# HISTORIC PRESERVATION PLAN ELEMENT

CITY OF SOMERS POINT

Atlantic County, New Jersey

September 2010

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#### In Appreciation

This Historic Preservation Plan recognizes the dedicated efforts of the Historic Preservation Commission in collecting and sharing this history, and assisting the Planning Board and City Council in crafting preservation and conservation policies and regulations designed to meet Somers Point's unique needs.

"The Greenest Building is the One Already Built"

#### Carl Elefante

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#### EXECUTIVE SUMMARY

Historic preservation is all about values, and it is an arena of competing interests. Investment value, for instance, is claimed by some to increase and by others to decrease in response to historic districting. And if the ability to alter or remove a historic building is key to achieving an investment expectation, historic designations are seen as inimical to value.

Nonetheless, the intrinsic value of authenticity is one of the enduring benefits of protecting our heritage buildings. As society mobilizes toward more sustainable lifestyles, historic homes offer well-built, right-sized alternatives to sprawl that retain the craftsmanship, embodied energy and quality materials used in construction, rather than turning them into waste. At a time when nicely settled neighborhoods are increasingly being pulled apart and reshaped by oversized replacement homes, the preservation planning process will help Somers Point develop effective protective strategies to incentivize retention and disincentivize removal of historic buildings.

Historic preservation planning involves both process and product. As process, it identifies desirable community assets and provides the vision for preserving, protecting and enhancing the historic buildings, structures and fabric of Somers Point. Understanding and documenting historic and cultural assets is a fundamental building block in this process.

As product, this Historic Preservation Plan (HPP) relates historic assets to significant persons, places and events in local and regional history, highlighting the civic ideals guiding those who settled the area, transforming it first into a successful homestead and later a bustling seaside town The HPP also calls attention to the lifestyles of the original Lenape inhabitants who traveled seasonally to the sea as part of their migratory culture, and chronicles how and why Somers Point became the earliest settlement in Atlantic County.

The HPP weaves together the many stories that comprise the history of Somers Point to promote an appreciation for its unique built form and cultural landscape. It also highlights the need for a wide variety of tools and partnering efforts to address local historic preservation needs and objectives.

Consensus-building and partnering helps allay the fears and concerns of property owners, who sometimes worry that preservation policies and regulations will have a negative impact on property values or prevent updating of structures to meet lifestyle needs. A broad-based education campaign about the community values reflected and expressed in these buildings, as well as the merits of preservation, will be key to a broader appreciation of their intrinsic value to the neighborhood fabric and their strong positive impact on real estate values.

#### PURPOSE AND GOALS OF THE HISTORIC PRESERVATION PLAN

The vision for heritage conservation in Somers Point is inclusive and embraces the full range of stakeholders and preservation partners to provide equitable approaches to protecting Somers Point's historic buildings, neighborhoods and streetscapes. It also examines lessons from the past that can inform future land use policy and regulations.

Protecting Somers Point's rich history and extensive inventory of historic resources helps to retain the community's special character, authentic sense of place and connection with its past. Historic buildings, structures, neighborhoods and inspired landscapes shape the community's identity, providing a sense of stability and enduring values.

The simple charm of Somers Point, the place where Atlantic County began its growth spurt over three centuries ago, is a fragile commodity, easily damaged when local style and scale are not respected. As the Atlantic coastal tourist economy continues to threaten community character, and bigger 21<sup>st</sup> century homes outcompete those smaller, simpler and less plush for a piece of land, neighborhood cohesiveness becomes frayed. This leads to a dissonance that would not have been felt had the scale and rhythm of a neighborhood and its landscape been intact. And when buildings are removed or replaced, important elements of community character are frequently lost, depriving us of the personal experience of these places and their physical presence.

