will be directly impacted by the proposed plan however indirect impacts to any properties determined significant will need to be evaluated and these include effects on viewsheds and setting. The project will have no effect on 2 Bay Avenue, Bahrs Restaurant and Marina, due to the distance of the property from the LOP.

Sections of the LOP are visible from the Sandy Hook Lighthouse NHL, the Twin Lights (Navesink Lighthouse) NHL, the Water Witch Casino and Fort Hancock Historic District. It is the Corps’ opinion that the project will have no adverse effect on the viewsheds from these properties as the views from them are focused out to sea. Also, the project as proposed will

match existing shoreline features so when viewed from these distant historic properties there will be little change from existing conditions.

The Corps has prepared a draft Programmatic Agreement (PA) which stipulates the work the Corps will undertake to assess the NRHP eligibility of the structures and potential Bay Avenue Historic District discussed above (Enclosure 3). The PA includes stipulations for archeological testing of locations where the LOP has shifted to cross Bay Avenue. An assessment of effects to any properties determined eligible will be made in coordination with your office and other interested parties. Mitigation measures will be developed, as per the PA, if avoidance of impacts to significant properties is not feasible. It should be noted that the Borough of Highlands has Master Plan which contains a Design Manual for the Central Business District which may be used to develop mitigation measures, if necessary, for Bay Avenue. The Corps will coordinate the draft PA with the Advisory Council on Historic Preservation, Federally Recognized Tribes and other interested parties. The draft PA will be available for public review in the Draft Environmental Assessment which will serve as the USACE's Section 106 public coordination.

Please review the enclosed documents and provide Section 106 comments, pursuant to 36 CFR 800.5. If you or your staff require additional information or have any questions, please contact Lynn Rakos, Project Archaeologist, at (917) 790-8629

Sincerely,

A handwritten signature in black ink, appearing to read "Peter M. Weppeler", written in a cursive style.

Peter M. Weppeler
Chief, Environmental Analysis Branch

Enclosures

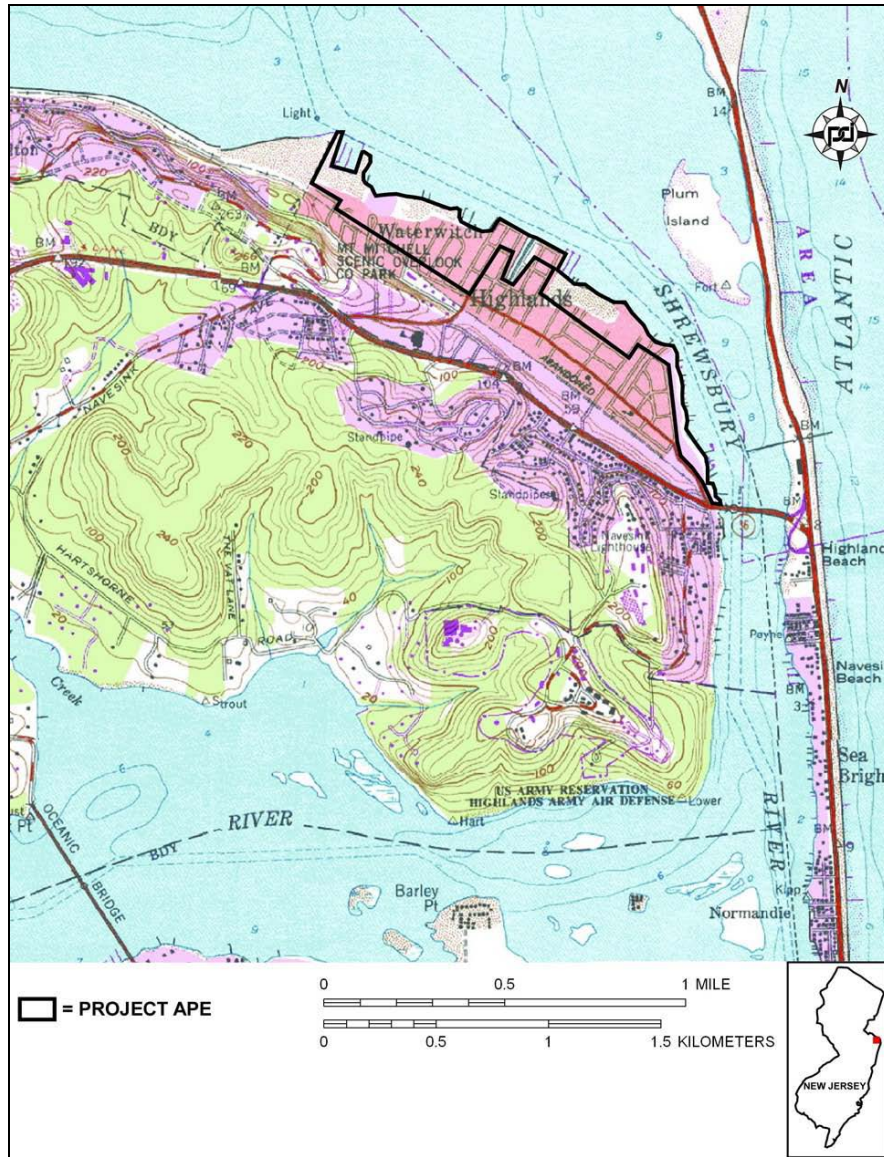


Figure 1. Project locations, Borough of Highlands, Monmouth County, NJ (Sandy Hook Quadrangle, USGS 1981 [1954]). The 2007 Historic Architectural Survey Area is outlined (Panamerican Consultants, Inc. 2007).

