



Kevin Burkman
Historic Preservation, Spring 2007
Preservation Paper: The North Princeton Developmental Center

I. Executive Summary

The North Princeton Developmental Center (NPDC) is located in Montgomery Township, approximately 6 miles northwest of Princeton borough. Originally known as the New Jersey State Village for Epileptics (NJSVE), this facility was established by an act of the New Jersey State Legislature in 1898. Its purpose was to provide an appropriate setting for the care and treatment of epileptics, many of whom had previously been placed in insane asylums or alms houses that were inappropriate settings for care and treatment.

The complex was built from 1899 to 1907. The village operated as a self-contained “town” that consisted of hospitals, housing, maintenance areas, schools, a power plant, and a wastewater treatment facility. It also had extensive agricultural and food processing capabilities. By the 1930’s, the Village had grown to more than 100 buildings housing some 1,500 patients and staff on more than 1,000 acres.

In 1952, the facility changed its focus and became the New Jersey Developmental Center (otherwise known as the NPDC), which it remained until its closure in 1998, when it became state “surplus property”. The facility was largely neglected by the state in the ensuing years. In early 2007, the facility was transferred to Montgomery Township, who plans to redevelop the remaining 256 acre property as a residential, commercial and recreational center, known as Skillman Village.

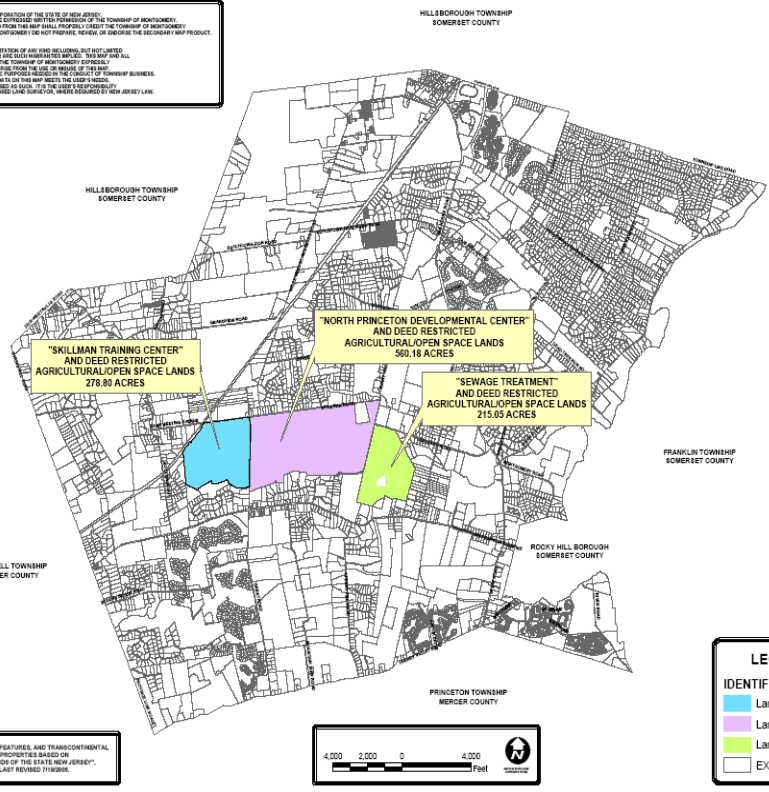
Much of the NPDC should be preserved, for several historic reasons:

- Many of the brick buildings on the site are characteristic of institutional architecture from the turn of the 20th century, with examples of Colonial Revival and Neo-Georgian. In addition, the landscape of the facility was designed by the famous landscape architect Charles W. Leavitt.
- The New Jersey Village of Epileptics was considered important for the history of epileptic treatment and institutionalized medical care; it became a model for progressive care in the US.
- The site is adjacent to historic Blawenburg Village, a state and National Historic District.
- The property represents a virtual time-capsule of architecture, landscape and medical history.

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1996 LOCATION MAP

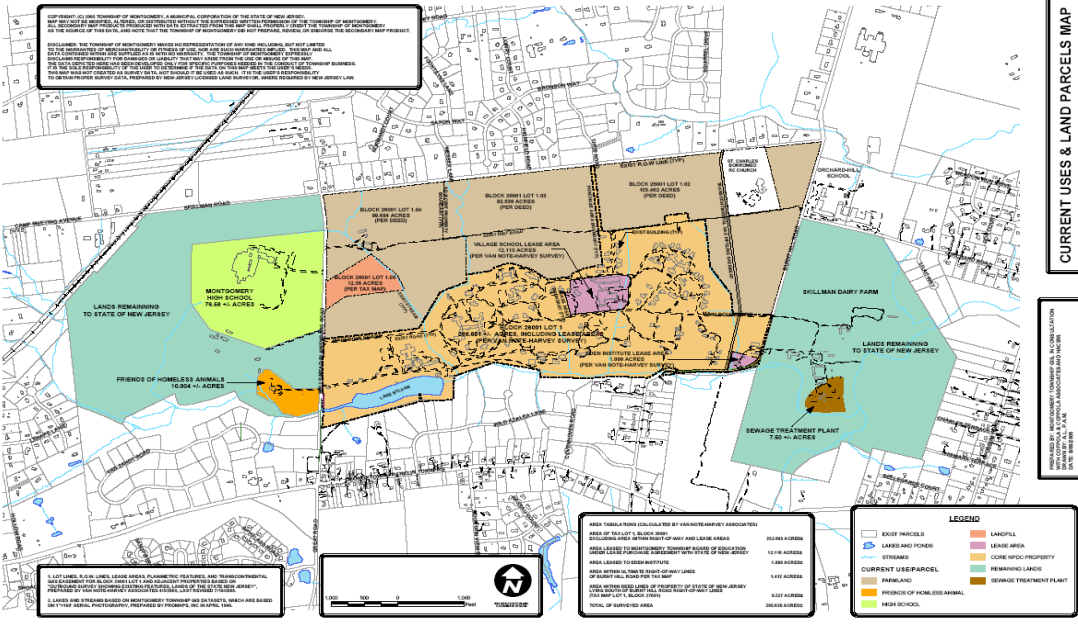
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Location Map of North Princeton Development Center