The "teardown" replacement homes that are encroaching into established neighborhoods are typically far larger in size than the home they replace, substantially undermining established neighborhood character. When the teardown is a historic home, the loss extends beyond the lot lines to affect neighborhood character and the investments of other property owners. At the same time, another more subtle threat involves the slow erosion of Somers Point's historic fabric, setting and materials, as insensitive changes continue to diminish the quality of historic buildings and landscapes.

This Plan examines these risks and current regulations to develop a range of tools and working partnerships, where the efforts of an informed and concerned citizenry can maintain and enhance Somers Point's civic virtues, desirable community character and quality of life. Protecting the buildings and places that tell the story of Somers Point's past fosters an appreciation of the community, enriches it and helps move it toward a more sustainable future.

To advance historic resource conservation and preservation in Somers Point, the following broad goals are intended to guide Somers Point's preservation policies, strategies and actions:

**Goal 1 -** *Safeguard* the cultural, social, economic and architectural heritage of *Somers Point*.

**Goal 2** - *Maintain* cohesive neighborhoods and a compatible, harmonious context for historic assets and discourage new construction that would be destructive of the character of Somers Point's historic neighborhoods.

**Goal 3 -** *Promote appreciation* of our cultural, physical and architectural heritage, including historic landmarks, and **engage all stakeholders** in a common understanding of the importance of preserving Somers Point's cultural heritage.

**Goal 4 -** *Prevent destruction, demolition or inappropriate alterations to historic resources.* 

These goals represent the core concepts that guide this plan, and are further elaborated in the recommended Policies and Strategies. These goals can be seen as signposts along the way, general objectives that may be accomplished in a number of ways. These goals, as guiding factors for Somers Point's historic preservation efforts, will ensure that the initiative is focused, clear and purposeful.

The expedited accomplishment of these goals will only occur as a result of a concentrated and multi-faceted strategic approach, as is detailed in the recommendations contained herein.

## FRAMEWORK FOR HISTORIC PRESERVATION PLANNING IN NEW JERSEY

## The New Jersey Municipal Land Use Law

As Somers Point faces the challenges of a complex 21<sup>st</sup> century, the town's historic fabric and resources will likely come under strong pressures for change. The stories behind these structures combine to form our collective history, and retaining them keeps their stories accessible. Oversized new houses, insensitive to their context, can easily undermine this desirable character when these replacements are taller and more massive than the previous homes. Often these replacements have far more floor area, lot coverage, tree removal and lawn sprinkling, among other neighborhood impacts.

Preservation of historic sites and districts serves to promote the aesthetic, environmental, cultural and economic values within the City and retains the authentic character of place. New Jersey's Municipal Land Use Law (MLUL) provides strong tools to protect historic resources both at the site-specific and neighborhood level. These tools include the authority to appoint a historic preservation commission, to prepare inventories of historic

properties and to designate landmarks and districts. Correct implementation of these tools can help to prevent the removal and replacement of an individual historic home and protect the fabric, feel and features of historic buildings and districts.

The Municipal Land Use Law (N.J.S.A. 40:55D-1 et seq.) encourages "...municipal action to guide the appropriate use or development of all lands" in ways that promote the general welfare through local plans and zoning. The MLUL (NJSA 40:55D-2) highlights the importance of conserving our heritage, as reflected in historic landscapes, buildings and structures. The following purpose explicitly calls for protection of historic resources:

j. To promote the conservation of historic sites and districts, open space, energy resources and valuable natural resources in the State and to prevent urban sprawl and degradation of the environment through improper use of land;

The civic design principles of the "pre-sprawl" era provided a strong sense of community through the type, style and arrangement of buildings. Conserving historic sites and districts helps retain the authentic character that enriches our understanding of "place" and allows the past to inform and influence the evolving landscape.

In furtherance of its heritage conservation objectives, the MLUL provides for preparation and adoption of a Historic Preservation Plan Element (*N.J.S.A. 40:55D-28b.10.*) as follows:

"(10) a historic preservation plan element:

(a) indicating the location and significance of historic sites and historic districts;

(b) identifying the standards used to assess worthiness for historic site or district identification; and

(c) analyzing the impact of each component and element of the master plan on the preservation of historic sites and districts".

