

Historic Resources Evaluation Report

**Danbury Dock Yard Improvements
Norwalk, Connecticut**

State Project No. 0301-0180

**Prepared for HNTB Corporation
Boston, Massachusetts**

by

**Archaeological and Historical Services, Inc.
Storrs, Connecticut**

for submission to

The Connecticut Department of Transportation

Authors:

**Bruce Clouette
Stacey Vairo**

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ABSTRACT AND MANAGEMENT SUMMARY

The State of Connecticut, through the Connecticut Department of Transportation (CTDOT), is proposing a series of improvements on the Danbury Branch Line, located just north of the branch line's connection to the New Haven Line (NHL) at NHL Milepost (MP) 41.3, a locale known as Dock Yard in the South Norwalk section of Norwalk, Connecticut. Construction will take place between MP 0 and MP 1 on the Danbury Branch line. The purpose of the project is to improve operations along the NHL, including accommodating Express-Local train overtakes and limited headways between trains. This work will facilitate rail projects on the NHL, especially related to track outages, while maintaining rail service throughout the area. In particular, the improvements will mitigate operational impacts during the replacement of Walk Bridge (Bridge No. 04288R). Project improvements include the installation of new storage tracks and track renewal, the installation of a new overhead contact system (OCS) that extends the electrified territory, and upgrades to the fiber-optic and signal systems. Except for one easement area at 33-45 North Water Street, all work will be conducted within the existing railroad right-of-way (ROW).

The project will receive funding from the Federal Transit Administration (FTA), requiring consultation with the State Historic Preservation Office (CTSHPO) regarding possible impacts to significant historic and archaeological resources under Section 106 of the National Historic Preservation Act and Section 4(f) of the Department of Transportation Act.

This report presents the results of research, field inspection, and analysis for the historic resources that may be affected by the project. Historic resources as considered herein are limited to above-ground (i.e., standing) properties: buildings, structures, objects, districts, landscapes, and sites that meet the criteria for listing in the National Register of Historic Places (NRHP). Archaeological resources are addressed in a companion report (Sportman 2016).

The Area of Potential Effects (APE) for historic properties was delineated as 1) the limits of project actions within the railroad right-of-way, extending from just east of the South Main Street/Washington Street railroad bridge to a point a short distance north of I-95; 2) an easement area at 33-45 North Water Street; and 3) historic properties that are immediately adjacent to either of these.

Historic properties potentially affected by the project include the line's 1925 catenary support structures, stone retaining walls, and historic railroad bridges, all of which are contributing components to the rail line within the project limits as an NRHP-eligible linear historic district. In addition, immediately adjacent historic properties include one historic building listed in the NRHP, one listed historic district (the listed building also lies within this district), one individual resource determined eligible for inclusion in the NRHP, and two potentially eligible resources (a former corset factory and a burial ground).

The project will remove some of the catenary support structures, resulting in an adverse effect on contributing components of the rail line within the project limits as a NRHP-eligible historic district. The project will not adversely affect any other identified historic resources.

The conclusions and recommendations herein are the opinion of the historic-preservation consultant. Actual determinations of eligibility and assessment of effects are properly part of the ongoing consultative process among FTA, CTDOT, CTSHPO and other stakeholders.

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I. INTRODUCTION AND SCOPE OF WORK

A. Introduction

The State of Connecticut, through the Connecticut Department of Transportation (CTDOT), is proposing a series of improvements on the Danbury Branch Line, located just north of the branch line's connection to the New Haven Line (NHL) at NHL Milepost (MP) 41.3, a locale known as Dock Yard in the South Norwalk section of Norwalk, Connecticut. Construction will take place between MP 0 and MP 1 on the Danbury Branch line. The purpose of the project is to improve operations along the NHL, including accommodating Express-Local train overtakes and limited headways between trains. This work will facilitate rail projects on the NHL, especially related to track outages, while maintaining rail service throughout the area. In particular, the improvements will mitigate operational impacts during the replacement of Walk Bridge (Bridge No. 04288R). Project improvements include the installation of new storage tracks and track renewal, the installation of a new overhead contact system (OCS) that extends the electrified territory, and upgrades to the fiber-optic and signal systems. Except for one easement area at 33-45 North Water Street, all work will be conducted within the existing railroad right-of-way (ROW).

The project will receive state funding, requiring it to comply with the Connecticut Environmental Policy Act (CEPA), which mandates consideration of possible impacts to significant historic and archaeological resources. In addition, funding will be provided by the Federal Transit Administration (FTA), requiring the project to comply with the National Environmental Policy Act (NEPA), Section 106 of the National Historic Preservation Act of 1966, as amended (36 CFR 800), and Section 4(f) of the United States Department of Transportation Act. These federal laws require consultation with the State Historic Preservation Office (CTSHPO) regarding possible project-related impacts to archaeological and historical resources listed in or eligible for listing in the National Register of Historic Places (NRHP).

This report presents the results of research, field inspections, and evaluation of historic resources that may be affected by the Danbury Dock Yard project. The report was prepared by Archaeological and Historical Services, Inc. (AHS), under contract to HNTB Corporation, the project's consulting engineer. For the purposes of this report, historic resources are defined as above-ground (i.e., standing) resources: buildings, structures, objects, districts, landscapes, and sites that meet the criteria for listing in the NRHP. Archaeological resources are addressed in a companion report (Sportman 2016).

The survey of historic resources was conducted in accordance with *The Secretary of the Interior's Standards and Guidelines for Identification* and *The Secretary of the Interior's Standards and Guidelines for Evaluation* (1983 and ongoing revisions). AHS personnel inspected the project area in February of 2016. All public streets in the vicinity of the APE were assessed in a windshield survey to identify additional historic properties that could be affected.

The conclusions and recommendations herein are the opinion of the historic-preservation consultant. Actual determinations of eligibility and assessment of effects are properly part of the ongoing consultative process among FTA, CTDOT, and CTSHPO and will be further developed as the project progresses.

This report is organized as follows: Section II presents the methodology used. Section III provides the historical background of the project area. Section IV discusses railroad-related historic resources. Section V addresses non-railroad-related properties. Section VI presents an evaluation of impacts to historic resources. Section VII presents conclusions and recommendations regarding historic resources.

Delineation of the Area of Potential Effects (APE)

For historic resources, the Area of Potential Effects (APE) was delineated so as to include the railroad ROW wherein project actions will occur (Figure 1) and the property that will be used for an easement area (Figure 4). The project limits within the railroad ROW extend from just east of the South Norwalk Railroad Bridge over South Main and Washington streets to a point north of I-95 and south of Jennings Place. Because of the possibility of physical effects from construction activities and visual impacts from new construction, the APE is understood to include all historic properties that are immediately adjacent to the ROW and the easement area.

II. METHODOLOGY

The scope of work included an evaluation of potential project-related impacts to historic (above-ground) resources listed in or eligible for listing in the NRHP. The study tasks included documentary research to identify historic properties and to establish the historic context to interpret the significance of rail- and non-rail-related historic resources. AHS assembled a series of historic maps and views (see Appendices II), and research was undertaken to establish the historic contexts for evaluating resources in the project vicinity. This included research in the CTSHP inventory files; the records and photograph collections of the Norwalk Public Library (including the former records of the Norwalk Museum). Railroad records at the Dodd Research Center, University of Connecticut, Storrs, and previous survey information from the Connecticut Historic Preservation Collection, University of Connecticut were also consulted by AHS.

Although the rail line was observed from all vantage points accessible by public roads and by multiple trips riding Metro North, it was not practical to do an in-depth walkover due to the need to keep the line in service. While it is possible that some small-scale historic features may not have been inventoried, there is every reason to believe that the majority of historic features, including all the major features, are addressed in this report.

In order to establish an overall historical context and help in the identification of historic resources, AHS consulted general statewide and local published histories of Norwalk such as Ray and Stewart (1979), Selleck (1896), and standard works on New England railroad history such as Turner and Jacobus (1989), and Karr (1995). Cornwall's history of the Danbury & Norwalk Railroad (1987) was especially helpful. Inventories of historic resources consulted include the reconnaissance-level survey of historic resources in Norwalk (Bloom 1976), the Historic American Engineering Record (HAER) documentation of the Northeast Corridor Line (HAER CT-11) and the electrification of the line (HAER CT-8). Site-specific resources included railroad track maps from the late 19th century to ca. 1950; Sanborn insurance maps and other historic maps; and the annual reports of the New York, New Haven & Hartford Railroad (NY, NH & H).