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CURRENT USES & LAND PARCELS MAP

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Map of North Princeton Development Center
 (Note: Shaded areas represent fullest extent of state property in 1899)

II. Overview of Community/Target Neighborhood Historic Resources

Montgomery Township

Once a part of Lenni Lenape Indian lands, Montgomery Township was settled by primarily Dutch farmers and speculators, in the mid 1600's. These would be followed in subsequent decades by English and German settlers. Churches, schools, general stores, blacksmith shops and hotel/taverns soon followed, and tended to cluster at intersections or other important points.

Montgomery Township played an important role in the military movements of the Revolutionary War as the Continental Army retreated across this part of New Jersey in the first week of December, 1776. General George Washington spent considerable time in the township, between the years of 1776 and 1783. Additionally, Rockingham Mansion, located in Rocky Hill, was Washington's last military headquarters (1783), is listed on the National Register of Historic Places.

Following the war, the movement of goods and people was accelerated by increasingly swifter forms of transportation. First was the building of the Georgetown and Franklin Turnpike between Lambertville and New Brunswick (1820-22: Rt. 518). Next came the digging of the Delaware and Raritan Canal along the east side of the Millstone River (1834). Railroad construction followed with the Delaware and Boundbrook Railroad (later the Reading), which established depots at Skillman, Harlingen and Belle Mead (1875).

In the early years of the twentieth century, the arrival of the automobile, electricity and telephone brought further growth and change. As a result, the one or two room schoolhouse was supplanted by the central school, post offices were consolidated and most of the hotels/taverns disappeared. The crossroad hamlets that once offered basic services of general store, blacksmith shops and the like disappeared also, many leaving only their names to mark a road or an area: Skillman, Bridgepoint and Dutchtown are examples. The township continues to be the home of many of the dwellings and houses that were built around the 1800s. The Montgomery Center for the Arts is located in one of these houses called 'The 1860 House' which was constructed in the late Greek Revival style. Of particular importance are the rustic stone bridges that exist in the area.

The paving and realignment of roads, and the building of new ones, came in the late 1800's-early 1900's. Farming continued despite many changes in the economy and in agricultural practices. In the late nineteenth century subsistence farming was giving way to specialized operations, such as dairying, poultry farming, and fruit orchards. As the twentieth century drew to a close even these ventures no longer offered the farmer an easy existence, given the rapidly appreciating value of the land, over against the low prices of products produced on it. As farms became less and less profitable, the land was converted to other uses. From the mid 1900's to the present, Montgomery Township evolved into a primarily residential community, along with industrial zones and corporate office properties while retaining some large tracts of open spaces.

The effects of population and land use changes in Montgomery Township have had a profound effect on the community. And the signs of continued growth show no signs of abating; until the mid-1900's the township had about 2,350 residents. By 1970, the population was 5,103 and according to the 2000 census, the population was 17,481. In the last decade of the twentieth century, Montgomery's population nearly doubled; currently, it is the fastest growing township in Somerset County. As suburbanization closes its grip over the Township, the push to limit runaway development and to acquire open space has become an urgent concern.

Princeton Borough and Township

The recorded history of the Princeton area began in the late 17th century when Dutch and English travelers crossed the narrow "waist" of New Jersey between the Delaware and Raritan rivers along paths created by the Lenni Lenape Indians. Portions of these paths survive in present day Nassau and Stockton Streets, Princeton-Kingston Road, Princeton-Lawrenceville Road, and Mount Lucas Road. One former path became the King's Highway and central New Jersey's main road for well over a hundred years.

In 1683 a New Englander named Henry Greenland built a house on the highway which is believed to be the first by a European within the present Township boundaries. He opened it as a "house of accommodation" or tavern. Portions of this house survive within the Gulick House at 1082 Princeton-Kingston Road.

In the 1690's six Quaker families established a community along Stony Brook, near the King's Highway (Route 206). These settlers built a landing in 1707 and a grist mill in 1712-14. Land was given for the Friends Meeting in 1709 and a meeting house was built in 1724, which still stands today.

The name "Princeton" appeared in 1724 and became common about ten years later. When the colonial post riders began using the King's Highway a village with a tavern trade sprang up. By 1740 regular stage traffic was operating, and by 1745 Princeton had become an important landmark between New Brunswick and Trenton.

In 1756 the College of New Jersey moved from Newark and erected Nassau Hall, bringing the village prominence. Princetonians Richard Stockton, John Witherspoon and Joseph Hewes were signers of the Declaration of Independence. The Battle of Princeton in January of 1777 was recognized as a turning point in the Revolutionary War. From June to November 1783 the Second Continental Congress met in Princeton. The new State Legislature also met at Princeton.