This historic preservation plan includes the requisite identification of historic resources and their significance. It also reviews how Somers Point can assure that this heritage is not lost by examining how other plan elements affect historic preservation.

The MLUL also provides regulatory tools unrelated to historic preservation through zoning that can be particularly helpful in this arena, including building and lot requirements. Many large homes have already replaced smaller dwellings in Somers Point and their design and arrangement typically reflects little concern for preexisting neighborhood character and context. Additionally, as these large homes replace their comparatively diminutive forerunners in neighborhoods that have aged gracefully over time, congruence yields to incongruity. And with each occurrence, the aura of a wellsettled neighborhood is chipped away and replaced with a new, and sometimes harsh, reality. As Somers Point continues to identify, promote and protect its historic and cultural resources, this Historic Preservation Plan suggests cohesive tools and provides an action plan for neighborhood conservation and historic preservation efforts to achieve these goals.

## Somers Point's Historic Preservation Commission

New Jersey takes center stage when the significant events of our nation's history are chronicled, from the training and battles that forged our Union in Washington's time, to the birth of the industrial revolution and the development of modern communications. Surprisingly, however, less than 30% of New Jersey municipalities have appointed Historic Preservation Commissions to date.

Somers Point is one of the 165 New Jersey municipalities where a duly appointed Historic Preservation Commission (<u>http://www.somerspointgov.org/main/</u> historic\_comm.asp) helps to steward and protect these resources, created by ordinance pursuant to the MLUL.

Enabled under the MLUL, the Historic Preservation ordinance is intended to advance the same goals as any local plan and regulation. The purposes of the MLUL (N.J.S.A. 40:55D-2) that are particularly relevant to Somers Point's historic preservation activities, include:

"a. To encourage municipal action to guide the appropriate use or development of all lands in this State, in a manner which will promote the public health, safety, morals, and general welfare;"

"e. To promote the establishment of appropriate population densities and concentrations that will contribute to the well-being of persons, neighborhoods, communities and regions and preservation of the environment;"

"g. To provide sufficient space in appropriate locations for a variety of agricultural, residential, recreational, commercial and industrial uses and open space, both public and private, according to their respective environmental requirements in order to meet the needs of all New Jersey citizens;"

"i. To promote a desirable visual environment through creative development techniques and good civic design and arrangement;"

"j. To promote the conservation of historic sites and districts, open space, energy resources and valuable natural resources in the State and to prevent urban sprawl and degradation of the environment through improper use of land;"

These purposes provide direct linkage between historic preservation and the "triple bottom line" of "people, profit and planet." It is also noteworthy that the Historic Preservation Commission is the only body authorized by the MLUL where the membership must include persons technically knowledgeable in the areas of concern (building design, construction and architectural history).

# Consistency with State Planning Efforts

State Development and Redevelopment Plan

The Draft 2010 State Development and Redevelopment Plan (SDRP) includes a series of "Statewide Goals, Strategies and Policies" to guide the State's future development and redevelopment. The eight statewide goals, based on the mandates set forth in the enabling legislation, are to:

- Revitalize the state's cities and towns
- Conserve the state's natural resources and systems
- Promote beneficial economic growth, development and renewal for all residents of New Jersey
- Protect the environment, prevent and clean up pollution
- Provide adequate public facilities and services at a reasonable cost
- Provide adequate housing at a reasonable cost
- Preserve and enhance areas with historic, cultural, scenic, open space and recreational value
- Ensure sound and integrated planning statewide

The goal to Preserve and Enhance Areas with Historic, Cultural, Scenic, Open Space and Recreational Value, is to be supported by strategies designed to

- Enhance, preserve and use historic, cultural, scenic, open space and recreational assets by collaborative planning, design, investment and management techniques.
- Locate and design development and redevelopment and supporting infrastructure to improve access to and protect these sites.
- Support the important role of the arts in contributing to community life and civic beauty and redevelopment in ways that are consistent with the State Plan's vision and goals.