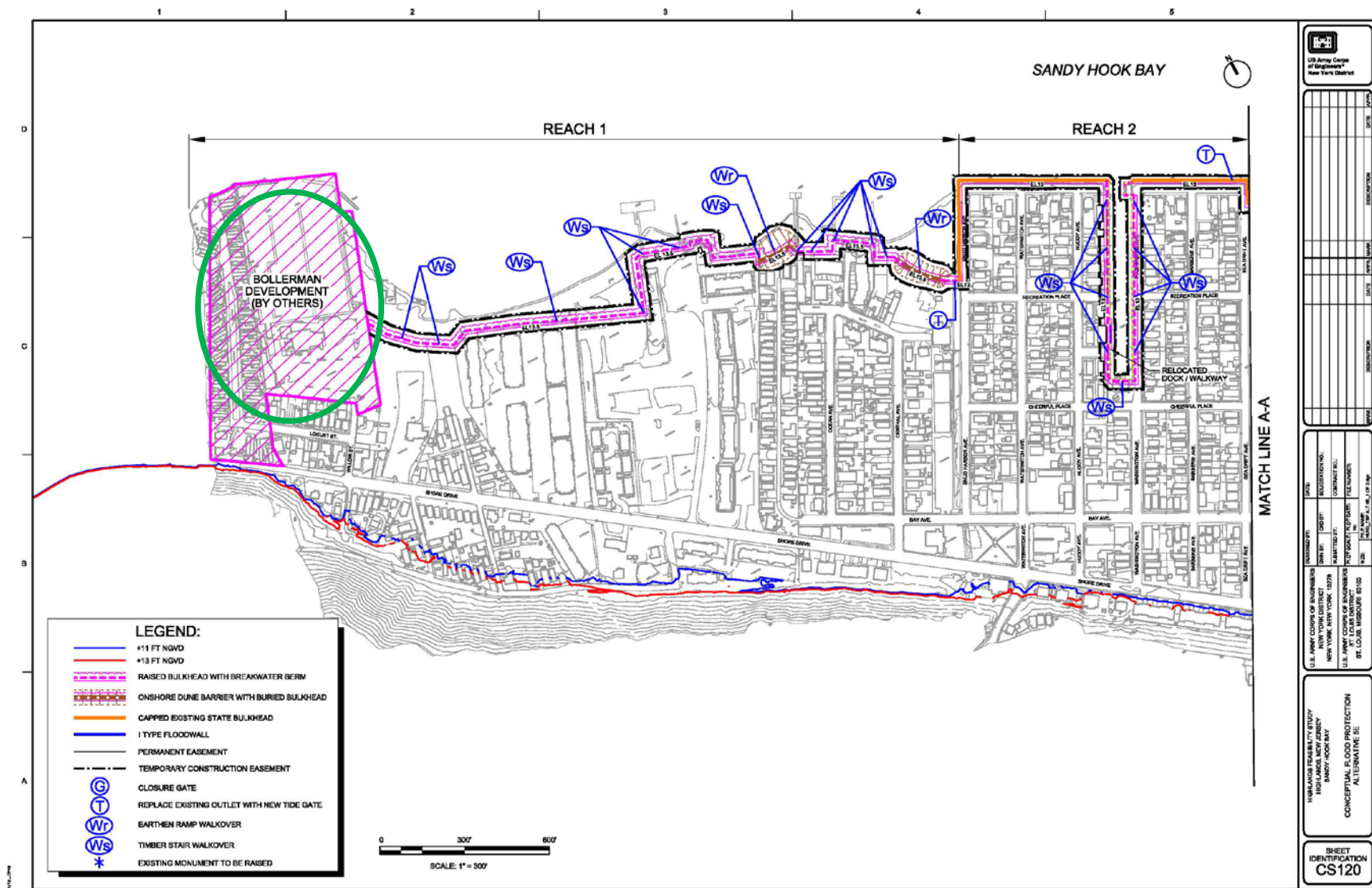


Figure 2. Tentatively Selected Plan. Change to former alignment at west end where a private development is being constructed (circled).