In addition to the historic resources within or adjacent to the APE that are already listed in the NRHP, other resources identified by the project historians were evaluated for their potential eligibility for listing in the NRHP by applying the NRHP criteria of significance, which state the following:

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

- A. *That are associated with events that have made a significant contribution to the broad patterns of our history; or*
- B. *That are associated with the lives of persons significant in our past; or*
- 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; or*
- D. *That have yielded or may be likely to yield, information important in history or prehistory.*

Resources may qualify under one or more of the NRHP eligibility criteria. In addition to meeting at least one of the criteria, NRHP-eligible resources must also possess several of the seven aspects of integrity: location, design, setting, materials, workmanship, feeling, and association.

III. HISTORICAL BACKGROUND OF THE PROJECT AREA

A. Norwalk: Settlement to the Mid-19th Century

The area that became Norwalk was purchased from local Native Americans with what the English viewed as deeds giving them clear title to the land. Daniel Patrick made the first purchase, a large tract on the west side of the Norwalk River in April 1640. He was followed by Roger Ludlow, who bought land on the east side of the river in February of the following year. Ludlow's land, which extended north from the coast as far as a man could walk in a day, was paid for with "eight fathoms of wampum, six coats, ten hatchets, ten hoes, ten knives, ten scissors, ten jew's-harps, ten fathoms tobacco, three kettles of six hands about, and ten looking glasses" (Schenck 1889: 18). Actual settlement by the English did not begin until 1649, when the families of Richard Olmstead and Nathaniel Ely arrived from Hartford. Other families soon followed, and Norwalk became a town in 1651. The Norwalk River (for which the town was named) made the area particularly attractive to early settlers. The river, which ended in a quiet natural harbor at Long Island Sound, was navigable for almost three miles inland. Lined by rich mud flats and salt marshes, it provided the early settlers with plentiful yields of oysters and salt hay to feed cattle.

The earliest "home lots" flanked Town Street (later renamed East Avenue), and continued on the east side of the Norwalk River and around the Stamford-Fairfield Path, which ran in an east-west direction parallel to Long Island Sound. As settlement continued inland, the western side of the river, known as the "over river" community, began to develop. By 1708, a burial ground was organized on common land in the area north of Pine Island (Laird 2009: 2). Further south, the area on the west side of the river, known as Old Well (now South Norwalk), was first settled in 1737 by Pierre Quintard, a silversmith. He was joined by a group of artisans specializing in pottery and silversmithing.

Subsistence farming formed the basis of the town's early economy, but shortly before the Revolutionary War, Norwalk emerged as the hub of a growing regional agricultural market. Access to Norwalk Harbor allowed local merchants to replenish their stock with goods from New York, Boston, Charleston, and Barbados. Farmers brought raw goods to Norwalk's merchants in exchange for products such as books, fabrics, sugar, molasses, and spices. Infrastructure around the harbor began to develop. In 1761 merchant Nathan Mallory, who operated a store along the Norwalk River, built a wharf at Oyster Shell Point. Maritime enterprise was limited, however, by the relatively shallow harbor, which could only accommodate 30- to 40-ton vessels; by comparison, New London's harbor could accommodate 300-ton ships (Ray and Stewart 1979: 71).

In the early years of the Revolutionary War, Norwalk served as an important stop on the supply line to Danbury and Fishkill, New York. Merchants and manufacturers prospered by selling provisions to Connecticut troops, while Norwalk saltpeter works supplied gunpowder. This brief period of prosperity came to an abrupt end in July 1779, when British forces, commanded by General Tryon, burned the town of Norwalk. It took nearly a decade for residents to rebuild, but by 1790 the town saw a resurgence in coastal trade. Wharves were rebuilt and the construction of shipyards soon followed. By 1801, merchants and farmers shipped goods on regularly-scheduled packet boats from Norwalk Harbor to Albany, Troy, and New York City. While there were small mills along the town's secondary watercourses, manufacturing during this period was limited by the lack of large waterpower resources.

In the early 19th century, a division began to form between the older established area at the head of navigation and Old Well. By 1840, Old Well was called South Norwalk; the area

that housed a large working-class population who worked in potteries, hat factories, carriage shops, and silversmiths shops. Built along the deepest part of the harbor, it was a prime shipping location. Quintard's Wharf, at the base of Marshall Street, was the center of operations. Soon commercial buildings began to line Marshall and Ann Streets, and South Norwalk surpassed Norwalk proper as the premiere port. Steam Boat Landing, built ca. 1820 by a group of local investors, was located on Water Street just north of Washington Street (south of Quintard's Wharf). It attracted over 20 steamship companies providing affordable passage to New York. By 1840, manufacturing in South Norwalk was thriving. Hat-making was the most prominent industry; by the middle of the 19th century, hatters employed over 2,000 workers.

B. The Rise of South Norwalk as an Industrial and Commercial Center

Norwalk residents were concerned by initial surveys that showed a drawbridge on the Norwalk River, and they resisted the construction of railroads throughout the 1830s and 1840s for fear of impeding river traffic. Despite the opposition, the New York & New Haven Railroad began full service to Norwalk in 1848, passing through South Norwalk. A second railroad, the Danbury and Norwalk, began service between its namesakes in 1852. South Norwalk soon became a busy railroad center, with ten trains leaving between 5:16 and 9:36 A.M. each day.

After the establishment of the railroads, South Norwalk surpassed Norwalk proper as the town's commercial and industrial center. In 1871, the Norwalk city directory listed the South Norwalk's principal manufacturers as "the Norwalk Iron Works, Norwalk Lock Co., South Norwalk Planing Mill Co., and several hat manufactories" (Price and Lee 1871: xi). The Norwalk Lock Company was organized in 1856 by a group of local investors, including Algernon Beard, Ebenezer Hill, and Henry Elwell (Ray and Stewart 1979: 109). The company's mansard-roofed plant in South Norwalk (Photograph 9), near the junction of the two railroads, was the first large industrial structure in South Norwalk (Roth 1981). Most of its highly skilled workers came from England and Germany. The post-Civil War period saw the construction of the Norwalk Iron Works on Water Street. Algernon Beard and Ebenezer Hill again were the principal stakeholders and directors of the company, which employed 375 workers by the end of the century, manufacturing steel pumps, compressors, and mining equipment (Ray and Stewart 1979: 134). Cigar-making was also an important trade in South Norwalk; the Old Well Cigar Company on Washington Street was the largest of several cigar-making enterprises. The R & G Corset Factory on Ann Street (Map 7, Photograph 10) was started in the late 19th century and employed 1,000 workers by 1901, almost all of whom were women (Ray and Stewart 1979: 143). The company produced bone- and steel-stayed lacy corsets, reportedly up to 650 per day. Other notable South Norwalk enterprises included several lumber and coal yards along the riverfront and George S. Bell's shipyard, located on the river just east of the South Norwalk-to-Danbury rail line (but outside the project area; see Map 2).

South Norwalk also developed as an important commercial and institutional center. In the late 19th century, Washington Street was characterized by continuous rows of multi-story brick commercial blocks (Photograph 8), and by the early 20th century, South Main Street and North Main Street had a similar appearance. Banks, theaters, hotels, restaurants, and all kinds of stores made the place a thriving downtown. South Norwalk had the town's largest U.S. Post Office branch, and the building at 41 North Main Street (Photograph 7), built in 1912 for the separate City of South Norwalk, became Norwalk City Hall a year later when the governments of South Norwalk and Norwalk were merged.

C. The Danbury & Norwalk Railroad

The Danbury & Norwalk Railroad was chartered in 1835, after a proposed canal project connecting the two towns proved too expensive. The charter was obtained from the legislature by several local businessmen, including Jonathan Camp and pottery manufacturer Asa Smith, under the name of “Fairfield County Railroad Company.” The project was initially met with great skepticism by residents and merchants. It was not until 1850 that construction on the line began, with service beginning in 1852 (Bailey 1896: 266). The original intention for the short line was much grander: it was planned to end at Wilson’s Point in Norwalk and continue by boat to New York City. North of Danbury it was to continue on to connect with the Boston and Albany Railroad.

Initial service operated two southbound and two northbound trains daily (Ray and Stewart 1979: 110). During the Civil War, LeGrand Lockwood took control of the Danbury & Norwalk and greatly expanded the line, adding two smaller branch lines to reach into the surrounding countryside and an extension from South Norwalk to Wilson’s Point on Long Island Sound (Ray and Stewart 1979: 110-111). In 1882 the company built a steamboat pier at Wilson’s Point to connect with New York. The 1880s were a time of consolidation in the railroad industry, especially for small lines, and in 1886, as part of that nationwide movement, the Housatonic Railroad leased the Danbury & Norwalk line for 99 years. The Housatonic Railroad was itself absorbed into the New York & New England Railroad (NY & NE) soon after. The NY & NE attempted to compete with the NY, NH & H by creating a combined “Long Island and Eastern States Line,” which carried passengers and freight from Wilson’s Point to Brooklyn, New York. However, it was plagued by accidents, delays, and breakdowns, and in 1892, the NY & NE was absorbed into the NY, NH & H system.