Increased traffic through the area led to the construction in 1804 of the "straight turnpike" (US Route 1) between Trenton and New Brunswick, which drew stage traffic away from Princeton. In 1807 the construction of the Princeton-Kingston Branch Turnpike (Mercer Road-Mercer Street-Nassau Street-Princeton-Kingston Road) helped to restore some of the lost activity. In 1811 the Presbyterian Church established Princeton Theological Seminary and in 1815 built Alexander Hall.

The construction of the Delaware and Raritan Canal and the Camden and Amboy Railroad in the 1830's stimulated considerable development in many areas along the route, including Princeton. With the construction of Princeton Basin as a shipping terminus and Canal Road (Alexander Street) linking it to the Borough, coal and building industries began to flourish in this area.

The construction boom continued with the erection of Whig and Clio Halls at the College, Miller Chapel at the Seminary, and the new First Presbyterian Church. Charles Smith Olden built the central porticoed block of Drumthwacket with a fortune he brought home from New Orleans. It was the era of the Greek Revival, and each of these buildings adhered closely to the Greek temple form. Charles Steadman and other builders erected dozens of new houses, including the highly prized collection at the top of Alexander Road which combined elements from the Federal and the Greek Revival styles.

The major buildings of the 1840's and 50's were designed by Philadelphia architects in Picturesque Revival styles. The influential architect John Notman designed four imposing villas for Commodore Stockton and his relatives, including Prospect, Guernsey Hall, Springdale, and the Walter Lowrie House, plus a church, a parish school, and the restoration and modification of Nassau Hall. By the mid-nineteenth century, fashionable society with its fine architecture and large estates had become concentrated on the west side of the town.

After the Civil War, the College launched an aggressive building campaign that has continued to the present. During the presidency of James McCosh (1868-88), the college erected buildings in primarily the Victorian Gothic style. There was a brief period of construction in the Richardsonian Romanesque style, most notably the college's Alexander Hall. At its Sesquicentennial in 1896 when the college officially became Princeton University, it announced that the Collegiate Gothic style would be used for future campus buildings. During the next fifty years, twenty-seven University buildings were erected in this style. The campus expanded to the corner of Nassau Street and University Place, along the east side of University Place and along both sides of Washington Road.

As the college expanded, so did residential development. In the last quarter of the 19th century many large houses were built on Dickinson Street, University Place, and Bayard Lane. This was a period of great eclecticism in architecture. After the First World War developers began to create subdivisions with a relatively limited choice of house designs. With exceptions on Prospect Avenue, and in a few other places, the eastern end of the Borough and most of the Township continued to be developed in more vernacular styles. While residential growth in the Borough continued at a steady pace, the Township remained agricultural and rural until the 20th century.

For most farmers, agriculture in the Township was not profitable enough to withstand the reward promised by real estate development. In the 1920's and '30's the northwestern section of the Township along the borough line was the first part to become

suburbanized; the rest of the Township soon followed. Housing development boomed as postwar employment expanded in Princeton and nearby communities and as commuting to New York and Philadelphia became more affordable and practical.

Target Site: North Princeton Developmental Center

In 1899, at the beginning of construction of the target site, central New Jersey was mostly agricultural, with scattered, small towns dispersed across the landscape. The nearby towns of Hopewell and Pennington, which date back to the mid 1800’s, feature late Federal architecture. Additionally, the borough of Princeton and its university, both of which date back to the late 17th century, display a full gamut of architectural styles, typical of the 18th and 19th centuries, including English Colonial, Federal and Greek Revival and Romanesque.

The target site is adjacent to Blawenburg Village, a State and National Historic District. Blawenburg was founded around 1800 and features Late Victorian, mid 19th Century Revival and Colonial Revival structures.

The target site was carved out of this historic agricultural community; parts of six-contiguous 18th and 19th century farms were purchased by the state and consolidated into the New Jersey State Village for Epileptics. Three of the original farmhouses remain on the property.

The target site is currently surrounded by single family residential development and deed restricted agricultural lands.

Target Site Historic Resources

In January 2001, while still in negotiation with the state for property transfer, Montgomery Township commissioned the engineering firm of Bovis Lend Lease to conduct a survey, which was based on the property’s historic value and condition. The following table summarizes the key points of the survey.

| Building Name | Historical/Architectural Importance | Condition/Reuse |
|--|---|--|
| Maplewood Mansion | <ul style="list-style-type: none"> • 19th century farm house that predates NJSTE • Dignified design and abundance of detailing present | <ul style="list-style-type: none"> • Fair condition • Reuse possible as museum or community center |
| Kay, Renner, Earle and Lyons Dormitories | <ul style="list-style-type: none"> • Four identical buildings of Colonial Revival style, in brick, with classical elements. | <ul style="list-style-type: none"> • Fair condition • Reuse possible as dwellings/offices |
| Fuld | <ul style="list-style-type: none"> • Early institutional building • Colonial Revival entry, ocular windows, | <ul style="list-style-type: none"> • Fair condition • Reuse possible as |