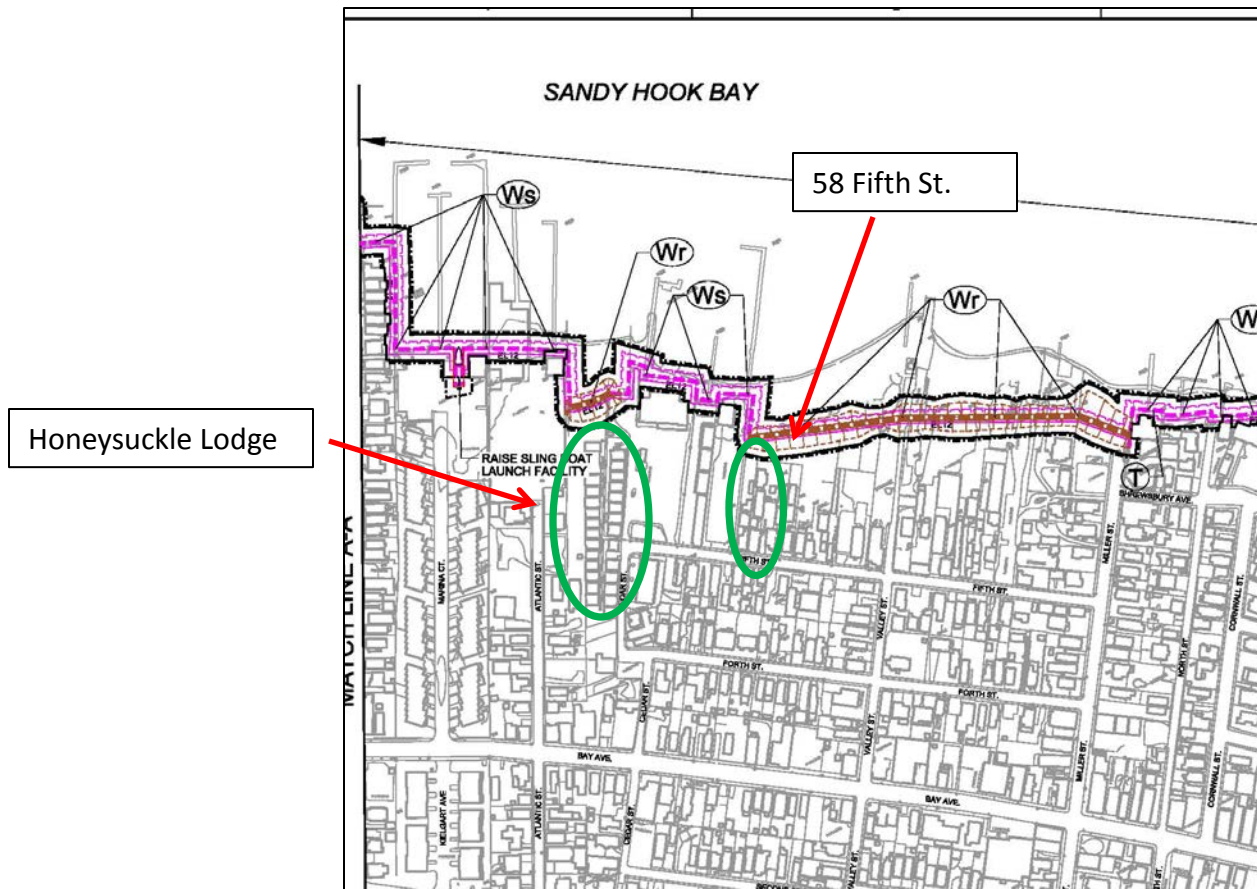


Figure 4. Potentially NRHP-eligible bungalow communities.