During the 1890s, the entire New York-to-New Haven line was rebuilt as a four-track main line (see Historical Images 1-3). In addition to greatly expanding the line’s capacity, the project eliminated grade-level crossings. The raised elevation of the track necessitated stone-walled embankments in many areas, and dozens of new bridges were needed to carry the tracks over local roadways. Although the South Norwalk-to-Danbury line itself was not widened, the southern portion had to be rebuilt to meet the elevation of the main line, so it too received retaining walls and new bridges.

Two important changes to the Danbury line occurred as a result of its integration into the NY, NH & H. Prior to the 1890s, there were two small freight facilities in South Norwalk. The Danbury and Norwalk Railroad’s freight house was located just west of the Norwalk Lock Company, near the railroad’s junction with the main line; and the NY, NH & H’s freight house was located west of the South Norwalk passenger station on Monroe Street, sandwiched in between two large hat factories. Neither facility had much in the way of tracks for storing freight cars. After the lines were consolidated, a new freight yard was built north of Marshall Street and east of the Danbury line, on reclaimed land that had served as lumber storage for a lumber and coal business (see Map 3). It was called Dock Yard, probably because of the lumber yard’s long plank wharf that ran along the river bank north of Marshall Street (the dock’s location is outlined on the 1915 valuation survey, Map 6). The new facility included a large freight house with long platforms, sixteen long sidings, and, at the northern end, a small turntable. All of the freight yard components were located outside of the limits of the proposed project; none remains standing today.

The second change resulting from the line’s ownership by the NY, NH & H was its electrification. In 1907, the NY, NH & H completed the nation’s first electrification of a railroad main line, building an overhead catenary system, supported by latticed box-girder bridges spaced

at 200-to-300-foot intervals, that delivered 11,000 volts of alternating-current traction power. Numerous improvements to the system were made in 1914, when electrification was extended to New Haven. In 1925, the Danbury line was electrified, one of two Connecticut branch lines integrated into the main line's electrification. Passenger trains heading to Danbury could use the same pantograph-equipped equipment as the main line, thus allowing the possibility of through trains to New York without a change in South Norwalk. Electric-powered trains ran on the Danbury line until 1961, when the service was switched to diesel-hauled trains. However, the latticed box-girder uprights used for the branch-line electrification remain in many places, including the project area (where, although no longer energized, the catenary and overhead wires also remain in place; see Photograph 6).

In 1968, the NY, NH & H was reorganized as part of the Penn Central merger of the Pennsylvania and New York Central railroads. Combining three railroads, each on the brink of collapse, created an economically unstable entity, and Penn Central soon declared bankruptcy. For a time, the Consolidated Rail Corporation (Conrail), formed in 1976, provided both commuter and freight service along the Danbury line. Metro-North was created in 1983 when the Metropolitan Transit Authority, a quasi-public New York agency, partnered with CTDOT to take over commuter service from Conrail.

IV. HISTORIC RESOURCES: RAILROAD-RELATED PROPERTIES

Background research and field inspections indicate that the Danbury Dock Yard Improvements will potentially affect a number of railroad-related historic properties that are contributing resources within an NRHP-eligible linear historic district, the one-mile-long portion of the Danbury Branch Line within the project limits. These historic resources are depicted in Figure 2 and are discussed below.

Rail Line and Related Structures

The 2009 Draft EIS prepared for the Danbury Branch Improvement Project states that "the rail line in its entirety, from Norwalk to New Milford, appears to be eligible for the National Register . . . " (CTDOT 2009: 9-5). The portion of the line within the study area is particularly significant, since it was elevated to meet the main line in Norwalk in 1895-1896. The four-tracking of the main line, intended to increase capacity and avoid grade crossings, was a mammoth undertaking that required lengthy cut-stone retaining walls for the ROW and new bridges over city streets and watercourses. The Marshall Street and Ann Street bridges, as well as sections of stone retaining walls, date from this period. These structures are interwoven into the building fabric of Norwalk and illustrate how the city's development was closely tied to the railroad. Independently of the four-tracking project, however, the Danbury Branch Line has local historical importance because of the impact of the railroad in the economic and social history of Norwalk (NRHP Criterion A, "broad patterns of history") and because the various historic structures along the line represent relatively intact examples of 19th- and early 20th-century railroad engineering (Criterion C, "type, period or method of construction"). It is recommended that the one-mile-long portion of the Danbury Branch Line within the project limits be considered a NRHP-eligible linear historic district.

Railroad-related historic structures in the APE that are contributing components of the 1 rail line within the project limits as a linear historic district include the following (see Table 1):

Marshall Street Railroad Bridge

The railroad bridge over Marshall Street (State Bridge No. 4134R) is a steel deck-plate-girder bridge (Photograph 1, Appendix IV) constructed in 1895. The 55-foot single span is set on brownstone abutments and carries a single track. The plate-girder form of the bridge represents standard railroad-engineering practice of the period for short and medium-length spans. The structure is not currently listed on the NRHP, either individually or as part of a larger entity, but it should be considered as contributing to the significance of the rail line within the project limits as a NRHP-eligible linear historic district under Criterion C.

Ann Street Railroad Bridge

The railroad bridge over Ann Street (State Bridge No. 8200R) is a steel deck-plate girder bridge (Photograph 2) constructed in 1895. The 53-foot single span is set on brownstone abutments and carries three tracks. The plate-girder form of the bridge represents standard railroad-engineering practice of the period for short and medium-length spans. The structure is not currently listed on the NRHP, either individually or as part of a larger entity, but it should be considered as contributing to the significance of the rail line within the project limits as a NRHP-eligible linear historic district under Criterion C.

Stone Retaining Walls

Raising and widening the main line in the 1890s necessarily required that the intersecting South Norwalk-to-Danbury line be raised to the new elevation. As a result, several lengths of stone retaining walls were needed at the southern end of the project area (Figure and Photographs 3 and 5). About 50' north of Marshall, there is a blocked-off brick archway in the west retaining wall (Photograph 4). The archway springs from stone sidewalls and has a brick- paved floor. The walls, including the archway, contribute to the significance of the rail line within the project limits as a NRHP-eligible linear historic district under Criterion C.

Catenary Support Structures

The electrification of the main New Haven line was completed in 1914, with electrification extended to the Danbury line in 1925. The Danbury line electrification matched the specifications used for the main line, except that the catenary was suspended from pairs of latticed box-girder uprights (Photograph 6) instead of full bridges. The catenary support structures contribute to the significance of rail line within the project limits as a NRHP-eligible linear historic district under Criterion C.

Table 1: Railroad-Related Historic Structures in the APE

Historic Resource	NRHP Listed	Contributing to a NRHP-Potentially Eligible Linear Historic District
Marshall Street Railroad Bridge		X
Ann Street Railroad Bridge		X
Stone Retaining Walls		X
Catenary Support Structures		X

V. HISTORIC RESOURCES: NON-RAILROAD-RELATED PROPERTIES

Five historic resource properties, including districts, are located within or immediately adjacent to the APE. These resources are listed, eligible, or potentially eligible for listing in the NRHP. These resources are located on Figures 3 and are listed in Table 2, below.

South Main and Washington Streets Historic District (including boundary increases)

This NRHP-listed district, including two later boundary expansions, is a T-shaped area of commercial buildings on Washington, South Main, and North Main streets (Photograph 8). The buildings are densely packed and date from the last quarter of the 19th century and the early years of the 20th century. Most are brick, three or more stories high, and many have ornamental cast-iron storefronts and trim, primarily Italianate in style. As a whole, resources in the district are well-preserved examples of particular types of commercial architecture (NRHP Criterion C). They also represent Norwalk's economic and civic development and South Norwalk's role in particular as a harbor, railroad junction, and industrial center, which led to commercial expansion in the post-Civil War era (NRHP Criterion A). The railroad, including the beginning of the South Norwalk-to-Danbury line, bisects the district.

Former Norwalk City Hall

This elaborate red-brick Colonial Revival-style building at 41 North Main Street in South Norwalk was built in 1912. In addition to being a contributing building within the South Main and Washington Streets Historic District, it is individually listed in the NRHP (Photograph 7).

Former Norwalk Lock Company Factory

The former Norwalk Lock Company buildings (Photograph 9), which have been converted to office use, face the Danbury Branch Line at the point where it splits off from the main line. The complex was individually determined eligible for the NRHP in 2000. In addition to its location adjacent to the railroad ROW, the property has historical associations with the railroad.

R & G Corset Factory

This building at 21 Ann Street appears to have potential for individual listing in the NRHP (Photograph 10). Built in 1881, the factory complex includes the original four-story brick building with a mansard roof and several single-story additions, all constructed before 1920. The building at 20 Pine Street (Photograph 13, Map 5) was also originally part of the complex (the building currently displays an address of 27 Ann Street). The former corset factory has been converted into condominiums, but still epitomizes the industrial nature of South Norwalk (Criterion A) and may additionally be eligible under Criterion C as an example of late 19th-century factory construction.

