

APPENDIX B

GUIDELINES FOR CULTURAL RESOURCE SURVEYS

The following guidelines have been drafted in order to comply with Subchapter 6, Part XV of the Pinelands Comprehensive Management Plan (N.J.A.C. 7:50-6.151 et seq.), which controls treatment of historic and prehistoric resources on development sites. The guidelines complement the recently revised Guidelines for the Preparation of Cultural Resources Management Archaeological Reports Submitted to the Office of New Jersey Heritage (ONJH) and thus contribute to a uniform state wide policy for the protection of the physical remnants of our national heritage.

The Comprehensive Management Plan requires that a cultural resource survey accompany all applications for development in a Pinelands Town or Village and all applications for major development elsewhere. However, many of these applications propose development in areas with little or no potential for significant historic resources. For this reason the Commission reviews all such applications to determine if the survey requirement should in fact be imposed. An applicant may also request a Letter of Interpretation (pursuant to N.J.A.C. 7:50-4.71 et seq.) as to the need for a survey at a development site.

If no resources are found or judged likely to be present, the requirement for a survey may be waived. However, if the preliminary review suggests an historic site may be affected by the project, a cultural resource survey, conducted according to the guidelines enumerated below, is required.

The intent of a survey is to determine whether any sites eligible for Pinelands Designation (N.J.A.C. 7:50-6.154) occur within a project area and, if so, to recommend means to eliminate or mitigate any impact the development would have upon them. If any resource of possible significance is uncovered initially, the survey must be continued at what is often referred to as a "phase II" level of documentation. Surveys, particularly those performed in advance of large scale public development projects, are often conducted in two phases according to the intensity of documentary research and field testing undertaken. According to ONJH, a phase I survey "includes subsurface testing to identify the presence or absence of archaeological resources and provides general descriptive information about potentially significant historic and architectural properties." A phase II survey "entails more extensive archival research and field investigations for the explicit purpose of evaluating the integrity, boundaries, and significance of cultural resources in terms of their eligibility for inclusion in the National Register."

In order for a development application to be deemed complete by the Commission, the survey must ultimately be carried out at the phase II level of documentation if any cultural resources of possible significance are found. Sufficient information must be submitted to allow

for an independent assessment of the eligibility for Pinelands Designation, the Commission's equivalent of the National Register, of any resources uncovered and the boundaries of any resources deemed eligible. At the applicant's option, a phase I level survey may be carried out initially in order to gain general information about the intensity of prehistoric and historic occupation of a project area. However, this is not usually advisable since a phase II survey will still be necessary for issuance of a certificate of filing (presuming of course that the phase I survey uncovers possibly significant resources). Splitting the survey into two stages could well result in additional expenses to the applicant, particularly when this results in submission of two separate reports. To keep costs to a minimum, applicants and preservation consultants should contact the Commission for guidance when the initial survey work indicates the presence of a potentially significant resource.

A professional survey of cultural resources (including prehistoric and historic archaeological sites and elements of the built environment that are of architectural, social or historical significance) must be conducted by qualified individuals. Principal investigators must meet the standards set forth in the Secretary of the Interior's Standards for Archaeology and Historic Preservation (36CFR61). This generally means that the individual in charge of conducting a survey must have a graduate degree in an appropriate field and at least two years of applied experience. The Pinelands Commission and ONJH maintain lists of individuals and firms who perform cultural resource surveys. The lists are available upon request.

The following survey guidelines are in the form of a report format with guidance for completing each section. Strict adherence to this format is a prerequisite for approval of any cultural resource survey submitted to the Commission. The information compiled during a survey must be organized and presented precisely according to the headings and subheadings and in the order shown below. Survey reports which do not conform to this format will not be accepted. This uniform reporting format will allow for a more expeditious review by the Commission and other agencies, greater ease of data entry for the Commission's computerized cultural resource inventories and more effective use of the surveys by future researchers. More importantly, the standardized format will help to ensure that all the historic and prehistoric resources of the Pines are correctly recorded before they are disturbed or altered.

Guidance as to the proper types of information that should be contained under each heading is included in the guidelines. Each heading/subheading must be fully addressed in every report and an entry must appear for each. Although there may be little or no data available for some headings, this fact may itself be useful information (negative evidence can be valuable evidence) and, in any event, it indicates to future researchers that the topic was explored and resolved as part of the survey.