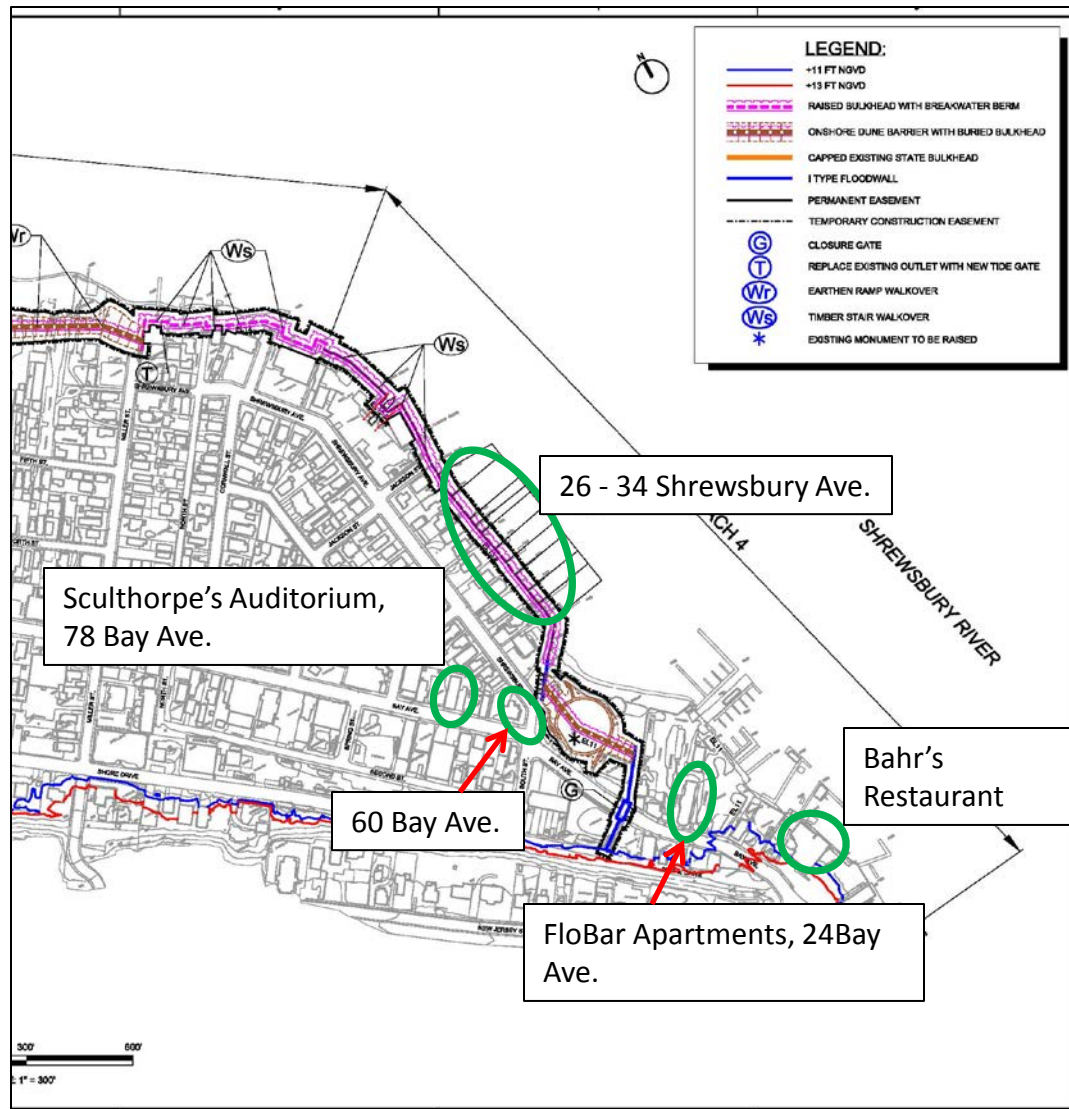


Figure 5. Identified properties



Figure 6. NJHPO Windshield survey – shoreline area



Figure 7. NJHPO Windshield survey – Bay Avenue area

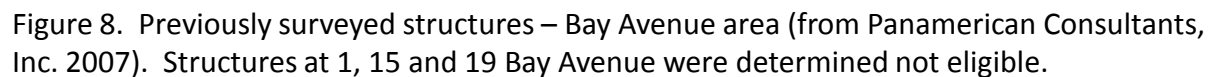


Figure 8. Previously surveyed structures – Bay Avenue area (from Panamerican Consultants, Inc. 2007). Structures at 1, 15 and 19 Bay Avenue were determined not eligible.

Enclosure 1

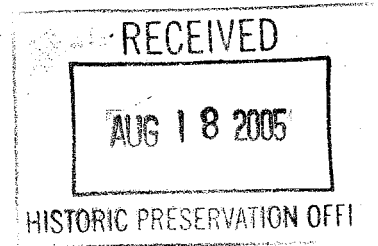
Correspondence



REPLY TO
ATTENTION OF

DEPARTMENT OF THE ARMY
NEW YORK DISTRICT, CORPS OF ENGINEERS
JACOB K. JAVITS FEDERAL BUILDING
NEW YORK, N.Y. 10278-0090

July 25, 2005



Environmental Analysis Branch

Ms. Dorothy P. Guzzo
Deputy State Historic Preservation Officer
Historic Preservation Office
New Jersey Department of Environmental Protection
CN 404
Trenton, New Jersey 08625-0404

Re: CORPS
Feasibility Study: Sandy Hook & Raritan Bay Cultural Resource Draft Phase 1A Report,
Borough of Highlands, Monmouth County, New Jersey

Dear Ms. Guzzo:

The U.S. Army Corps of Engineers, New York District (Corps), is pleased to furnish you with a draft copy of the Feasibility Study: Sandy Hook & Raritan Bay Cultural Resource Draft Phase 1A Report, Borough of Highlands, Monmouth County, New Jersey. The United States Army Corps of Engineers is the lead Federal Agency and the New Jersey Department of Environmental Protection is the lead state agency for the ongoing feasibility study to assess the potential alternative to aid in combined erosion control and storm damage reduction within the Borough of Highlands.

In keeping with the Section 106 process please provide and comments and/or concurrence with this report within 30 days of its receipt.

Thank you for your participation in the Section 106 process for this project. If you have any questions, please contact the Project Archaeologist, Kirsten Davis, (917) 790-8710.

Sincerely,

Leonard Houston
Chief, Environmental Analysis Branch



State of New Jersey

Richard J. Codey
Acting Governor

Department of Environmental Protection
Natural and Historic Resources, Historic Preservation Office
PO Box 404, Trenton, NJ 08625-0404
TEL: (609) 292-2023 FAX: (609) 984-0578
www.state.nj.us/dep/hpo

Bradley M. Campbell
Commissioner

HPO-I2005-137
106/05-2109-1
September 15, 2005

Leonard Houston
Chief, Environmental Analysis Branch
Department of the Army
Corps of Engineers New York District
Jacob K. Javits Federal Building
New York, NY 10278-0090

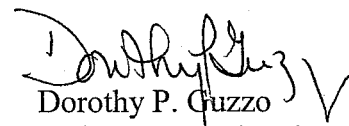
ATTN: Kirsten Davis

Dear Mr. Houston:

Thank you for providing the opportunity to review the July 2005 draft copy of the Feasibility Study: Sandy Hook & Raritan Bay Cultural Resource Draft Phase IA Report, Borough of Highlands, Monmouth County, New Jersey. The report is acceptable as prepared. In terms of U.S. Army Corps of Engineers' recommendations for additional cultural resource survey, unless there are project changes, the Office does not believe that Phase IB archaeological survey is likely to result in identification of National Register eligible archaeological properties. However, architectural survey to identify significant buildings and historic districts within the Area of Potential Effects and to assess project impacts to eligible properties should be conducted.

Thank you again for providing this opportunity for review and Consultation. If you have any questions, please do not hesitate to contact Deborah Fimbel, staff reviewer for this project, at 609-984-6019.

Sincerely,


Dorothy P. Guzzo
Deputy State Historic
Preservation Officer

DPG:DRF



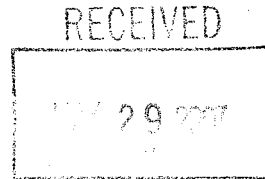
DEPARTMENT OF THE ARMY
NEW YORK DISTRICT, CORPS OF ENGINEERS
JACOB K. JAVITS FEDERAL BUILDING
NEW YORK, N.Y. 10278-0090

REPLY TO
ATTENTION OF

Environmental Assessment Branch

May 2, 2007

Ms. Dorothy P. Guzzo
Deputy State Historic Preservation Officer
Historic Preservation Office
New Jersey Department of Environmental Protection
CN 404
Trenton, New Jersey 08625-0404



HISTORIC PRESERVATION OFFICE

07-1388-1 JF

Re: CORPS

National Register of Historic Places Evaluation and Historic Context for the Borough of
Highlands, Monmouth County, New Jersey

Dear Ms. Guzzo:

The U.S. Army Corp
with a draft copy of the *Nati*
the Borough of Highlands, A
Engineers is the lead Federal
alternatives to aid in combin
of Highlands.