Pine Island Cemetery

This early burial ground was first organized in 1708 (Photograph 11). It contains over one thousand burials dating from some of the earliest families to Norwalk's later Hungarian and African-American populations. It is significant under Criterion A, as it has served as the burial ground for some of Norwalk's most important citizens tied to the growth and development of South Norwalk. It is also significant under Criterion C as it contains a wide variety of important early headstone styles.

Table 2. Non-Railroad-Related Historic Resources in the APE

Historic Resource	NRHP- Listed	NRHP- Eligible	NRHP- Potentially Eligible
South Main and Washington Streets Historic District (including boundary increases)	X		
Former Norwalk City Hall, 41 North Main Street*	X		
Former Norwalk Lock Company Factory, 18 Marshall Street		X	
R & G Corset Factory, 21 Ann Street and 20 Pine Street			X
Pine Island Cemetery			X

*Included within the South Main and Washington Streets Historic District.

Properties More Than 50 years Old That Do Not Appear to be Eligible

In addition to identifying these listed, eligible, or potentially eligible properties, the consultants attempted to identify buildings within or immediately adjacent to the APE that, while more than 50 years old, do not appear to be eligible for the NRHP. One was found:

- 13 Marshall Street, a two-story brick building with a combined gable and monitor roofline. According to the Norwalk assessor, it was built in 1924. It originally was a 1-story commercial garage, but faux-historical renovations make it look like a 19th-century factory. (Photograph 12).

VI. ANTICIPATED PROJECT EFFECTS

The proposed project will adversely affect historic properties in or adjacent to the APE that are listed in or likely eligible for listing in the NRHP.

An adverse effect occurs when a project directly or indirectly diminishes the integrity of an historic property by altering any of the characteristics that qualify that property for NRHP inclusion. Specifically, if the project diminishes the integrity of a property's location, design, setting, materials, workmanship, feeling, or association, then there is an adverse effect. Examples of direct adverse effects include: physical destruction or damage; alteration inconsistent with the Secretary of the Interior's Standards for the Treatment of Historic Properties; relocation of the property; and neglect and deterioration.

Following are the project actions that can be expected to affect historic resources identified to date:

- Partial replacement of the Ann Street Railroad Bridge
- Removal of some of the catenary structures
- Construction of new OCS. The new overhead catenary system (OCS) which will extend the electrified territory along the Danbury Branch will include either a pair of W-section steel uprights supporting a hollow steel section (HSS) box-section horizontal member over the tracks, or a single W-section or HSS steel upright with a braced horizontal HSS box-section arm. The color will be a neutral gray. There will be approximately 40 catenary support structures installed within the project limits; the OCS that will be installed on new structures will be designed to meet Metro-North design criteria and directives to update the OCS system to a catenary system that has independent registration with structures typically spaced no more than 150 feet apart. Average spacing of the new catenary structures will be about 130 feet apart. Where feasible, existing catenary support structures will remain in place.

The easement area at 33-45 North Water Street is not expected to have any effects on historic resources. The building on that parcel is a modern condominium complex built in 2007 (Photograph 14). The easement area will be primarily used to modify the slope of the railroad embankment; some OCS structures will also need to extend somewhat into the easement area.

Below is a review of the anticipated effects on historic resources:

1. Marshall Street Railroad Bridge

No project actions are expected to affect the bridge.

2. Ann Street Railroad Bridge

The project proposes replacing the bridge's superstructure but retaining the historic stone abutments. This bridge contributes to the historic rail line within the project limits as a NRHP-eligible linear historic district. CTSHPO has reviewed the proposed action and is of the opinion that it would not constitute an adverse effect.

3. Stone Retaining Walls

These walls represent contributing components of the rail line within the project limits as a NRHP-eligible linear historic district; however, no project actions are expected to affect the walls.

4. Catenary Support Structures

The catenary support structures found along the rail line within the project limits contribute to its significance as a NRHP-eligible linear historic district. Nearly all of the west-side uprights, will be retained, and will be used to carry communications and signal-power lines. However, the proposed track design will require the removal of most of the east-side uprights. Removal of catenary support structures will result in a direct adverse effect. Construction of new catenary support structures, which are not intended to replicate the historic structures, will not have an adverse visual effect on the rail line within the project limits as an eligible NRHP-eligible historic district because a substantial portion of the historic catenary support structures will remain in place and be re-used for carrying other lines. It will be obvious which are the historic structures and which are new structures, but the visual mass of the new structures will not overwhelm that of the old structures.

5. Former Norwalk City Hall, 41 North Main Street

The Danbury Branch passes directly behind this building, but the setting and principle views of the building are more closely affected by the main line and the high towers of the adjacent Norwalk River crossing (Photograph 7, Appendix IV). The building faces west, away from the Danbury Dock Yard project area, and its setting is chiefly defined by the adjacent 19th- and early 20th-century commercial blocks. The proposed project is not anticipated to result in any diminishment of the building's integrity of setting, and therefore it will not have an effect on this resource.

6. South Main and Washington Streets Historic District

The railroad ROW bisects the historic district, which is listed in the NRHP. However, the line passes behind the district's buildings along North Main Street, which face west, making the visual connection between the rail line and the district less apparent than that of the main line. As a result, the proposed project is not anticipated to result in any diminishment of the district's integrity of setting, and therefore it will not have an effect on this resource.

7. Former Norwalk Lock Company Factory, 18 Marshall Street

The existing rail line within the project limits, retaining walls and catenary structures form a part of the overall setting of this historic factory complex, which faces west toward the line. The age of these components (1896-1925) reflects the property's period of significance, and the railroad played a critical role in the development of the area for industrial use. Installation of the new OCS will introduce modern elements into the property's setting. However, the effect will be relatively minor because the railroad embankment itself, some of the historic catenary structures at this location (re-used for ancillary lines) and the Marshall Street Railroad Bridge will remain, and therefore the major part of the rail line's contribution to the property's historic setting within the project limits will still be intact. It is recommended that the visual effect of the new OCS be found not to constitute an adverse effect.

8. R & G Corset Factory, 21 Ann Street and 20 Pine Street

The railroad bridge over Ann Street forms part of the overall setting of this historic factory complex. Partial replacement of the Ann Street Railroad Bridge and the introduction of new OCS structures will result in a change to the R & G Corset Factory's setting, thereby constituting an indirect (visual) effect. This effect will be relatively minor, because for a good part of the historic period, the complex was not directly adjacent to the rail line. Instead, a residential lot intervened; see Map 4 (1899) and Map 6 (1915). Unlike the Lock Company, the R & G Corset Factory was never directly served by a rail siding. Some of the historic catenary structures in this vicinity will

remain, re-purposed to carry ancillary lines. It is recommended that the visual effect of the partial replacement of the Ann Street Railroad Bridge and the construction of the new OCS be found not to constitute adverse effects on the R & G Corset Factory.

9. Pine Island Cemetery

Although the cemetery is directly west of the ROW, its setting is principally defined by the grounds of the Lockwood-Matthews Mansion and the exit ramp from Interstate 95. Changes to the historic rail line within the project limits will not have a material visual effect on the setting of the cemetery.

The foregoing assessment of effects is based upon projected actions at this stage of design. Table 3 summarizes the anticipated effects.

Table 3. Recommended Findings of Effects of Project on Listed, Eligible, and Potentially Eligible Properties

Property	National Register Status	Effects(s) and Recommended Finding
Marshall Street Railroad Bridge	Contributing to the rail line within the project limits as a potentially eligible linear historic district	<u>No Effect.</u>
Ann Street Railroad Bridge	Contributing to the rail line within the project limits as a potentially eligible linear historic district	Partial replacement: <u>No Adverse Effect.</u>
Stone Retaining Walls	Contributing to the rail line within the project limits as a potentially eligible linear historic district	<u>No Effect.</u>
Catenary Support Structures	Contributing to the rail line within the project limits as a potentially eligible linear historic district	Removal of some of the structures: <u>Adverse Effect.</u> Installation of new catenary support structures: <u>No Effect.</u>
Former Norwalk City Hall, 41 North Main Street	Individually listed and listed as part of a district	<u>No Effect</u>
South Main and Washington Streets Historic District	Listed	<u>No Effect</u>
Former Norwalk Lock Company Factory, 18 Marshall Street	Determined eligible	<u>No Adverse Effect</u>
R. & G Corset Factory, 21 Ann Street and 20 Pine Street	Potentially eligible	<u>No Adverse Effect</u>
Pine Island Cemetery	Listed on State Register of Historic Places; potentially eligible for the NRHP	<u>No Effect</u>

VI. CONCLUSIONS AND RECOMMENDATIONS

The historic resources survey indicates that the proposed Danbury Dock Yard Improvements project will affect the rail line within the project limits as a potentially eligible linear historic district. The removal of some of the 1925 catenary support structures will result in an adverse effect because the catenary support structures are contributing elements of the historic rail line within the project limits.