REQUIRED REPORT FORMAT FOR CULTURAL RESOURCE SURVEYS SUBMITTED TO THE
PINELANDS COMMISSION

COVER PAGE

A Cultural Resource Survey of (Historic or modern name of site and
street address, if appropriate), Block _____, Lot _____,
Township, _____ County, New Jersey Pinelands Development Application

(Principal Investigator)

(Firm)

(Firm's Address)

(Date)

SECTION I. Abstract

- A. Project type, location (including UTM and State Plane coordinates) and size
- B. Field and documentary research methods
- C. Results
- D. Evaluation, impacts and recommendations
- E. Location of report copies

(GUIDANCE - The abstract should serve as a brief, one-half to one page maximum, summary of the survey, with an emphasis on the results, the evaluation of resources uncovered and the recommendations for treatment).

SECTION II. Table of Contents

SECTION III. Lists of Figures, Plates and Tables

(GUIDANCE - Figures, plates and tables must be incorporated into the text on the page following the citation; they may not be appendices. The lists must reference the page number on which the illustration or table may be found.

Particular care must be taken to ensure that photographs of structures and their historic environs adequately and accurately record the subject. The photorecording of structures should be approached in the same manner as the narrative recording, i.e., it must be a systematic, logically sequential presentation that documents the

entire exterior, as well as any unusual, diagnostic or otherwise significant elements of the interior. Submission of a few random, disjointed photos that do not thoroughly record a building's appearance will not be acceptable. Photorecording must be completed in a manner that enables a reviewer essentially to "reconstruct" the structure and envision it in its surroundings. In most cases this will involve three categories of presentation:

- "panoramic" photos, taken from a distance in order to provide overview and situational context; such photos are particularly important if the environs are associated with and contribute to the structure's significance [i.e., historic landscapes, such as an intact farmstead];
- exteriors, which adequately display all sides of the structure; and
- interiors and details, which should also document any features referenced in the narrative.

Multiple buildings in a complex must be further recorded through one or more photos that demonstrate their location and spatial relationship. Very minor buildings in a complex [tool sheds, modern garages, etc.] must be documented but, at the consultant's discretion, may be recorded by a single photograph.

Correct photorecording is a critically important aspect of a cultural resource survey which requires professional equipment. The use of wide angle or telephoto lenses may be necessary for proper documentation.

The following specific standards apply to all maps, photos and figures submitted as part of a survey:

1. Original black and white photos must be included which depict: all buildings and structures on site from as many angles as is necessary for thorough documentation; any unusual, diagnostic or otherwise significant structural details, particularly any that are referenced in the text; all features of archaeological significance; representative and diagnostic artifacts.
2. Photos must be a minimum of 3 "X 5" in size; 5" X 7" or larger photographs are preferred and may be necessary for the purpose of clarity. Photograph titles for site overviews must include direction or orientation. For larger projects, photograph location should be keyed to a site map. Photographs of features, etc., must include scale, title board and orientation; photos of artifacts must include a

scale. All photographs must be captioned and the caption should include the date of exposure.

3. All copies of modern maps must include a north arrow, accurate scale, delineation of the project area, legend, map title and year of publication. Reports must include the project area accurately delineated on a U.S.G.S. 7.5' topographic map and a county soils survey map, if available for that area. A map showing the project area in relation to New Jersey's physiographic provinces is recommended. Historic maps must include a north arrow, map title, year of publication and accurate scale, if possible.
4. Floor plans must be submitted for historic buildings or structures which: were residential in character; housed a function which helped to define a historic land use pattern; or otherwise reflected a technological advance or significant social, ethnic or economic conditions in the past. The plans must be submitted regardless of the structures' eligibility for Pinelands Designation. Consultants who are uncertain as to the need to submit floor plans in specific instances should contact the Pinelands Commission. The following specific standards apply:
 - a. Floor plans must be at sufficient scale to be clearly reproduceable and to allow for easy identification of significant details.
 - b. All room divisions must be shown and the function of each room labelled.
 - c. The locations of all windows and doors as well as any unusual, functional and/or diagnostic elements of significance must be shown.
 - d. Physical evidence of earlier room divisions or significant prior uses [e.g., drill holes for machine mounts, wear patterns for former use areas, etc.] must be represented and labelled as such.
5. An archaeological base map must be submitted for any survey that included subsurface testing. The map must be at sufficient scale to clearly delineate and number each test unit and to accurately depict every major feature and structure and the boundaries of each resource eligible for designation; each unit where prehistoric or significant historic period materials were found must be distinguished on the map; all significant topographic features [stream courses, wetlands, periglacial features, engineering works, etc.] must appear on the map; contour lines

are recommended, but not required.