SNRA

strict (Corps), is pleased to furnish you
es Evaluation and Historic Context for
The United States Army Corps of
bility study to assess the potential
damage reduction within the Borough

This study has found one structure and two districts that are eligible for the National Register of Historic Places. The FloBar Apartments (ca. 1907) are recommended as being individually eligible for the NRHP under Criterion A. The two districts that were identified as potentially eligible are: 1) Shrewsbury Avenue District and a portion of Bay Avenue. All three recommendations are being made based upon the building or districts relevance to the popularity of the Jersey Shore as a summer resort throughout the 20th century.

Please review and provide comments and/or concurrence on this report within 30 days of receipt of this letter.

Thank you for your participation in the Section 106 process for this project. If you have any questions, please contact the Project Archaeologist, Kirsten Smyth, (917) 790-8710.

Sincerely,

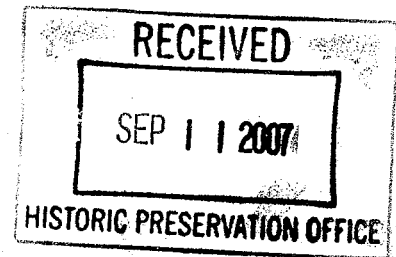
Leonard Houston
Chief, Environmental Analysis Branch



DEPARTMENT OF THE ARMY
NEW YORK DISTRICT, CORPS OF ENGINEERS
JACOB K. JAVITS FEDERAL BUILDING
NEW YORK, N.Y. 10278-0090

REPLY TO
ATTENTION OF
Environmental Assessment Branch

August 22, 2007



Ms. Dorothy P. Guzzo
Deputy State Historic Preservation Officer
Historic Preservation Office
New Jersey Department of Environmental Protection
CN 404
Trenton, New Jersey 08625-0404

Re: CORPS
National Register of Historic Places Evaluation and Historic Context for the Borough of
Highlands, Monmouth County, New Jersey

Dear Ms. Guzzo:

The U.S. Army Corps of Engineers, New York District (Corps), is pleased to furnish you with a final copy of the *National Register of Historic Places Evaluation and Historic Context for the Borough of Highlands, Monmouth County, New Jersey*. The United States Army Corps of Engineers is the lead Federal Agency for the ongoing feasibility study to assess the potential alternatives to aid in combined erosion control and storm damage reduction within the Borough of Highlands.

This study has found one structure and two districts that are eligible for the National Register of Historic Places. The FloBar Apartments (ca. 1907) are recommended as being individually eligible for the NRHP under Criterion A. The two districts that were identified as potentially eligible are: 1) Shrewsbury Avenue District and a portion of Bay Avenue. All three recommendations are being made based upon the building or districts relevance to the popularity of the Jersey Shore as a summer resort throughout the 20th century.

As of August 20, 2007, we have not received comments from your office. We have finalized the document and will proceed as recommend in the report.

Thank you for your participation in the Section 106 process for this project. If you have any questions, please contact the Project Archaeologist, Kirsten Smyth, (917) 790-8710.

Sincerely,

Leonard Houston
Chief, Environmental Analysis Branch

Enclosure 2: Identified Properties within the APE and NRHP-eligibility Determinations

Name	Address	NRHP Eligibility
Honeysuckle Lodge	Between Atlantic and Cedar Street	Potentially eligible
58 Fifth Street Bungalows	58 Fifth Street	Potentially eligible
Shrewsbury Avenue District	26 – 34 Shrewsbury Avenue	Not eligible
Clam Shanty	Bay end of Miller Street	Not eligible
Bay Avenue Historic District		Potentially eligible
The following Bay Avenue properties may be found to be contributing elements to the potential Bay Avenue Historic District. Individual eligibility is given below for each structure.		
Creighton Hotel (FLoBar Apartments)	24 Bay Avenue	Potentially eligible
Sculthorpe's Auditorium (the "Purple Building")	78 Bay Avenue	Potentially eligible
Sasha's Boutique Outlet	1 Bay Avenue	Not eligible
Bahrs Real Estate	15 Bay Avenue	Not eligible
Mewes Bros. Dairy	19 Bay Avenue	Not eligible
Sears, Roebuck & Co. kit house	257 Bay Avenue	Not eligible
Dwelling	60 Bay Avenue	Potentially eligible
Bahr's Landing Restaurant and Marina	2 Bay Avenue	Eligible

Enclosure 3

Draft Programmatic Agreement

Please See EA Appendix A5



DEPARTMENT OF THE ARMY
NEW YORK DISTRICT, CORPS OF ENGINEERS
JACOB K. JAVITS FEDERAL BUILDING
NEW YORK, N.Y. 10278-0090

REPLY TO
ATTENTION OF

15 July 2015

Environmental Assessment Section
Environmental Analysis Branch

Mr. Reid Nelson, Director
Office of Federal Agency Programs
Advisory Council on Historic Preservation
The Old Post Office Building
1100 Pennsylvania Avenue, N.W., Suite 809
Washington, D.C. 20004