One listed historic district (South Main and Washington Streets), one individually listed resource (the former Norwalk City Hall, also a part of the foregoing district), one eligible former factory complex (the former Norwalk Lock Company Factory), one potentially eligible factory complex (the R & G Corset Factory), and one potentially eligible burial ground (Pine Island, listed on the State Register of Historic Places) are immediately adjacent to the project area. These properties will not be subject to direct or indirect effects from the project.

Mitigation measures that have been found to be appropriate for similar projects include the following:

- Pre-construction written and photographic documentation meeting State-level standards, with the documentation archived as part of the Connecticut Historic Preservation Collection at the Dodd Research Center, University of Connecticut, Storrs. Impacts to the historic catenary structures could be mitigated by means of such documentation.
- Assuming there is interest on the part of a local railroad museum (specifically the Danbury Railway Museum, P.O. Box 90, Danbury CT 06813), removing some or all of the catenary supports intact so that they could be offered to the museum for public-education purposes.

Actual determinations of NRHP eligibility, assessment of effects, and consideration of mitigative actions are all properly part of the ongoing consultative process among FTA, CTSHPO, and CTDOT, and will be further developed as the project progresses.

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1915 *Right of way and track map of the New York, New Haven and Hartford Railroad Company from Danbury to South Norwalk, Station 1214 40 to station 12500 00, City of South Norwalk* Historic Preservation Collection, Archives and Special Collections at the Thomas J. Dodd Research Center, University of Connecticut Libraries.

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APPENDIX I

Figures

Figure 1: Location of project shown on USGS Norwalk South Quadrangle, Scale 1:24000. Project limits within railroad right-of-way shown in yellow, easement area in green.



Figure 2:
Map showing rail-related resources in the
project area.

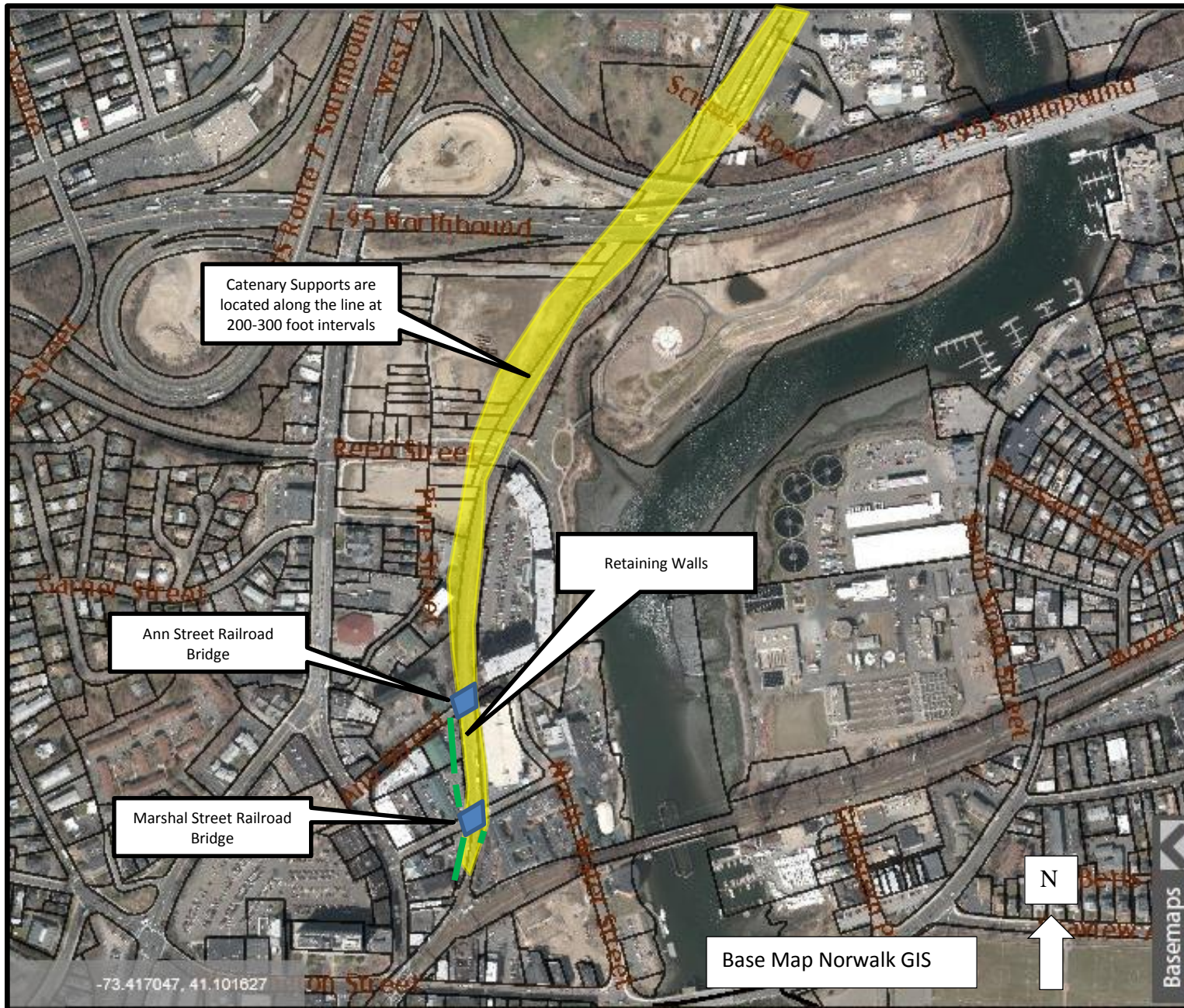


Figure 3:

Map showing non-rail-related resources in the project area.

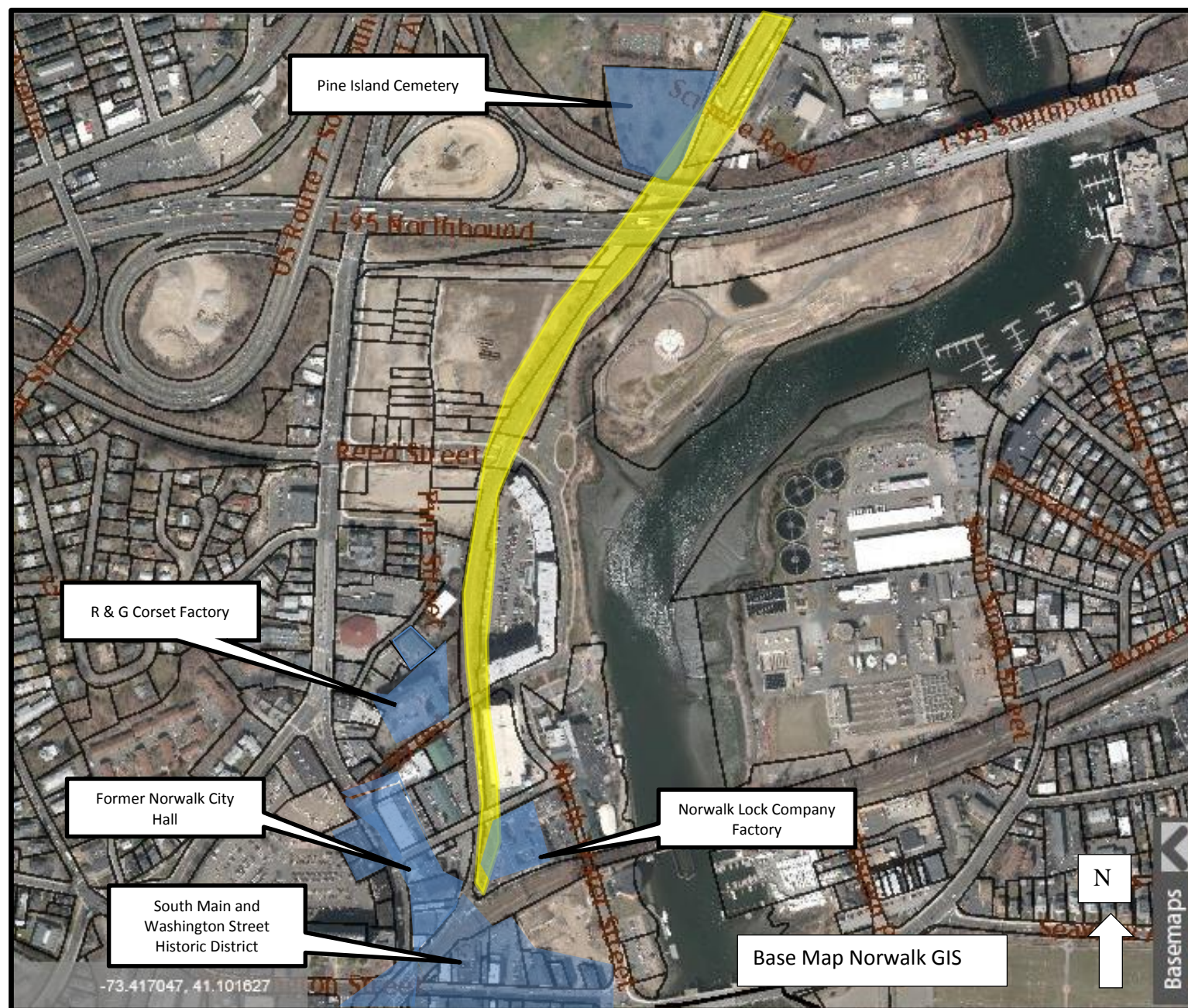


Figure 4. Location of easement area at 33-45 North Water Street



Figure 5. Type of new catenary support (OCS) structures to be used for the Danbury Dock Yard project.