| | | |
|-----------------|--|---|
| | ornamented cornices and heavy belt-course. | dwellings/offices |
| Weeks Hospital | <ul style="list-style-type: none"> • Large brick building with hipped roof, segmented facade, Palladian detailing. • Important as an example of an early hospital and reflects character of the state village. | <ul style="list-style-type: none"> • Fair condition • Reuse possible as dwellings/offices |
| Laundry/Canteen | <ul style="list-style-type: none"> • Small, Georgian style brick building. • Triple arch portico, exposed rafters. • Reflects character of state village. | <ul style="list-style-type: none"> • Fair condition • Reuse possible as light industrial |
| Smalley Theater | <ul style="list-style-type: none"> • Constructed in 1916 as a community center • Large brick building in Colonial Revival Style • Was used for theatrical, athletic, socials and religious functions | <ul style="list-style-type: none"> • Good condition • Reuse as theater/community center |
| Old Dormitory | <ul style="list-style-type: none"> • “Multi” style brick building • * Traceried window dormers, quarter segmental gable windows, ornamented cornices, segmented lintels. • Expressive of character of period institution. | <ul style="list-style-type: none"> • Good condition • Reuse as dwellings |
| Power House | <ul style="list-style-type: none"> • Unique industrial space/reflects villages’ self-reliance • High floor to ceiling heights/long spans • One of the most flexible buildings in the village. | <ul style="list-style-type: none"> • Fair condition • Reuse possible as light industrial |

III. Challenges to Preservation of Historic Resources in Community/Target Neighborhood

Montgomery Township plans to retain 140 acres of the property for municipal, public and recreational use; the balance of the acreage will be used for low density redevelopment. It is the intention of Montgomery Township to incorporate existing structures into the new Skillman village, through a master plan that will blend commercial and historic themes.

From the time of the closing of the facility in 1998 to Montgomery Township’s acquisition of the property, virtually no ongoing maintenance was performed. Additionally, no measures were taken to secure the property from vandalism. As a result, many of the buildings, including those of historical importance, have fallen into a serious state of disrepair.

Regardless of their condition, most of these buildings are in excess of 100 years old, and were designed and built in an age when construction economics concentrated on the cost of materials, which were quite higher than the cost of labor. As a result, many of the buildings were not designed with safety, accessibility or additional load capacity (for future reuse) in mind.

Some of the structural challenges of preservation/redevelopment of the NPDC include:

- ADA access
- Fire rating
- Insulation
- Egress
- Small building footprints
- No vertical transportation in buildings taller than 1 story
- Structural capacity
- New basic services to buildings (water, sewer, electric, etc.)

These rehabilitation issues will present challenges when considering preservation and reuse against commercial considerations, up to and including the demolition and removal of buildings, which in many cases is more economically feasible. Nevertheless, the NPDC site continues to be viable for historically sensitive rehabilitation and reuse, with adequate public will and funding.

IV. Recommended Preservation Actions for Community/Target Neighborhood

A. Historic Designation

The NPDC project meets many of the criteria needed for funding from preservation administrations. Among these are;

- Redevelopment is being performed by a non-profit/public sector entity (Montgomery Township).
- Rehabilitation and preservation of historic buildings
- Encompasses a district
 - Significant concentration/continuity
 - Historically united structures
- Transportation Issues
 - Changes needed for existing roadway, to accommodate a larger volume of vehicular auto traffic, while preserving the historic significance of the original roadway pattern.
 - Installation of pedestrian and biking paths
- Environmental Issues
 - Rural residential character of target site and surroundings to be maintained
 - Preservation of open space
 - Preservation of historic landscape architecture
 - Preservation of historic view sheds

- Brownfield and contamination issues
 - Remediation of onsite landfill
 - Former power house ash landfill
 - Asbestos wrapped steam pipe removal
 - Miscellaneous disposal areas
 - Minor ground water contamination
 - Former underground storage tank locations

B. Preservation Strategies and Programs

Federal

The following Federal programs are listed as examples of possible resources for preservation:

National Register of Historic Places

The National Register of Historic Places is the United States government's official list of districts, sites, buildings, structures, and objects worthy of preservation. As of 2007, the list includes more than 80,000 entries, including many icons of American culture, history, engineering, and architecture. The Register was established in 1966 with the passage of the National Historic Preservation Act (NHPA).

Owners of properties listed on the National Register of Historic Places can be eligible for a 20% investment tax credit for the "certified rehabilitation of income-producing certified historic structures." The rehabilitation can be as commercial, industrial or residential, for rentals. The tax incentives program is operated by the Federal Historic Preservation Tax Incentives program, which is jointly managed by the National Park Service, SHPO, and the Internal Revenue Service. Aside from the 20% tax credit the tax incentive program offers a 10% tax credit for rehabilitation to owners of non-historic, non-residential buildings constructed before 1936.

For a property to be listed it must meet one of the four NRHP key criteria:

- Associations with events or activities
- Associations with important persons
- Distinctive design/construction
- Potential to yield important Information

Listed properties generally fall into one of five categories, though there are special considerations for other types of properties which do not fit into these five broad categories or fit into more specialized subcategories. The five general categories for NRHP properties are: building, structure, object, site, and district.

Please refer to Appendix 3 to review a sample National Register application form.