6. If the proposed development will affect a designated or eligible resource, the base map has to show the limits of development [buildings, roads, parking, landscaping, cleared areas, etc.] in relation to the resource. If this will result in an overly "crowded" map, details of the project design may be omitted at the consultant's option so long as the boundaries of the area to be developed are clearly delineated.
7. Figures of cross-sections and profiles must include scale, elevation, orientation, a description of soil colors [Munsell] and composition. These figures should be keyed to the site map).

SECTION IV. Regulatory Requirements

- A. Applicable federal regulations.
- B. Applicable state regulations.
- C. Applicable local regulations.

(GUIDANCE - List all the federal, state and local requirements governing historic resources that apply and/or the specific concern that prompted a survey. Consultants should be aware that most of the municipalities of the Pinelands have revised their land use ordinances to include specific provisions for the protection of cultural resources. Examples of acceptable statements:

- "Required by the Pinelands Commission pursuant to N.J.A.C. 7:50-6.155 and by the Office of New Jersey Heritage pursuant to Section 106 of the National Historic Preservation Act [36CFR800] because of [topographic indicators often associated with prehistoric sites; anomaly indicative of possible site; prehistoric sites in the vicinity, etc.]"
- "Requested by [client/agent] in anticipation of a survey requirement by the Pinelands Commission. The survey is intended to detect the presence of historic or prehistoric loci, but in particular has been prompted by [the specific historic/prehistoric concern that affected the survey strategy]".

SECTION V. Natural Resource Information

- A. Natural resource inventory
 1. Soils series that are present.

2. Topography of the project area, including any man made alterations.
3. Vegetation.
4. Hydrology.

(GUIDANCE - Soil series information is available from the county soils surveys. The topography of the project area may be adequately documented with a detailed contour map. An accurate site plan depicting surface water courses and wetlands is sufficient to record the hydrology).

- B. Narrative description of the project area and its environs, including both the natural and the built environment.

(GUIDANCE - This section will vary in length and scope depending on the area being surveyed, but it must be a detailed description of the natural conditions that exist within a project area. The purpose of this research is to allow reviewers to assess:

- the general nature and distribution of expected cultural resources [e.g., what environmental factors may have influenced site distribution];
- the kinds of expertise and methods required to locate, identify, record, and evaluate the potentially eligible cultural resources in the area, based on known environmental factors; and
- the relationship between the study area and its regional environmental setting).

SECTION VI. Results of Background Documentary Research

- A. Documentary research into prehistory

1. List of sources consulted.

(GUIDANCE - A series of standard references that at a minimum must be reviewed for all projects is found on pages 262 and 263).

2. Summary of all known sites within a two mile radius of the project area.
3. Narrative statement summarizing the research results.

(GUIDANCE - The documentation of sites in the vicinity is intended to provide an overall picture of known prehistoric utilization of local resources,

particularly as this relates to the project area and the likelihood of exploitation of the same or similar resources. A simple "laundry list" of nearby sites will not suffice. Consultants should also take care not to divulge precise site locations. The narrative statement must address at a minimum the following topics:

- a. the relationship of known sites in the vicinity to the project area [i.e., environmental and topographic similarities between the site locations and the project area];
- b. an assessment of the environmental setting in the project area and its likelihood [or unlikelihood] to be associated with pre-historic sites; and
- c. a discussion of how the results of the documentary review affected the field survey strategy).

B. Documentary research into the historic period

1. List of sources consulted.

(GUIDANCE - A series of standard references that must be reviewed for all projects is found on pages 262 and 263.)

2. Summary of all known sites within a one mile radius of the project area and a general summary of historical development in the vicinity of the project area.

(GUIDANCE - Consultants should take care to avoid generalized "boilerplate" historical synopses. The purpose of this summary is to identify those specific factors or activities which may have influenced the historical development of the project site).

3. Summary of documentary research specific to the project area.
4. Discussion of how the results of the documentary review affected the field survey strategy.

SECTION VII. Description of Field Survey

A. Method of surface inspection

1. Conditions affecting surface inspection.

(GUIDANCE - This is meant as an assessment of the effectiveness and the limitations of the surface inspection in initially identifying cultural resources. Natural or man made conditions that affected the reliability of the surface inspection - snow cover, dense ground vegetation, field crops, etc. - should be fully discussed and their effect on the survey evaluated).