Portal structure for multiple tracks

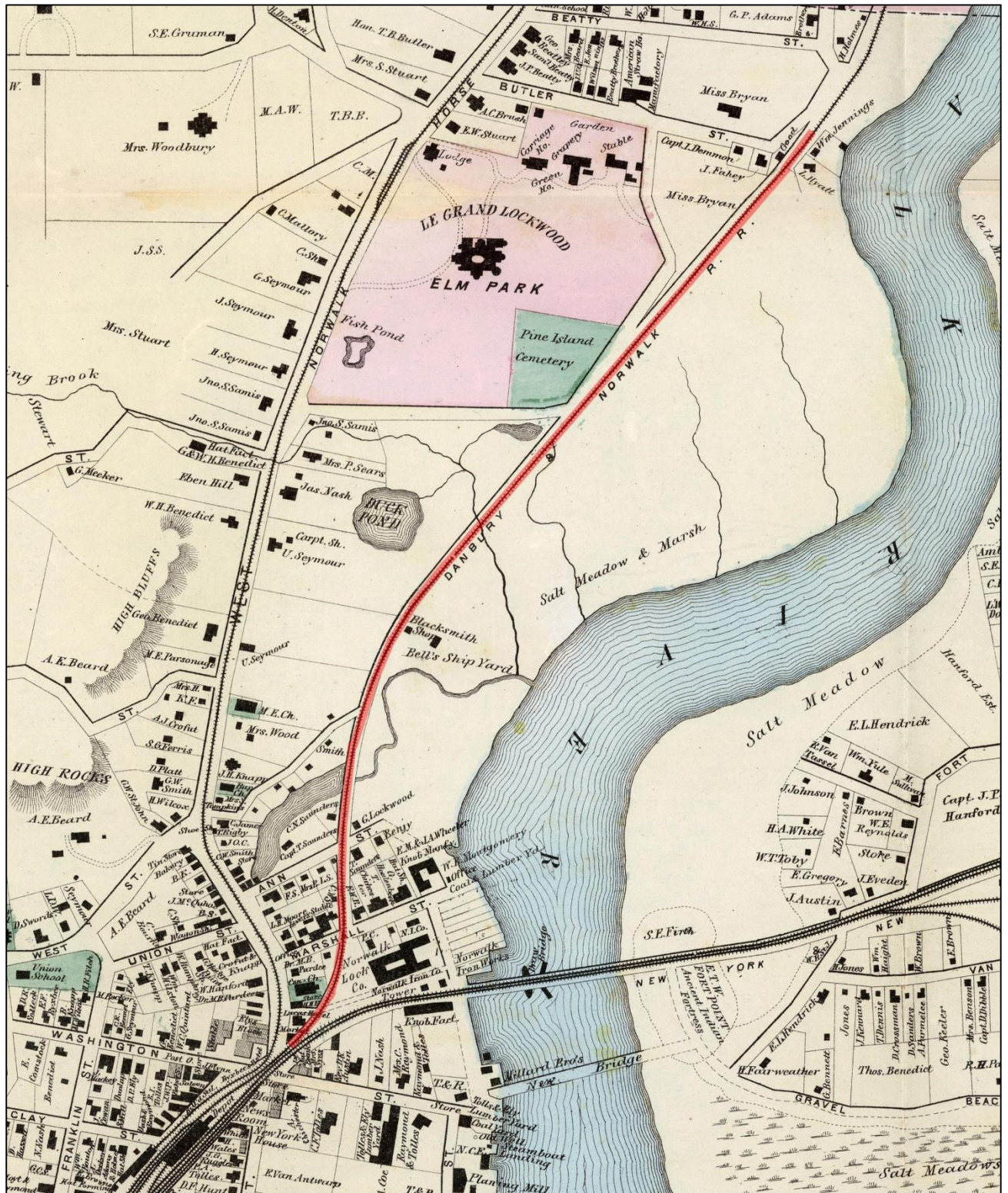


Single pole with cantilevered arm

APPENDIX II
Historical Maps

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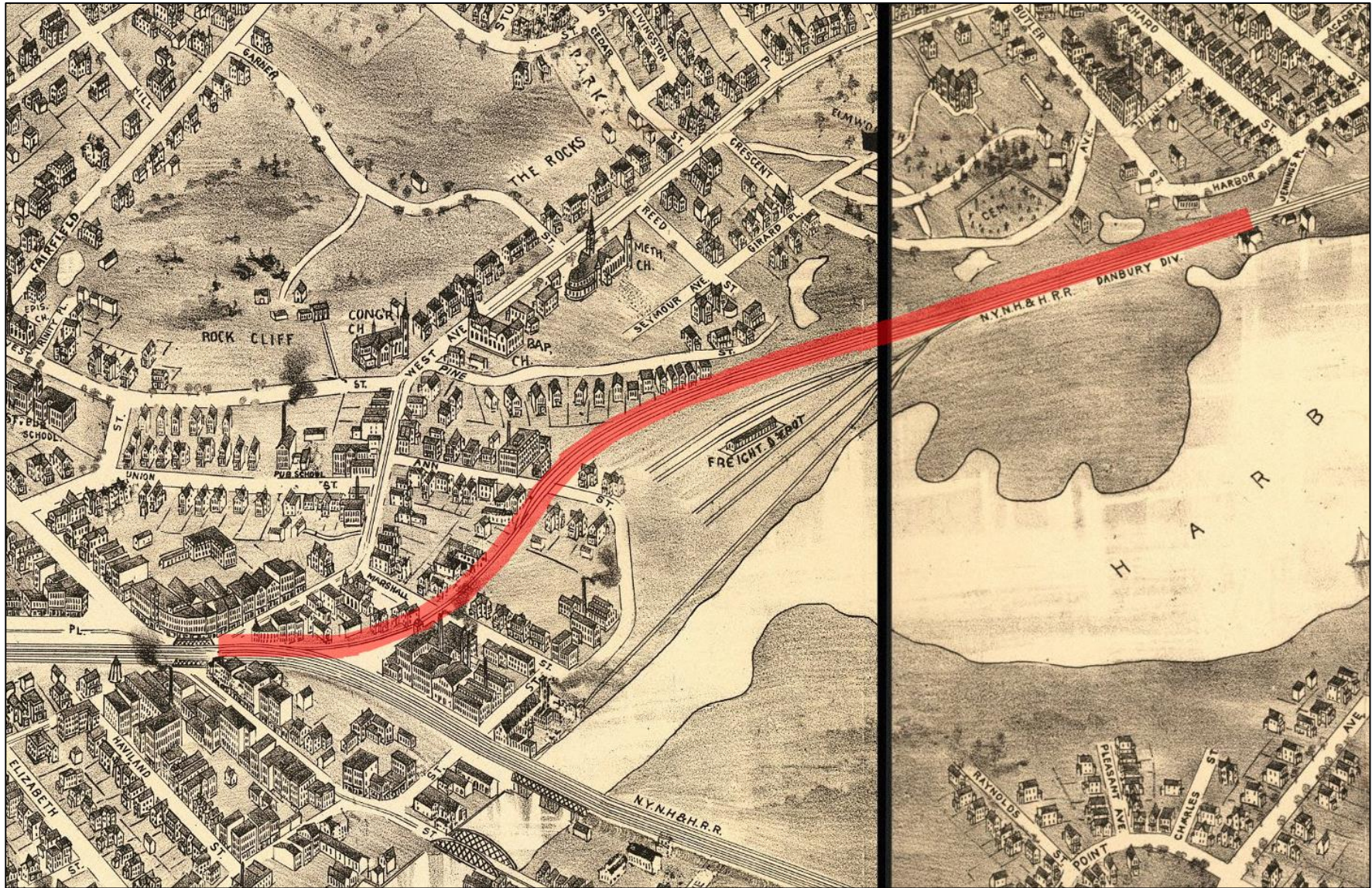
Map 2. South Norwalk as shown in the 1867 atlas (Beers 1867). The project extents along the railroad ROW are shown by shading.