Historical American Building Survey (HABS): Part of the HABS mandate is to conduct a nationwide documentation program in partnership with state and local governments, private industry, professional societies, universities, preservation groups, and other Federal agencies. The program assigns highest priority to sites of national significance that are in danger of demolition or loss by neglect

National Trust for Historic Preservation (NTHP):

The National Trust for Historic Preservation is a private, nonprofit membership organization dedicated to saving historic places and revitalizing America's communities. The Trust's National Preservation Endowment offers several types of financial assistance to nonprofit organizations, public agencies, for-profit companies, and individuals involved in preservation-related projects. Some of the funding available from the NTHP that might be suitable for preservation at the NPDC is:

- The Johanna Favrot Fund for Historic Preservation: Provides nonprofit organizations and public agencies grants ranging from \$2,500 to \$10,000 for projects that contribute to the preservation or the recapture of an authentic sense of place. Individuals and for-profit businesses may apply only if the project for which funding is requested involves a National Historic Landmark. Funds may be used for professional advice, conferences, workshops and education programs.
- The Cynthia Woods Mitchell Fund for Historic Interiors: Provides nonprofit organizations and public agencies grants ranging from \$2,500 to \$10,000 to assist in the preservation, restoration, and interpretation of historic interiors. Individuals and for-profit businesses may apply only if the project for which funding is requested involves a National Historic Landmark. Funds may be used for professional expertise, print and video communications materials, and education programs.
- The National Preservation Loan Fund (NPLF) is a more flexible fund in terms of project criteria that provides funding for a variety of preservation projects. These may include acquiring and/or rehabilitating historic buildings, sites, structures and districts, and preserving National Historic Landmarks.

Eligible applicants are tax-exempt nonprofit organizations, local, state, or regional governments, and for-profit organizations. Preference is given to nonprofit and public sector organizations.

Eligible properties are: local, state, or nationally designated historic resources; contributing resources in a certified local, state or national historic districts; resources eligible for listing on a local, state, or national register; or locally recognized historic resources

Eligible projects involve the acquisition, stabilization, rehabilitation and/or restoration of historic properties in conformance with the Secretary of the Interior's Standards for the Treatment of Historic Properties.

The loan amount is based on the type of project and use of funds, with a maximum loan amount of \$350,000; loan terms range from one to seven years.

National Parks Service/Historic Preservation Fund

Since 1968, the National Park Service has provided funding for a variety of grant programs aimed at protecting our Nation's most significant historic and cultural sites and our diverse cultural heritage. More than one billion dollars has been awarded to federal, state, and local governments, Native American tribes, nonprofit organizations and educational institutions for preservation projects in all 50 states and the U.S. Territories.

Since 1970, the State and Tribal Historic Preservation Offices have received approximately \$37 million in annual matching grants through the Historic Preservation Fund (HPF) to assist in expanding and accelerating their historic preservation activities.

Funding is used to pay part of the costs of staff salaries, surveys, comprehensive preservation studies, National Register nominations, educational materials, as well as architectural plans, historic structure reports, and engineering studies necessary to preserve historic properties. HPF grants are funded on a 60 percent matching share basis. This means that for every \$3,000 the Federal government offers to a State Historic Preservation Offices (SHPO), the SHPO must provide \$2,000 (for a total of \$5,000) in order to keep the federal share. These grants are matched by the SHPO's "partners and customers;" i.e., their own state government, local governments, non-profit organizations, businesses, educational institutions, and interested individuals.

Please see the "Historic Preservation Tax Incentives" below for more information.

The Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring and Reconstructing Historic Buildings

The Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring and Reconstructing Historic Buildings are intended to provide guidance to historic building owners and building managers, preservation consultants, architects, contractors, and project reviewers prior to treatment. While the treatment Standards are designed to be applied to all historic resource types included in the National Register of Historic Places (buildings, sites, structures, districts, and objects), the Guidelines also apply to specific resource types; in this case, buildings.

The Guidelines have been prepared to assist in applying the Standards to all project work; consequently, they are not meant to give case-specific advice or address exceptions or rare instances. Therefore, it is recommended that the advice of qualified historic preservation professionals be obtained early in the planning stage of the project.

The Guidelines pertain to both exterior and interior work on historic buildings of all sizes, materials, and types. Those approaches to work treatments and techniques that are

consistent with The Secretary of the Interior's Standards for the Treatment of Historic Properties are listed as "Recommended"; those which are inconsistent with the Standards are listed as "Not Recommended".

The Standard's four treatments: Preservation, Rehabilitation, Restoration, and Reconstruction.

In Rehabilitation, historic building materials and character-defining features are protected and maintained as they are in the treatment Preservation; however, an assumption is made prior to work that existing historic fabric has become damaged or deteriorated over time and, as a result, more repair and replacement will be required. Thus, latitude is given in the Standards for Rehabilitation and Guidelines for Rehabilitation to replace extensively deteriorated, damaged, or missing features using either traditional or substitute materials. Of the four treatments, only Rehabilitation includes an opportunity to make possible an efficient contemporary use through alterations and additions. This is of particular interest with the proposed NPDC project, as much of the original structures have deteriorated significantly. Additionally, any rehabilitated structures will most likely have contemporary uses.

SAFETEA-LU

Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users' or SAFETEA-LU, a Federal Highway Administration program, addresses the many challenges facing our transportation system today; challenges such as improving safety, reducing traffic congestion, improving efficiency in freight movement, increasing intermodal connectivity, and protecting the environment, as well as laying the groundwork for addressing future challenges. SAFETEA-LU promotes more efficient and effective Federal surface transportation programs by focusing on transportation issues of national significance, while giving state and local transportation decision makers more flexibility for solving transportation problems in their communities.