The adopted 2001 SDRP promotes historic preservation with a series of policies that recognize the importance of our cultural heritage to the economic vitality and quality of life in our State. The Draft Final 2010 SDRP, currently posted for public comment, articulates a "Vision of New Jersey in the Year 2030" built on Diversity, Accessibility, Sustainability, Prosperity, and Livability.

The 2010 SDRP Statewide Policy 9 addresses "Historic, Cultural & Scenic Resources" with the directive to "Protect, enhance, and where appropriate rehabilitate historic, cultural and scenic resources by:

- identifying, evaluating and registering significant historic, cultural and scenic landscapes, districts, structures, buildings, objects and sites, while
- ensuring that new growth and development is compatible with historic, cultural and scenic values, consistent with the vision and goals of the State Plan.

The Challenge to achieving Policy 9 is to **enhance not only the** historic, **cultural heritage** and scenic resources, **but also** make significant contributions to **the State's economy.** The evolving State Plan policies related to historic preservation can be contrasted as follows:

2001 - Enhance, preserve and use historic... assets

2010 - Protect, enhance, and where appropriate rehabilitate historic... resources

While these appear as subtle distinctions, the State's policy priorities appear to be shifting to limit rehabilitation to instances where it is *appropriate*, suggesting that the asset value of historic resources will play heavily in this determination.

NJ Historic Preservation Plan

*New Jersey Partners for Preservation:* **A Blueprint for Building Historic Preservation into** *New Jersey's Future* **2002-2007** was prepared by the NJ Historic Preservation Office and Preservation NJ to outline a vision for Historic Preservation that includes:

- a broad, inclusive movement that identifies and interprets sites and events associated with all people who have contributed to making New Jersey what it is today;
- an essential tool for revitalizing our towns and cities and preserving our countryside;
- an important source of jobs, income and tax revenues;
- an important way to understand how diverse peoples and cultures have come together to create the society we know today; and
- a source of identity and continuity as we move forward into the future.

The existing 2002-2007 plan remains in effect and has been extended by the National Park Service to August 2010.

This plan is intended to guide not only the New Jersey Historic Preservation Office, but also provide direction to state, county, and local governments, and to private organizations and individuals in their efforts to protect and to preserve New Jersey's rich and diverse history.

New Jersey Heritage Tourism Master Plan (HTMP)

The National Trust for Historic Preservation defines heritage tourism as:

...traveling to experience the places and activities that authentically represent the stories and people of the past. It includes historic, cultural and natural resources.

A 2009 national study reveals that 78% of all U.S. leisure travelers (118.3 million adults/year) participate in cultural and/or heritage activities while traveling.

Historic preservation has long been aligned with the New Jersey's tourism interests and efforts. The State's newly released Heritage Tourism Master Plan (June 2010) sets as its mission that New Jersey's heritage sites should "offer compelling experiences that tell the stories of New Jersey's past, demonstrate the relevance and importance of the state's heritage today, and provide a foundation for future generations".

The HTMP calls for partnerships among the tourism industry, government agencies, civic groups and the private sector to achieve this mission, and will be an important tool for heritage conservation that also maintains a focus on economic development.