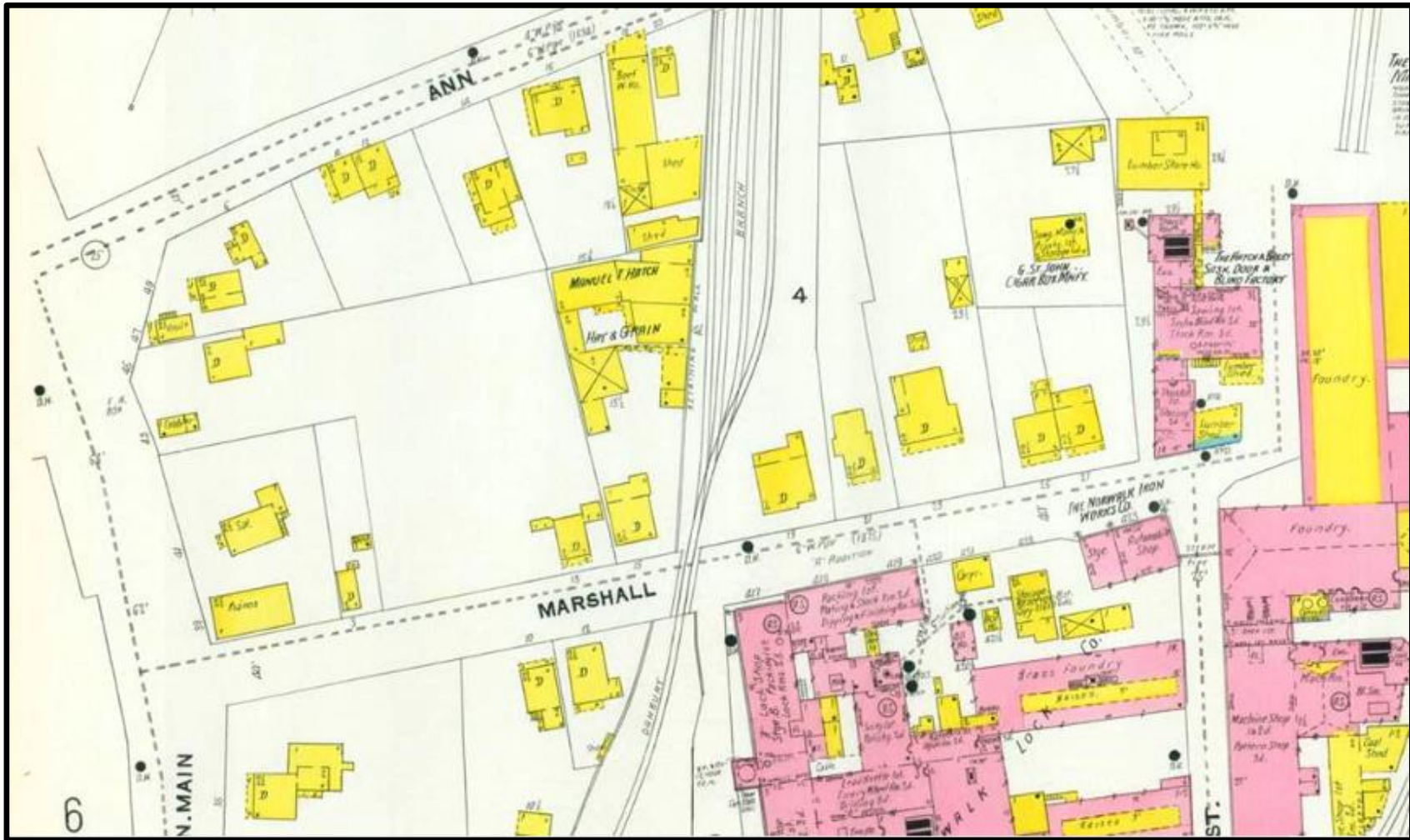
Map 3. The project area in 1875 showing the (O. H. Bailey & Co. 1875). The project extents along the railroad ROW are shown by shading.



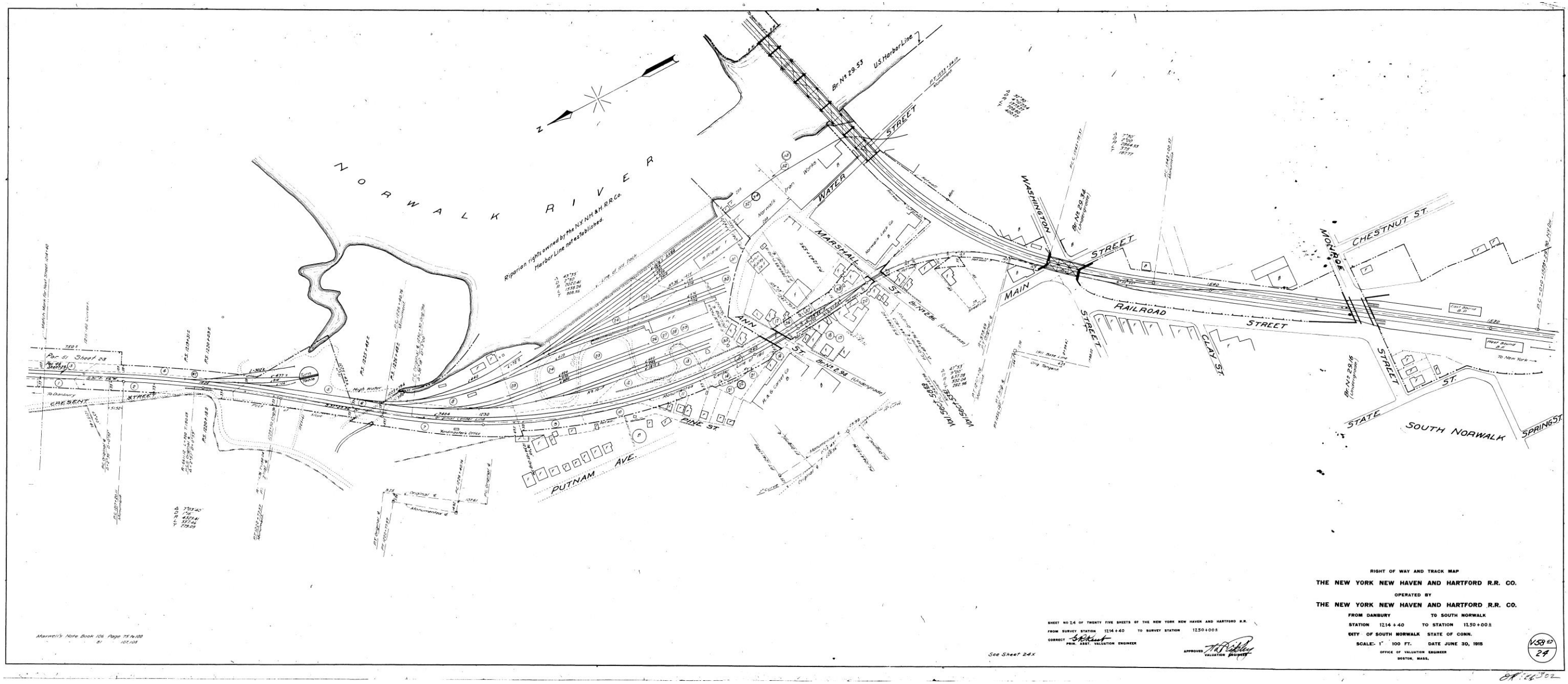
Map 4. Landis & Hughes bird's-eye view of the project area, 1899. The project extents along the railroad ROW are shown by shading.