The NPDC could be eligible for funding from SAFETEA-LU, for the following:

Recreational Trails (SAFETEA-LU Sec.1109)

A total of \$370 million is provided through 2009 to continue this program to develop and maintain trails for recreational purposes that include pedestrian, equestrian, bicycling and non-motorized snow activities as well as off-road motorized vehicle activities. This funding can be applied to:

- Maintenance and restoration of existing recreational trails
- Development and rehabilitation of trailside and trailhead facilities and trail linkages for recreational trails
- Purchase and lease of recreational trail construction and maintenance equipment;
- Construction of new recreational trails
- Acquisition of easements and fee simple title to property for recreational trails or recreational trail corridors

- Assessment of trail conditions for accessibility and maintenance

Transportation, Community and System Preservation (SAFETEA-LU Sec. 1117)

There is authorized to be appropriated from the Highway Trust Fund to carry out this section \$25,000,000 for fiscal year 2005 and \$61,250,000 for each of fiscal years 2006, 2007, 2008, and 2009. This program facilitates the planning, development, and implementation of strategies to integrate transportation, community, and system preservation plans and practices that address 1 or more of the following:

- Improve the efficiency of transportation systems.
- Traffic calming measures.
- promote cost-effective and strategic investments in transportation infrastructure that minimize adverse impacts on the environment
- preservation or development policies that include a mechanism for reducing potential impacts of transportation activities on the environment

Federal Historic Preservation Tax Incentives

To be eligible for the 20% rehabilitation tax credit, a project must also meet the following basic tax requirements of the Internal Revenue Code:

- The building must be *depreciable*. That is, it must be used in a trade or business or held for the production of income. It may be used for offices, for commercial, industrial or agricultural enterprises, or for rental housing.
- The rehabilitation must be *substantial*. That is, during a 24-month period selected by the taxpayer, rehabilitation expenditures must exceed the greater of \$5,000 or the adjusted basis of the building and its structural components. The adjusted basis is generally the purchase price, minus the cost of land, plus improvements already made, minus depreciation already taken.
- The property must be placed in service (that is, returned to use). The rehabilitation tax credit is generally allowed in the taxable year the rehabilitated property is placed in service.
- The building must be a *certified historic structure* when it is placed in service; if it is not yet a *certified historic structure* when it is placed in service, the owner must have requested on or before the date that the building was placed in service a determination from the NPS that the building is a *certified historic structure*, and have a reasonable expectation that the determination will be granted.
- Qualified rehabilitation expenditures include costs associated with the work undertaken on the historic building, as well as architectural and engineering fees, site survey fees, legal expenses, development fees, and other construction-related costs, if such costs are added to the basis of the property and are determined to be reasonable and related to the services performed.

The NPDC meets all of these IRS/historic preservation tax incentive criteria:

- Nearly all buildings on the property are depreciable; after rehabilitation, they will be used for income generating ventures (small businesses, rental units).
- The rehabilitation of the NPDC will be substantial (\$15+ million, over 5-10 years)
- The buildings are of a historic nature, making them eligible for consideration and designation for certified rehabilitation.

State

In addition to the rehabilitation of historic buildings, the NPDC project features aspects that are environmental in nature; brownfield remediation, open space and view shed preservation. The following New Jersey state programs are listed as examples of possible resources:

Green Acres Program

Green Acres provides low interest (2%) loans and grants to municipal and county governments to acquire open space and develop outdoor recreation facilities. Green Acres works with local governments from the time of application through project completion. Over 80,000 acres have been protected and hundreds of recreation development projects throughout the state have been financed through Green Acres' Local and Nonprofit funding program. Green Acres also provides matching grants to nonprofit organizations to acquire land for public recreation and conservation purposes.

Green Acres also administers the Tax Exemption Program, which provides exemption from local property taxes to eligible nonprofit organizations that own recreation or conservation lands and permit public use of their private lands. The Tax Exemption Program has protected over 38,000 acres of private lands.

Office of Smart Growth

The Office of Smart Growth (OSG) coordinates planning throughout New Jersey to protect the environment and guide future growth into compact, mixed use development and redevelopment. OSG administers programs that provide technical, advisory and financial assistance. Some of the programs that could be relevant for the NPDC project are:

- Brownfields Development
 - Expedites process of returning brownfield sites to productive use
 - Applies smart growth principles
 - Creates marketing strategy for redevelopment
- Community Design and Physical Planning
 - Development of master planning
 - Development of zoning and land development codes
 - Development of technical standards

- Smart Future Planning Grants
 - Provides funding for livable/sustainable communities
 - Balances redevelopment with preservation of open space and environmental resources

New Jersey Historic Trust

An office of the Department of Community Affairs, the New Jersey Historic Trust (NJHT) provides financial support and technical assistance to historic preservation projects. Funding assistance is available for units of local and county government or qualified nonprofit organizations. A NJHT program that pertains to the NPDC project is:

- Garden State Historic Preservation Fund
 - Capital Preservation Grants: Funds for construction related to repair, preservation, restoration and rehabilitation of historic properties

Local

Montgomery Township Landmarks Preservation Commission

Montgomery Township maintains a Landmarks Preservation Commission. The Commission's powers and duties are:

- To complete a survey of historic sites and historic districts in Montgomery Township and to prepare a list and official map of those historic sites and districts. The list and official map shall also be referred to the Montgomery Township Committee for adoption and inclusion in the Zoning Map and the Land Development Ordinance as a Landmarks Preservation Overlay Zone.
- To keep a register of all properties and structures that have been designated as historic sites or historic districts, including all information required for each designation.
- To advise and assist owners of historic sites and property or structures within historic districts on physical and financial aspects of preservation, renovation, rehabilitation and re-use and on procedures for inclusion on the National Register of Historic Places.
- To provide information and advice concerning all proposed National Register nominations for properties that come within the jurisdiction of the Landmarks Preservation Commission and to provide assistance to people who may wish to secure national or state historic recognition.
- To hold public hearings and to review applications for construction, alteration, removal or demolition affecting proposed or designated historic sites within historic districts.