2. Delineation of any areas not inspected and justification.

3. Results of surface inspection.

(GUIDANCE - A full description of any anomalies, alterations, clearings or other evidence of possible occupation or use is required, as well as a discussion of any environmental settings that may have attracted prehistoric peoples. Areas of low potential for site occurrence should also be identified).

B. Description of subsurface testing

1. Controls.

(GUIDANCE - This will be a standard description of the methods employed in the field testing - posthole/auger/test square; diameter of test pits; total number of tests; average depth of tests; testing intervals; method of screening. The total number of test units undertaken during the survey should also be noted).

2. Size and description of field crew.

3. Test pattern and justification.

(GUIDANCE - This section is intended as an explanation and description of the test pattern selected and a justification for it. The justification should be essentially a preliminary research design; it must be based on and specifically reference the evidence of the natural resource assessment, the background documentation, the surface inspection and the development plans. The field testing should incorporate a rational and defensible probabilistic sampling approach and not simply reflect intuitive judgments as to likely site and non-site locations. Modification to the testing strategy due to the initial results should also be addressed. The justification must account for the areas not tested as well as for areas tested. Areas which were more intensively surveyed [because of the presence of a cellar hole, relict periglacial

feature, etc.] should be discussed here, as should areas which were not surveyed [because of wetlands, a formal buffer delineation, massive disturbance such as a gravel pit, etc.] This rationale must be specific to the project area; consultants should avoid the use of perfunctory, generic statements, e.g., "Testing was conducted near all stream courses...").

C. Description of architectural recording

1. Conditions affecting recording.

(GUIDANCE - Any conditions which affected or limited the scope or thoroughness of the recording process, e.g. structural deterioration that prevented access, must be described and their impact on the evaluation of the resource must be assessed).

2. Level of recording.

(GUIDANCE - This will be a brief description of the methods by which a structure was recorded [measured drawings, photo prints, slides, narrative description, etc.]. The level of effort must also be described, e.g., the consultant must state whether any effort was made to remove modern veneers to expose older elements and whether any fabric was removed in order to examine framing or other construction details).

SECTION VIII. Survey Results

A. Description of cultural resources encountered

1. Description of each discrete feature/resource and associated artifacts.
2. Assessment of relationship of features/resources to each other.

(GUIDANCE - This must be a full and complete description of each resource in its cultural context. For archaeological sites this will of course also entail a thorough and comprehensive description and analysis of associated artifacts and ecofacts in their stratigraphic context. The artifact recordation should include at a minimum:

- a. Detailed descriptions and results of analytical methods used. Definitions of individual typological or other systemic categories [e.g., "interior flake"] should be provided with the pertinent specific references. A summary of these analyses may be used if the details are

provided as an appendix;

- b. Original photographs of selected or representative artifacts, including scale. Accurate drawings of artifacts, particularly perhistoric lithics, may also be necessary in some cases in order to highlight diagnostic characteristics. A complete inventory of artifacts by provenience and class must be included as an appendix;
- c. Tables or other summary information;
- d. Rationale for artifacts not collected or later discarded; and
- e. Identification of artifact collection repository and location of project notes.

For architectural sites the recording must be complete and detailed, with a systematic description of the basic style, dimensions, building materials, details [windows, doors, chimneys, roof construction details, etc.] floor plans, etc. Any features remaining within a building indicative of functions, processes, activities, technological advancement, ethnicity or social or economic status, as well as any unusual or idiosyncratic features, must be fully recorded).

B. Relationship to Pinelands Cultural Resource Management Plan for Historic Period Sites (CRMP)

1. Resource group attribution of historic period resources.

(GUIDANCE - The CRMP divides the known historic period resources of the Pinelands into nine functionally related grouping called "resource groups" and provides very specific measures for evaluating and treating resources within each group.

Each resource identified during the course of a survey must be reviewed to determine the resource group or groups to which it belongs and a brief explanation of the resource group attributions must follow. If it does not belong within any of the groups, this must be noted. Residential sites must also be categorized according to the styles listed in the "Residential Architecture" subchapter of Chapter IV of the CRMP. If none of the categories applies, this must be noted).

2. Determination as to Pinelands Designation eligibility.

(GUIDANCE - Resources must be evaluated as to their historical significance according to the four criteria for Pinelands Designation, which are essentially identical to those used for the State and National Registers. The survey report must reflect a thorough evaluation of each identified resource according to all four criteria. If a resource is judged to be eligible for designation, the criterion/criteria which apply[ies] must be specifically referenced.