The HTMP "Vision for Heritage Tourism in New Jersey" recognizes that

"Heritage Tourism is essential to the economic well being of New Jersey as travelers and residents visit heritage sites and towns to enjoy authentic, valued and engaging experiences, that:

*Enhance the image of New Jersey as a desirable destination with a rich history that played a vital role in our nation's growth,* 

Improve the state's economy through visitor spending, and

*Contribute to the stewardship and sustainability of New Jersey's unique historic, cultural and natural assets. "* 

The Heritage Tourism Master Plan outlines the following principles for New Jersey's Heritage Tourism Program:

#### 1. Collaborate

Partnerships are an essential part of every successful heritage tourism plan and should include

- State, municipal and County governments and all agencies involved in cultural heritage preservation and tourism promotion, including Destination Marketing Organizations (DMOs), Main Street offices and chambers of commerce
- nonprofit agencies

- private businesses (to invest in heritage tourism through business development and financial support of heritage destinations)
- 2. **Make Sites Come Alive** with exceptional hospitality and engaging delivery of meaningful experiences.
- 3. **Find the Fit Between Your Community and Tourism** increase community pride and provide an economic stimulus, but balance the benefits of tourism with the impact on local residents and resources.
  - Understand carrying capacity for heritage sites and towns so that visitation does not negatively impact resources or infrastructure.
  - Identify and protect "sacred places" that are off-limits to visitors.
  - Evaluate and communicate the benefit of heritage tourism so that residents appreciate and welcome visitors.
  - Collaborate with local partners to ensure heritage tourism is valued as an important economic development strategy.

## 4. Focus on Authenticity and Quality

Heritage must be interpreted and marketed authentically and accurately to provide high quality visitor experiences, encouraging year-round and repeat visits. The New Jersey Historic Trust's decades-long requirement for heritage receiving grants to meet the Secretary of Interior's Standards for restoration sets conserves authenticity in all historic site preservation projects.

## 5. **Preserve and Protect Irreplaceable Resources**

The importance of preserving and protecting significant, authentic assets is recognized by managers of heritage sites, who will work with residents, visitors, government, civic groups and private business to enact stewardship policies so that sites may be experienced by future generations.

## Interpretive Themes

Heritage tourism, like heritage conservation and historic preservation is organized around a series of interpretive themes. In the HTMP these themes help organize various cultural elements for interpretation within a frame of reference. Interpretive themes are:

...the central or key idea of any presentation. Development of a theme provides organizational structure and clarity of purpose for the program. Once the main interpretive or storyline message theme has been decided, everything you do in presenting the program or service to the audience *falls into place. The main strategy of the interpretive program is to illustrate the theme statement.* (Source: John Veverka and Associates, Interpretive Consultants)

Interpretive themes, according to the National Park Service's Interpretive Development Program:

Are a single sentence that expresses a concept, not just a topic or attraction. Link a tangible resource to its intangible meanings. Cohesively organize an interpretive product or service. Link a tangible resource to a universal concept. Express significance to help visitors meaningfully connect with a resource.

*The Contours of New Jersey History: An Essay on Context for the Heritage Tourism Master Plan,* (Howard Green, 2010) provided an overview of New Jersey history that lead to establishment of the Heritage Tourism Master Plan's six (6) themes, including:

*New Jersey in Conflict* - New Jersey's pivotal role in the Revolutionary War began a military tradition that continues today.

*New Jersey at Work* - Industry and creative innovation shaped New Jersey and helped transform the world.

*New Jersey Land and Sea* - Making a living from the land and from the sea has long been part of life in the Garden State.

*Many Faces of New Jersey* - New Jersey's population has grown increasingly diverse from the first Native Americans to waves of immigrants from Europe and all the world.

*New Jersey at Play -* a history of hosting vacationers seeking relaxation and inspiration.

*New Jersey By Design -* great design is reflected in designed landscapes, planned communities, and many architectural vernacular and high-style buildings.

Strategies to advance these heritage themes in the HTMP include:

*Historic Site Coordination*: The Heritage Tourism Inter-agency Council and its partners will work to incorporate the themes into interpretation and promotions across the state.

*Interpretive Grants*: The interpretive grant application will ask how the project reflects the themes and, if no theme is reflected, explain how the project reflects New Jersey's history.

*Statewide Marker Program*: Themes can be considered in the selection and placement of statewide markers, with theme logos incorporated into the design.