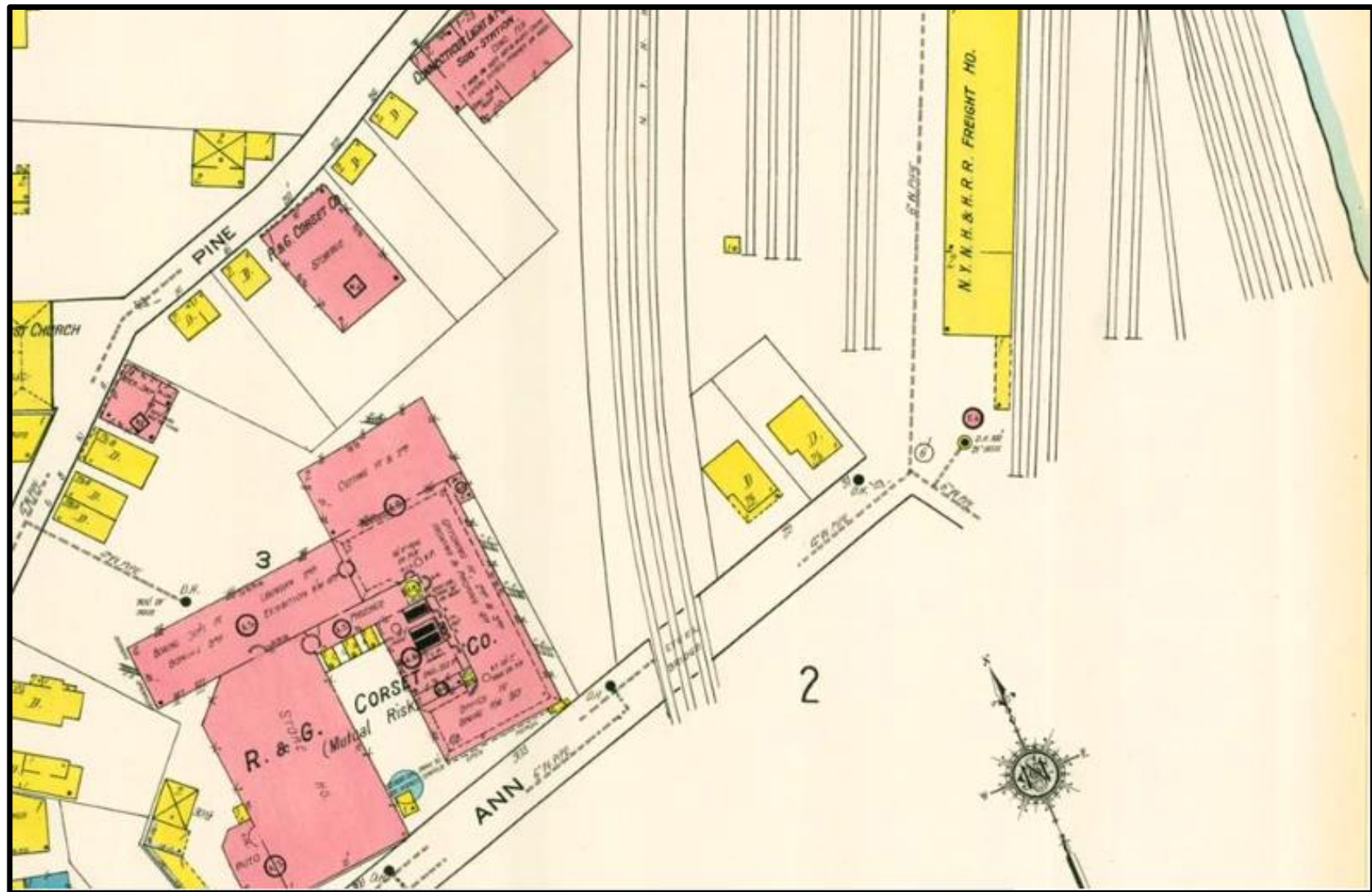
Map 5. Sanborn insurance map from 1906 showing Lock Company buildings, southeast of the Marshall Street Railroad Bridge.



Map 6. Right of way and track map of the New York, New Haven and Hartford Railroad Company from Danbury to South Norwalk, Station 1214 40 to station 12500 00, City of South Norwalk, 1915.



Map 7. Sanborn insurance map showing the crossing at Ann Street, the southern portion of the freight yard, and the R&G Corset factory, 1922.



APPENDIX IV

Historical Images



Image 1. View of four-tracking and elevation of the NY, NH & H line in 1895 (Norwalk History Room, Norwalk Public Library).



Image 2. View of the NY, NH & H line at the corner of Washington and Main Streets before elevation, February, 1895 (Norwalk History Room, Norwalk Public Library).



Image 3. View of the intersection in Image 2 after elevation of the line, 1897 (Norwalk History Room, Norwalk Public Library).

APPENDIX IV

Photographs



Photograph 1. Marshall Street Railroad Bridge, view east.



Photograph 2. Ann Street Railroad Bridge, view north.



Photograph 3. Retaining walls and catenary structures near Marshall Street Railroad Bridge, view north.



Photograph 4. Blocked-off archway in retaining wall north of Marshall Street, view east.



Photograph 5. Retaining walls near Ann Street Railroad Bridge, view southeast.



Photograph 6. Catenary support near Ann Street Railroad Bridge, view northwest.



Photograph 7. Former Norwalk City Hall, 41 North Main Street, view southeast.



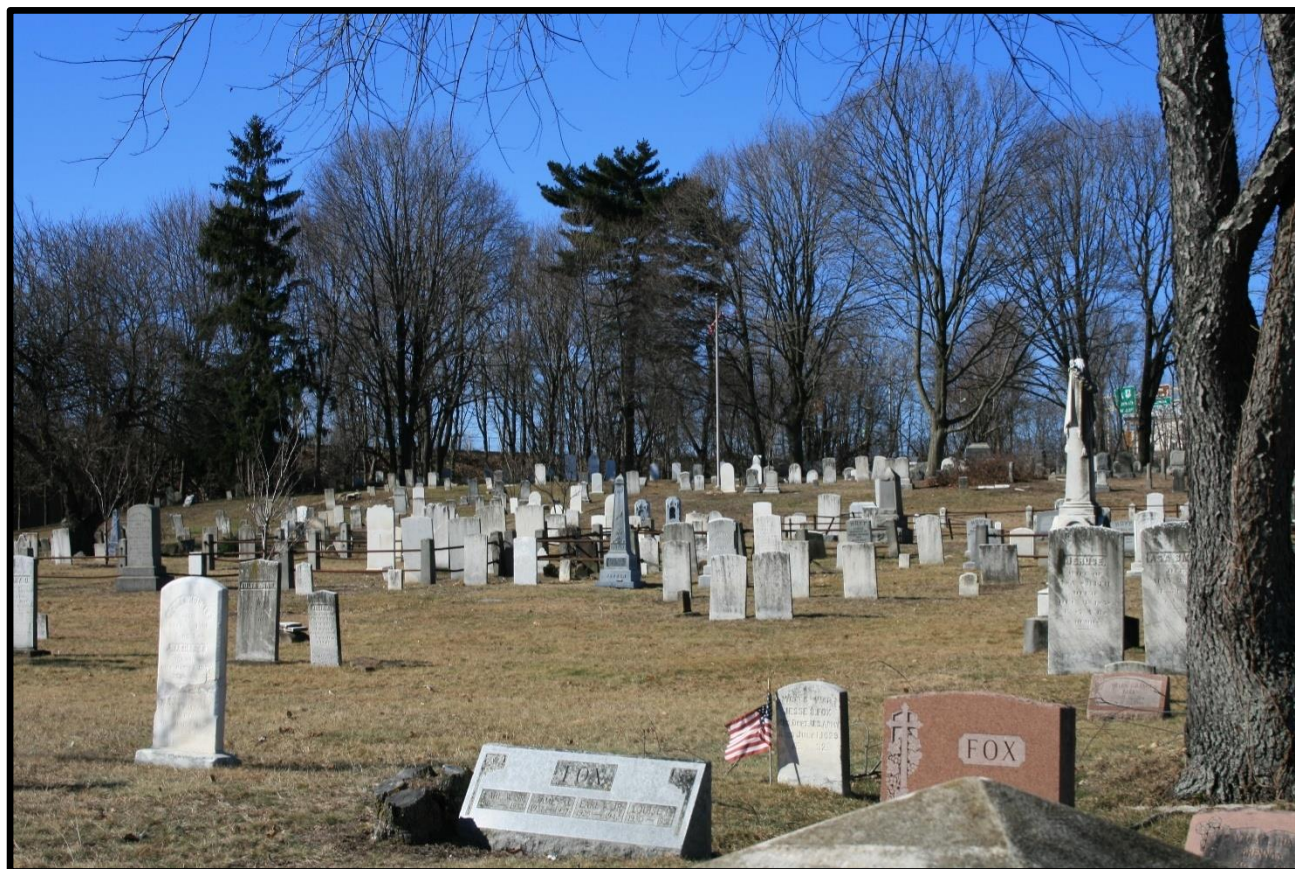
Photograph 8. South Main and Washington Streets Historic District, east side of North Main Street, view northeast. The rail line runs along the rear of these properties but is generally not visible from North Main Street.



Photograph 9. Former Norwalk Lock Company buildings, now in use for business offices, just east of the railroad right-of-way, view east.



Photograph 10. The former R & G Corset Factory at 21 Ann Street, view northeast.



Photograph 11. Pine Island Cemetery, view west.



Photograph 12. Converted 1924 garage, 13 Marshall Street, view northeast.



Photograph 13. Brick former factory building at 20 Pine Street (also known as 27 Ann Street), formerly part of the R&G Corset complex, view southeast.



Photograph 14. The property at 33-45 North Water Street, view north (Google Street View, December 2015).