The evaluation must also result in a determination that each identified resource falls into one of four categories of significance:

- a. Pinelands Designated resources
- b. Significant resources
- c. Sufficient remains
- d. Insufficient remains

These categories are defined and explained in the CRMP).

3. Recommended treatment measures.

(GUIDANCE - The level of treatment required for an individual resource depends on the category of significance to which it is assigned. "Designated" and "Significant" [i.e., eligible for designation] resources must be preserved in place if possible according to the Secretary of the Interior's Standards and Guidelines for Archaeology and Historic Preservation. Sites with "Sufficient Remains" must undergo a simple recording process [photos, brief narrative description, completion of a New Jersey State Inventory form], which is completed as part of the survey report. Sites with "Insufficient Remains" require no further documentation).

SECTION IX.

Sources

(GUIDANCE - Sources not otherwise listed in Sections VI A.1. and B.1. may be compiled into one list; they should include, but not necessarily be limited to, those listed below).

- A. References cited and consulted (current American Antiquity format).
- B. Maps.
- C. Archival documentation.
- D. Personal communication from informants, including

oral histories.

E. Pertinent project correspondence.

SECTION X.

Appendices

A. Qualifications of principal investigator, field director and laboratory supervisor.

B. Soils log for each test.

C. Artifact inventory by provenience.

(GUIDANCE - For each artifact the entry must include at a minimum the test unit, the stratigraphic/arbitrary level designation and a brief identification).

D. New Jersey State Inventory forms.

(GUIDANCE - A form must be filled out for each architectural resource).

E. Data entry forms.

(GUIDANCE - A data entry form must be completed in full for each historic or prehistoric locus identified in the survey).

STANDARD REFERENCES TO BE CONSULTED

This is a basic list of standard references which must be consulted at a minimum in order to meet the survey guidelines. Reference to other sources will undoubtedly be required to complete the historic documentation at individual project sites.

Bello, Charles (editor)

- 1986 Bulletin of the Archaeological Society of New Jersey: Index, Bulletin No.1, 1948 through Bulletin No. 40, 1986. The Archaeological Society of New Jersey, Seton Hall University, South Orange, NJ

Chesler, Olga (editor)

- 1982 The Paleo-Indian Period to the Present: A Review of Research Problems and Survey Priorities. New Jersey Department of Environmental Protection, Division of Parks and Forestry, Office of New Jersey Heritage, Trenton.

- 1984 Historic Preservation Planning in New Jersey: Selected Papers on the Identification, Evaluation, and Protection of Cultural Resources. New Jersey Department of Environmental Protection, Division of Parks and Forestry, Office of New Jersey Heritage, Trenton.

Cross, Dorothy

- 1941 Archaeology of New Jersey vol. I. Archaeological Society of NJ.

Moonsammy, Rita, David Cohen and Lorraine Williams

- 1987 Pinelands Folklife: Available from the New Jersey Historical Commission, Trenton

New Jersey Department of Environmental Protection

- 1979-1985 Annotated Bibliography: Cultural Resource Survey Reports Submitted to the New Jersey State Historic Preservation Officer. 5 vols. Division of Parks and Forestry, Office of New Jersey Heritage, Trenton. Reports submitted since 1985 are available for review at ONJH.

- 1984 New Jersey & National Registers of Historic Places as of December 31, 1984. Division of Parks and Forestry, Office of New Jersey Heritage, Trenton. An up-to-date listing is available for review at ONJH.

New Jersey Pinelands Commission

- 1980 New Jersey Pinelands Comprehensive Management Plan. New Lisbon, New Jersey.

- 1986 (revised 1990) Pinelands Cultural Resource Management Plan for Historic Period Sites. New Lisbon, New Jersey.

Ranere, Anthony and Patricia Hansell

1987 Predicting Prehistoric Site Distribution in New Jersey's Outer Coastal Plain. Division of Parks and Forestry, Office of New Jersey Heritage, Trenton.

Skinner, Alanson and Max Schrabisch

1913 A Preliminary Report of the Archaeological Survey of the State of New Jersey. Bulletin No. 9. Geological Survey of New Jersey, Trenton.

New Jersey Historic Sites Inventory, Historic Preservation Fund Survey and Planning Grants, Office of New Jersey Heritage, Trenton. County surveys are available for review at ONJH and the local government.

Pinelands Commission cultural resource inventories and surveys are available for review at the Commission offices.