Dear Mr. Nelson:

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Undertaking

The shoreline of Highlands is composed primarily of bulkheads, which range in elevation from around +5 feet NAVD88 at low points to approximately +9 feet NAVD88 at the highest point. Small marinas, restaurants, and houses characterize the shoreline. Small beaches with public access are also located in the Borough. Several alternatives were considered as storm risk management measures. The Tentatively Selected Plan (TSP) consists of approximately 10,636 linear feet of raised bulkheads, raised ground surfaces, floodwalls, and reinforced dunes (seawalls with sand cover and vegetation cap). The project spans a geographic distance of approximately 8,000 linear feet along the bayshore of Highlands and ties into high ground (+10ft NAVD88 to +12ft NAVD88) at either end. For each segment of the project, features were chosen to match the existing surroundings, ie., elevated bulkheads where the shoreline has bulkhead and reinforced dunes on the existing beaches. A closure gate is proposed to cross Bay Avenue (Figures 2 and 3). The final length and heights will be determined during project optimization

Area of Potential Effect (APE)

The APE for this undertaking includes all areas to be directly impacted by activities required to construct project features as well as construction access and staging areas and, as required, environmental mitigation measures. The APE also includes viewsheds and landscapes in the vicinity of the Line of Protection (LOP).

Identification and Evaluation

Archaeology

The Corps prepared a Phase IA cultural resources report in 2005 in which archaeological testing of selected locations along the LOP was recommended. At that time the New Jersey Historic Preservation Office (NJHPO) in response to the Corps' report, indicated there was no need for a Phase IB archeological survey (Enclosure 1, Correspondence). As per that opinion the Corps will undertake no archaeological testing where the project alignment remains unchanged. The western end of the alignment has been modified since the Phase I study to tie into a new development project. That development is being constructed by others so the Corps will undertake no testing there (see Figure 2). The eastern end of the alignment has been modified to tie into high ground along Bay Avenue (see Figure 3). An archaeological assessment, followed as needed by testing, will be undertaken of the newly proposed section of alignment.

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The Phase IA report recommended a survey of historic architecture and streetscapes within the APE. In 2007 Panamerican Consultants, Inc, conducted a survey for the Corps which identified a number of properties potentially eligible for the National Register of Historic Places (NRHP) (See Figures 1, 4 and 5 and Enclosure 2).

The 2007 report identified the potential Shrewsbury Avenue Historic District comprised of five houses along the east side of Shrewsbury Avenue (Numbers 26 - 34). Following Hurricane Sandy and subsequent repair the NJHPO has determined that these structures are not eligible as an historic district nor are any of the properties individually eligible (Michelle Hughes, personal communication, 2015).

The 2007 study identified two bungalow communities as remains of what was once a larger collection of bungalow/cottage communities within Highlands. Honeysuckle Lodge (between Atlantic and Cedar Street) is a large intact group of bungalows while 58 Fifth Street consists of a small group of bungalows (Figure 4). The authors of the 2007 report noted that there is a lack of context for these middle-class bungalow and cottage communities of the New Jersey shore and they suggest that should a multiple property nomination be prepared these two properties should be included. It is the Corps' opinion that Honeysuckle Lodge and 58 Fifth Street are potentially eligible for the NRHP under Criterion A as part of a multiple property of bungalow and cottage communities.

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The NJHPO windshield survey highlighted three structures on Bay Avenue. It must be noted that the survey did not extend far onto Bay Avenue due to survey limits associated with the storm surge. While Bay Avenue was also outside the immediate CENAN study area and APE at the time of the 2007 survey, the authors noted that this mixed-use main artery of Highlands had the potential to be a historic district but it was not considered in any detail as it was outside of the APE.

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Two properties in the APE were identified by the Borough of Highlands in its Master Plan as historically interesting; a Sears, Roebuck & Co. kit house at 257 Bay Avenue and the former clam-processing plant (Clam Shanty) at the end of Miller Street. They were both determined by the 2007 survey as too altered and lacking integrity to be individually NRHP-eligible.

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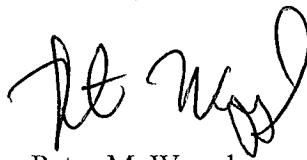
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We invite you to consult with us on the Borough of Highlands Combined Erosion Control and Coastal Storm Risk Management Project and participate in the PA as per 36 CFR Part 800.6. If you or your staff require additional information or have any questions, please contact Lynn Rakos, Project Archaeologist, at (917) 790-8629

Sincerely,

A handwritten signature in black ink, appearing to read 'Peter M. Wepler', is written over a horizontal line.

Peter M. Wepler
Chief, Environmental Analysis Branch

Enclosures



REPLY TO
ATTENTION OF

DEPARTMENT OF THE ARMY
NEW YORK DISTRICT, CORPS OF ENGINEERS
JACOB K. JAVITS FEDERAL BUILDING
NEW YORK, N.Y. 10278-0090

15 July 2015

Environmental Assessment Section
Environmental Analysis Branch

Mr. Jason Ross
Delaware Nation
Section 106 Manager
P.O. Box 825
Anadarko, OK 73005

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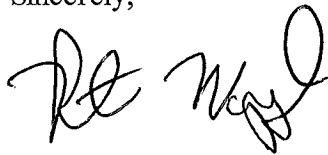
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Enclosures