*Marketing*: Tourism marketing messages reflecting the six themes can be used in promotions (print, websites, advertisements, other marketing tools). *Local Engagement/Building Community Pride*: Local awareness campaigns (such as Staycation) can use themes as part of special events and promotions.

*Historic Preservation License Plate Promotion*: Heritage Tourism themes can be used to promote New Jersey's history and to encourage residents to purchase plates.

*Heritage Education*: The context essay to be used by New Jersey schools, along with the themes, as the basis for exploring aspects of New Jersey's history.

## Certified Local Government Status

Somers Point City's Historic Preservation Commission is one of only 43 accepted into New Jersey's Certified Local Government (CLG) program, administered by the National Park Service (NPS) through the New Jersey Historic Preservation Office (HPO). Somers Point qualified for certification effective October 23, 2007 with a properly structured local ordinance and a Historic Preservation Commission that meets the required level of expertise.

Participation in the CLG program affords the City opportunities to review and comment through Section 106 of the National Historic Preservation Act as consulting parties on federally funded, licensed, permitted, or otherwise assisted projects having potential to affect historic properties in the City.

As a CLG, the City is also eligible for state grants for educational and preservation activities. CLG activities are aimed at accomplishing one or more of the following general goals and include a broad range of activities, in addition to forming a commission and obtaining grants:

- 1. To protect important cultural resources
- 2. To gather information on cultural resources (survey and research)
- 3. To gain recognition for historic properties (National Register nomination and local review and designation)
- 4. To inform people about the benefits of historic preservation
- 5. To dispel myths about preservation
- 6. To inform residents about the commission and its work
- 7. To garner support for preservation
- 8. To create enthusiasm for preservation
- 9. To become more visible in the community

#### A BRIEF HISTORY OF SOMERS POINT

#### Origins

Somers Point is located in what is now Atlantic County, within the "Outer Coastal Plain," one of four physiographic provinces in New Jersey. A geological survey prepared by the United States Department of Environmental Protection in 1999 states that:

Within each of these physiographic provinces there have been major changes during the past two million years. In this time New Jersey has undergone three glaciations. The last glacier (the late Wiconsinan advance) began to melt back from its maximum extent approximately 20,000 years ago. North of the limit of the last glaciation much of the surface is covered by glacial deposits. Upland areas in this region are thinly draped with till, an unsorted mixture of sand, clay and boulders deposited directly from the glacier. Valleys and lowlands are filled with up to 350 feet of sand and gravel deposited from glacial meltwater and silt and clay that settled in glacial lakes. The sand and gravel deposits are important sources of construction material, and productive aquifers are found where sand and gravel occur in buried or filled valleys. South of the limit of Wisconsinan glaciation, there are discontinuous patches of till from older glaciations. These deposits occur on uplands and are found as far south as the Somerville area.

During each glaciation, sea level dropped as water from the oceans was transferred to ice sheets. Rivers extended and deepened their valleys to conform to the lower sea levels. When the ice sheets melted, sea level rose, flooding the deepened valleys and establishing new shorelines. The present configuration of the coast is the result of the rapid post-glacial rise in sea level, which slowed approximately 6,000 years ago. Many of the estuaries along the coast are the drowned lower reaches of former river valleys. To the east of the mainland, barrier islands were formed, and continue to be shaped, by erosion and deposition of beach sand by waves and currents. Mud and sand transported by rivers and from offshore is gradually filling the bays and estuaries between the mainland and the barrier islands, creating extensive wetlands.

The soils of this area are highly sandy and infertile, due in part to their high permeability. This prevents most plants from using the rainwater and other overland drainage, which run down to the water table almost immediately. This process has contributed to the development of the unique ecological area known as the "Pine Barrens". This area is comprised mainly of coniferous forest, and is also known for an abundance of wild blueberries and cranberries.