- To consider applications for Certificates of Hardship.
- To develop specific design guidelines for the alteration, construction, or removal of landmarks or property and structures within historic districts.
- To advise the Planning Board and the Zoning Board of Adjustment on matters affecting historically and architecturally significant property, structures and areas.
- At its discretion, to confer recognition upon the owners of landmarks or properties or structures within historic districts by means of certificates, plaques, or markers.
- To collect and assemble materials on the importance of historic preservation and specific techniques for achieving same.

Montgomery Township Master Plan for the NPDC

Since 1995, when it became apparent that the State intended to close the NPDC, the disposition of the property and future land uses on the property have been the subject of deliberation and action by the Township. In 2005, with the assistance of Coppola & Coppola Associates and HACBM Architects, Engineers, Planners, LLC, the township devised a master plan for the property. Entitled “Redevelopment Planning Framework & Guidelines for the Core Portion of the North Princeton Developmental Center Property, to be known as Skillman Village”, the plan includes history, current usage and conditions of the property. Additionally, it outlines the Township’s projected usage for the property in a section entitled “Guiding Principles for Redevelopment of the Property”

Some of the key points of the master plan are:

- Any use of the property must safeguard the integrity of existing neighborhoods in the vicinity
- The property is located within “planning Area 4” (PA-4) under the New Jersey State Development and Redevelopment Plan (it is designated as an Agricultural/Rural environment). Therefore, any redevelopment of the property should include low impact and low intensity uses and should be a model of smart growth within the PA-4 planning area.
- The preserved farmland abutting the property to the north and the historic Village of Blawenburg to the south must be factored into any plan and must be safeguarded.
- Previously designated structures shall be re-used and preserved if feasible because of their historic value and/or particular relevance to the historic use of the property.
- Any development shall require minimal regarding of existing terrain and as much as possible of the original landscape features and existing specimen trees on the property shall be maintained and protected.
- The redevelopment of the property shall be a model of sustainable development that is economically, environmentally and socially sustainable.
- In accordance with the growth share requirements of COAH’s “Substantive Rules”, the redeveloper(s) shall be responsible for satisfying the required number of affordable housing units obligated to Montgomery Township as a result of any proposed development.

V. Future Preservation Policies

In 1995, the state of New Jersey officially shutdown the NPDC, declared it surplus property, and began considering options for its reuse, including a possible transfer to Montgomery Township. This was followed by nine years of on-again, off again negotiations between the state and the township, regarding the final disposition of the property. At the heart of the issue were dollars and cents. Not only was the cost of the land and property considered, but also the cost of environmental clean up.



From the onset, the township offered to take responsibility of the cleanup if the price of the land were adjusted accordingly. Township officials believed the cleanup could cost as much as \$10 million; state treasury officials called the figure outlandish. As a result, on December 23, 2004, the township filed a claim against both the state and its treasury, who holds state surplus property. The claim cited violations of the federal Resource Conservation and Recovery Act and the state Environmental Rights Act, and demanded that the state start cleaning up the North Princeton Developmental Center. The state's response to the lawsuit was that the township was exaggerating the health and environmental concerns of the site, thus gaining negotiation leverage over the sale price. In the end, both sides agreed to settle the matter out of court with nonbinding arbitration; the state and township finally signed a Memorandum of Agreement on the property in December 2005.

In the interim, the NPDC sat vacant, unmaintained and unsecured, adding millions of dollars of costs for rehabilitating the buildings and property. The state surplus property disposition policy should be changed, in such a manner that timely disposition of surplus properties can be made. Additionally, the state should be required to follow its own mandated rules regarding environmental clean up and maintenance of the surplus property it owns. Following these methods would preclude years of negotiations with

local municipalities and severely cut the cost of future rehabilitation and preservation efforts. "In the preservation world, the term is 'demolition by neglect,' " according to Brad Lay, president of the Van Harlingen Historical Society, a local heritage group."The state is, through neglect, demolishing these buildings. Through not making a decision, they're making a decision, and we're seeing a real preservation tragedy as a result."

VI. Sources

- Montgomery Township
- Princeton Township
- Van Harlingen Historical Society
- United States Census
- New York Times Article “The Ghost Town Next Door”, February 6, 2005

VII. Appendices

Appendix 1: Montgomery Township Demographic Information

DP-1. Profile of General Demographic Characteristics: 2000

Data Set: [Census 2000 Summary File 1 \(SF 1\) 100-Percent Data](#)

Geographic Area: **Montgomery township, Somerset County, New Jersey**

NOTE: For information on confidentiality protection, nonsampling error, definitions, and count corrections see <http://factfinder.census.gov/home/en/datanotes/expsf1u.htm>.