DEPARTMENT OF THE ARMY
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REPLY TO
ATTENTION OF

15 July 2015

Environmental Assessment Section
Environmental Analysis Branch

Ms. Blair Fink
Delaware Tribe Historic Preservation Representatives
Department of Anthropology
Gladfelter Hall
Temple University
1115 W. Polett Walk
Philadelphia, PA 19122

Dear Ms. Fink:

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Ms. Kim Jumper
Tribal Historic Preservation Officer
Shawnee Tribe of Oklahoma
29 S Highway 69A
Miami, OK 74355

Dear Ms. Jumper:

The U.S. Army Corps of Engineers, New York District (Corps) is preparing a feasibility study report for the Raritan Bay and Sandy Hook Bay, New Jersey, Combined Erosion Control and Coastal Storm Risk Management Project, Borough of Highlands. This report presents potential solutions to manage coastal storm risk in the Borough of Highlands, Monmouth County, New Jersey (Figure 1). The community has had a history of flooding and was severely impacted by Hurricane Sandy on October 2012. A feasibility study was under way at the time of Hurricane Sandy and alternatives have been reevaluated since the storm.

Undertaking

The shoreline of Highlands is composed primarily of bulkheads, which range in elevation from around +5 feet NAVD88 at low points to approximately +9 feet NAVD88 at the highest point. Small marinas, restaurants, and houses characterize the shoreline. Small beaches with public access are also located in the Borough. Several alternatives were considered as storm risk management measures. The Tentatively Selected Plan (TSP) consists of approximately 10,636 linear feet of raised bulkheads, raised ground surfaces, floodwalls, and reinforced dunes (seawalls with sand cover and vegetation cap). The project spans a geographic distance of approximately 8,000 linear feet along the bayshore of Highlands and ties into high ground (+10ft NAVD88 to +12ft NAVD88) at either end. For each segment of the project, features were chosen to match the existing surroundings, ie., elevated bulkheads where the shoreline has bulkhead and reinforced dunes on the existing beaches. A closure gate is proposed to cross Bay Avenue (Figures 2 and 3). The final length and heights will be determined during project optimization

Area of Potential Effect (APE)

The APE for this undertaking includes all areas to be directly impacted by activities required to construct project features as well as construction access and staging areas and, as required, environmental mitigation measures. The APE also includes viewsheds and landscapes in the vicinity of the Line of Protection (LOP).

Identification and Evaluation

Archaeology

The Corps prepared a Phase IA cultural resources report in 2005 in which archaeological testing of selected locations along the LOP was recommended. At that time the New Jersey Historic Preservation Office (NJHPO) in response to the Corps' report, indicated there was no need for a Phase IB archeological survey (Enclosure 1, Correspondence). As per that opinion the Corps will undertake no archaeological testing where the project alignment remains unchanged. The western end of the alignment has been modified since the Phase I study to tie into a new development project. That development is being constructed by others so the Corps will undertake no testing there (see Figure 2). The eastern end of the alignment has been modified to tie into high ground along Bay Avenue (see Figure 3). An archaeological assessment, followed as needed by testing, will be undertaken of the newly proposed section of alignment.

Standing Structures

The Phase IA report recommended a survey of historic architecture and streetscapes within the APE. In 2007 Panamerican Consultants, Inc, conducted a survey for the Corps which identified a number of properties potentially eligible for the National Register of Historic Places (NRHP) (See Figures 1, 4 and 5 and Enclosure 2).

The 2007 report identified the potential Shrewsbury Avenue Historic District comprised of five houses along the east side of Shrewsbury Avenue (Numbers 26 - 34). Following Hurricane Sandy and subsequent repair the NJHPO has determined that these structures are not eligible as an historic district nor are any of the properties individually eligible (Michelle Hughes, personal communication, 2015).

The 2007 study identified two bungalow communities as remains of what was once a larger collection of bungalow/cottage communities within Highlands. Honeysuckle Lodge (between Atlantic and Cedar Street) is a large intact group of bungalows while 58 Fifth Street consists of a small group of bungalows (Figure 4). The authors of the 2007 report noted that there is a lack of context for these middle-class bungalow and cottage communities of the New Jersey shore and they suggest that should a multiple property nomination be prepared these two properties should be included. It is the Corps' opinion that Honeysuckle Lodge and 58 Fifth Street are potentially eligible for the NRHP under Criterion A as part of a multiple property of bungalow and cottage communities.

The NJHPO conducted a "windshield survey" of above ground resources immediately following Hurricane Sandy. The survey was limited to the areas that experienced surge from the storm. This survey identified for the Federal Emergency Management Agency (FEMA) and others involved in disaster recovery areas of known historic resources, potential historic properties/districts and properties/districts that were not likely to be significant. This survey identified four locations along the Highlands shoreline that had the potential for significant resources. One of the parcels was Honeysuckle Lodge, discussed above. The three other parcels identified in the windshield survey were surveyed in 2007 and no significant structures were identified.

The NJHPO windshield survey highlighted three structures on Bay Avenue. It must be noted that the survey did not extend far onto Bay Avenue due to survey limits associated with the storm surge. While Bay Avenue was also outside the immediate CENAN study area and APE at the time of the 2007 survey, the authors noted that this mixed-use main artery of Highlands had the potential to be a historic district but it was not considered in any detail as it was outside of the APE.