## The Original People

The Lenni Lenape (translated as "original people" or "real people") were a migratory people who tilled the soil, hunted the woodlands and fished, travelling seasonally to and from the coast before the Dutch arrived in the early 17th Century. English settlers called them the Delawares, after Sir Thomas West (Lord de la War), for whom the bay and river were named.

The Lenape believed that everything had a soul and worshipped the Creator and lesser deities with a deep reverence for the natural world. Viewing themselves as a small part of a natural continuum where all benefitted from sharing resources, the Lenape were poorly equipped to understand the concept of purchasing land that they had lived off freely.

The Lenape food cycle involved cultivating crops in spring (corn, squash, beans, pumpkin and tobacco), hunting and travelling to the shore during the summer for clams and oysters, and traveling in the fall to hunt in the woods of Pennsylvania before repeating the cycle by returning to their villages for spring planting.

An incredible abundance of plant and animal life awaited the Europeans in the New World, and this was particularly alluring since they were already depleting resources in their towns and villages of origin. The colonists and European visitors to the colonies found seemingly limitless natural resources, advising correspondents of the amazing wealth of fish and fowl, which they had never seen before in Europe. However, where the regenerative lifestyle of the "original people" allowed them to easily share these blessings for a thousand years, European settlers, who emphasized natural resources as commodities, recreated their surroundings to mimic the environs they left in Europe.

While the Lenape and the early explorers appeared initially able to coexist, this was largely due to the needs of the Europeans. Since fur trappers needed pelts and European boat crews needed water, fuel, and food, they traded these commodities for the axes, kettles, cloth, liquor and rifles.

It is well known that liquor had very debilitating effects on the Lenape, but rifles also had a significant impact on their society. When available, firearms became the weapon of choice, a preference that quickly led to reliance. And as the fur trappers depleted the beaver and other of nature's caretakers, the Lenape were increasingly willing to trade their land for the European goods they had come to rely upon.

As permanent European settlements intruded upon the native landscape, they revealed drastic cultural differences with the native people. Where Europeans needed to assert territoriality and "improve" the land with farm fields, pastures, houses, barns and fences, Lenape villages were transient, moving from habitat to habitat in a way that maximized

abundance and reduced their "footprint" on the land, which no individual "owned" before European contact.

These diametrically opposed views led to increasing hostilities and conflicts between the Lenape and the European settlers, with perceived infractions by one group leading to bloody retaliation by the other. And in addition to these conflicts between increasingly hostile factions, the loss of native lands combined with alcohol and the devastation of European-introduced diseases (small pox, measles, syphilis, scarlet fever) had nearly erased the native Lenape culture from Atlantic County by the time of the Revolution.

In *Early History of Atlantic County, New Jersey (1915)* Atlantic County's Historical Society provided a record of its first year's work that reflected on the treatment of the "original people".

The original Lenni Lenape was described by the early writers as being almost lovable in his hospitable simplicity, but when a half century had given the white man's liquors and the intermixture of bloods a chance to show what they could do, it developed that the red man was not what he once had been; he was not possessed of the white man's mental power to resist temptation of over indulgence. As an act of charity, he was placed beyond beckoning temptation upon a reservation, the first in the United States. This tract of land consisted of 3000 acres, near Edge Pillock or Brotherton, now known as Indian Mills. The Lenni Lenape remained on this reservation until 1802, when they joined their fortunes with the Mohigans and removed to the State of New York. They removed again at a later date to Wisconsin (Green Bay) and ultimately to Indian Territory.

The last act of the Lenni Lenape drama or tragedy occurred when the New Jersey Legislature appropriated \$2,000 in 1832 to extinguish all the right, title and interest which the Lenni Lenape held or might hold against the Colony or State. (*From "Lure of Long Branch of New Jersey," by George B. Somerville*)

As lands were lost to colonial farmers and forests were cleared, the Lenape migrated from the Delaware Valley to Ohio and Indiana and northward to Ontario, Canada. While the majority of the Lenape are now in Oklahoma, Kansas, and Wisconsin, there are some who remain in New Jersey and Pennsylvania to this day.