| Subject | Number | Percent |
|-------------------------|---------------|--------------|
| Total population | 17,481 | 100.0 |
| SEX AND AGE | | |
| Male | 8,624 | 49.3 |
| Female | 8,857 | 50.7 |
| Under 5 years | 1,514 | 8.7 |
| 5 to 9 years | 1,823 | 10.4 |
| 10 to 14 years | 1,632 | 9.3 |
| 15 to 19 years | 1,036 | 5.9 |
| 20 to 24 years | 440 | 2.5 |
| 25 to 34 years | 1,708 | 9.8 |
| 35 to 44 years | 3,869 | 22.1 |
| 45 to 54 years | 2,899 | 16.6 |
| 55 to 59 years | 822 | 4.7 |
| 60 to 64 years | 549 | 3.1 |
| 65 to 74 years | 768 | 4.4 |
| 75 to 84 years | 327 | 1.9 |
| 85 years and over | 94 | 0.5 |
| Median age (years) | 36.8 | (X) |
| 18 years and over | 11,722 | 67.1 |
| Male | 5,672 | 32.4 |
| Female | 6,050 | 34.6 |
| 21 years and over | 11,395 | 65.2 |
| 62 years and over | 1,489 | 8.5 |
| 65 years and over | 1,189 | 6.8 |
| Male | 572 | 3.3 |

| Subject | Number | Percent |
|---|---------------|----------------|
| Female | 617 | 3.5 |
| RACE | | |
| One race | 17,250 | 98.7 |
| White | 14,781 | 84.6 |
| Black or African American | 361 | 2.1 |
| American Indian and Alaska Native | 15 | 0.1 |
| Asian | 2,011 | 11.5 |
| Asian Indian | 556 | 3.2 |
| Chinese | 1,095 | 6.3 |
| Filipino | 86 | 0.5 |
| Japanese | 68 | 0.4 |
| Korean | 121 | 0.7 |
| Vietnamese | 11 | 0.1 |
| Other Asian ¹ | 74 | 0.4 |
| Native Hawaiian and Other Pacific Islander | 2 | 0.0 |
| Native Hawaiian | 1 | 0.0 |
| Guamanian or Chamorro | 1 | 0.0 |
| Samoan | 0 | 0.0 |
| Other Pacific Islander ² | 0 | 0.0 |
| Some other race | 80 | 0.5 |
| Two or more races | 231 | 1.3 |
| Race alone or in combination with one or more other races ³ | | |
| White | 14,968 | 85.6 |
| Black or African American | 416 | 2.4 |
| American Indian and Alaska Native | 46 | 0.3 |
| Asian | 2,146 | 12.3 |
| Native Hawaiian and Other Pacific Islander | 10 | 0.1 |
| Some other race | 135 | 0.8 |
| HISPANIC OR LATINO AND RACE | | |
| Total population | 17,481 | 100.0 |
| Hispanic or Latino (of any race) | 387 | 2.2 |
| Mexican | 76 | 0.4 |
| Puerto Rican | 96 | 0.5 |
| Cuban | 47 | 0.3 |
| Other Hispanic or Latino | 168 | 1.0 |
| Not Hispanic or Latino | 17,094 | 97.8 |
| White alone | 14,507 | 83.0 |
| RELATIONSHIP | | |
| Total population | 17,481 | 100.0 |
| In households | 17,346 | 99.2 |
| Householder | 5,803 | 33.2 |
| Spouse | 4,382 | 25.1 |
| Child | 6,378 | 36.5 |
| Own child under 18 years | 5,617 | 32.1 |
| Other relatives | 404 | 2.3 |
| Under 18 years | 58 | 0.3 |
| Nonrelatives | 379 | 2.2 |
| Unmarried partner | 145 | 0.8 |
| In group quarters | 135 | 0.8 |
| Institutionalized population | 123 | 0.7 |
| Noninstitutionalized population | 12 | 0.1 |
| HOUSEHOLDS BY TYPE | | |
| Total households | 5,803 | 100.0 |
| Family households (families) | 4,783 | 82.4 |
| With own children under 18 years | 2,963 | 51.1 |
| Married-couple family | 4,382 | 75.5 |

| Subject | Number | Percent |
|--|---------------|----------------|
| With own children under 18 years | 2,729 | 47.0 |
| Female householder, no husband present | 305 | 5.3 |
| With own children under 18 years | 196 | 3.4 |
| Nonfamily households | 1,020 | 17.6 |
| Householder living alone | 823 | 14.2 |
| Householder 65 years and over | 205 | 3.5 |
| | | |
| Households with individuals under 18 years | 3,006 | 51.8 |
| Households with individuals 65 years and over | 839 | 14.5 |
| | | |
| Average household size | 2.99 | (X) |
| Average family size | 3.33 | (X) |
| | | |
| HOUSING OCCUPANCY | | |
| Total housing units | 6,130 | 100.0 |
| Occupied housing units | 5,803 | 94.7 |
| Vacant housing units | 327 | 5.3 |
| For seasonal, recreational, or occasional use | 34 | 0.6 |
| | | |
| Homeowner vacancy rate (percent) | 0.9 | (X) |
| Rental vacancy rate (percent) | 16.4 | (X) |
| | | |
| HOUSING TENURE | | |
| Occupied housing units | 5,803 | 100.0 |
| Owner-occupied housing units | 5,031 | 86.7 |
| Renter-occupied housing units | 772 | 13.3 |
| | | |
| Average household size of owner-occupied unit | 3.12 | (X) |
| Average household size of renter-occupied unit | 2.14 | (X) |
| | | |
| Subject | Number | Percent |

(X) Not applicable

¹ Other Asian alone, or two or more Asian categories.

² Other Pacific Islander alone, or two or more Native Hawaiian and Other Pacific Islander categories.

³ In combination with one or more other races listed. The six numbers may add to more than the total population and the six percentages may add to more than 100 percent because individuals may report more than one race.

Source: U.S. Census Bureau, Census 2000 Summary File 1, Matrices P1, P3, P4, P8, P9, P12, P13, P,17, P18, P19, P20, P23, P27, P28, P33, PCT5, PCT8, PCT11, PCT15, H1, H3, H4, H5, H11, and H12.