One structure noted by both surveys was 78 Bay Avenue, (Sculthorpe's Auditorium), also known as the "Purple Building" due to its paint color. It was built in 1909 and was the first theater in Highlands dedicated exclusively to stage and motion picture entertainment. No NRHP-eligibility assessment was given for this structure by either survey. Also noted in the windshield survey was the 24 Bay Avenue. The structure was built c. 1907 as the Creighton Hotel and is now the FLoBar Apartments. It is one of few remaining middle-class, pre-WWII hotels on the New Jersey shore that retains any integrity and was determined potentially individually eligible. The other structure noted in the windshield survey is 60 Bay Avenue which is included in the 2007 report but was also not given an evaluation of eligibility. As indicated in the 2007 report, previous studies by others determined that Sasha's Boutique Outlet (1 Bay Avenue), Bahrs Real Estate (15 Bay Avenue), and Mewes Bros. Dairy (19 Bay Avenue) were not eligible for the NRHP but may be determined to contribute to the Bay Avenue Historic District. At 2 Bay Avenue is Bahr's Landing Restaurant and Marina which is an NRHP-eligible property located 500 feet east of the APE.

Two properties in the APE were identified by the Borough of Highlands in its Master Plan as historically interesting; a Sears, Roebuck & Co. kit house at 257 Bay Avenue and the former clam-processing plant (Clam Shanty) at the end of Miller Street. They were both determined by the 2007 survey as too altered and lacking integrity to be individually NRHP-eligible.

The Twin Lights (Navesink Lighthouse) National Historic Landmark (NHL) and the Water Witch Casino, an NRHP-listed property, are on high ground rising above the Borough of Highlands approximately one mile west of the APE. The NRHP-listed Fort Hancock and Sandy Hook Proving Grounds Historic District and the Sandy Hook Lighthouse NHL are located approximately three miles north, across Sandy Hook Bay, from the APE. While well outside the APE, sections of the LOP are within the viewsheds of these historic properties.

Assessment of Effects

It is the Corps' opinion that the NRHP eligibility of Honeysuckle Lodge and 58 Fifth St., both identified previously as eligible as part of a thematic bungalow/cottage communities of the New Jersey shore, will need to be re-assessed following impacts from Hurricane Sandy and recovery measures. As the alignment is now proposed to cross Bay Avenue the eligibility of Bay Avenue, previously noted as a potentially eligible historic district before Hurricane Sandy, will need to be evaluated. The FloBar Apartments, determined to be a potentially individually eligible property by the Corps, is just three parcels from the now proposed closure gate. Sculthorpe's Auditorium and 60 Bay Street would be included in the overall Bay Street evaluation but will also be evaluated for individual eligibility. It is clear that no above ground resources, if determined

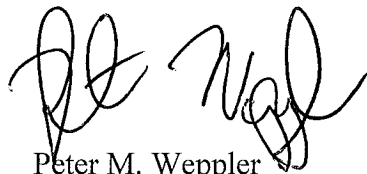
eligible, will be directly impacted by the proposed plan however indirect impacts to any properties determined significant will need to be evaluated and these include effects on viewsheds and setting. The project will have no effect on 2 Bay Avenue, Bahrs Restaurant and Marina, due to the distance of the property from the LOP.

Sections of the LOP are visible from the Sandy Hook Lighthouse NHL, the Twin Lights (Navesink Lighthouse) NHL, the Water Witch Casino and Fort Hancock Historic District. It is the Corps' opinion that the project will have no adverse effect on the viewsheds from these properties as the views from them are focused out to sea. Also, the project as proposed will match existing shoreline features so when viewed from these distant historic properties there will be little change from existing conditions.

The Corps has prepared a draft Programmatic Agreement (PA) which stipulates the work the Corps will undertake to assess the NRHP eligibility of the structures and potential Bay Avenue Historic District discussed above (Enclosure 3). The PA includes stipulations for archeological testing of locations where the LOP has shifted to cross Bay Avenue. An assessment of effects to any properties determined eligible will be made in coordination with NJHPO and other interested parties. Mitigation measures will be developed, as per the PA, if avoidance of impacts to significant properties is not feasible. It should be noted that the Borough of Highlands has Master Plan which contains a Design Manual for the Central Business District which may be used to develop mitigation measures, if necessary, for Bay Avenue. The Corps will coordinate the draft PA with NJHPO, the Advisory Council on Historic Preservation, Federally Recognized Tribes and other interested parties. The draft PA will be available for public review in the Draft Environmental Assessment which will serve as the USACE's Section 106 public coordination.

We invite you to consult with us on the Borough of Highlands Combined Erosion Control and Coastal Storm Risk Management Project and participate in the PA. If you or your staff require additional information or have any questions, please contact Lynn Rakos, Project Archaeologist, at (917) 790-8629

Sincerely,

A handwritten signature in black ink, appearing to read 'Peter M. Wepler', is written over a circular stamp that is partially obscured by the signature.

Peter M. Wepler
Chief, Environmental Analysis Branch

Enclosures



DEPARTMENT OF THE ARMY
NEW YORK DISTRICT, CORPS OF ENGINEERS
JACOB K. JAVITS FEDERAL BUILDING
NEW YORK, N.Y. 10278-0090

REPLY TO
ATTENTION OF

15 July 2015

Environmental Assessment Section
Environmental Analysis Branch

Mr. Russell Card, President
The Historical Society of Highlands
P.O. Box 13,
Highlands, New Jersey 07732

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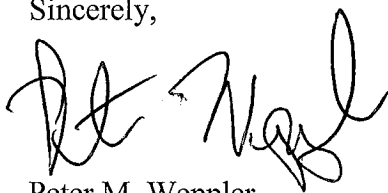
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Peter M. Wepler
Chief, Environmental Analysis Branch

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