Physical evidence of the Lenape culture (fluted points, tools and other artifacts) has been found all over New Jersey, unearthed by over three centuries of human activities that disturbed the soil. These artifacts flowed to the land surface with each successive plowing of farm fields or were revealed during the construction of buildings, roads and other public works projects. "Newspaper clippings" by Joseph R. Moore described finding human remains, fluted points, tools and other artifacts with headlines that read "Indian Burying Grounds Uncovered" (January 28, 1890) and "Second Indian Burying Ground "Exhumed"" (February 1, 1905). In 1890, while building Edgewater Avenue in Pleasantville,

"workmen exhumed eight Indian skeletons. Between the road and the meadows, is a hill or shellmound, where for ages the Redmen of the forest opened oysters; these mounds are found all along the bays through the county, from Leeds Point to Somers Point. This is not the first time skeletons have been found, also flint arrow heads and other relics. One of the skulls found yesterday was incased in a turtle's shell, with clam shells and arrow heads around it. This is supposed to be the remains of the famous old chief, Kin Xewongha, members of whose tribe still live along the shore, and the others were his original warrior, who helped him to scalp the forest. Four more have since been found."

In 1905, "while Jesse Risley was at work on a tract of land between the shore road and the meadow edge" it was reported that

"...he dug up a skeleton and on the succeeding three days two more. On Thursday he was assisted by Ezra Adams and six were exhumed. On Wednesday four were dug up and one on Thursday; in all 14. Several flints and six arrows were found with the bones. The ground where the skeletons were found lies on top of a hill, and it is surmised that they have been buried at least 150 years, as the ground has been farmed for nearly that length of time. The mound where the bones were found is only 60 feet wide and about the same length while the skeletons were about three feet under ground. All the bodies were facing Lake's Bay, and it is supposed that the remains are those of Indians, although there is a difference of opinion on the matter."

#### *Early European Settlement*

European exploration of the globe began in earnest as the Age of Discovery unfolded during the 15th and 16th centuries, led by Portugal and Spain, who were seeking to establish large overseas empires. Agreeing to his conditions (the position of Admiral; governorship for him and his descendants of lands to be discovered; and ten percent of the profits) Queen Isabella of Spain dispatched Christopher Columbus on the journey to what would become America. However, his departure was delayed for nearly two years, with the Queen not trusting the course he charted to the Indies by sailing west (2000 miles by Columbus calculations).

Given the heated race to extend empires into the New World, where land was much more abundant, it is surprising that Isabella and Ferdinand didn't come to trust Columbus' calculations and fund his trip until his departure on August 3, 1492. Columbus addressed "colonization and commerce of the Island of Espanola, and of the other islands, both those already discovered and those that may be discovered hereafter" in writing to the King and Queen in 1494, saying that:

...as regards the Island of Espanola: Inasmuch as the number of colonists who desire to go thither amounts to two thousand, owing to the land being safer and better for farming and trading, and because it will serve as a place to which they can return and from which they can carry on trade with the neighboring islands...".

Control of the New World was increasingly sought by monarchs across the European continent, who saw the expanded growth and trading opportunities and the wealth and power they would bring. In fact, this quest for domination reached its fullest expression in the 1494 Treaty of Tordesillas, where Isabella and Ferdinand agreed to divide the Earth, outside of Europe, with King John II of Portugal.

However, England, France and the Netherlands, envious of the massive wealth created the Spanish and Portuguese crowns acquired through empire building, followed suit and established their own colonies and trade networks in the Americas and elsewhere. After fighting the Netherlands and France during the 17th and 18th centuries, England (known as Britain, following the 1707 Union with Scotland) became the dominant colonial power in North America.

The Province of New Jersey was originally settled by Europeans as part of New Netherland. However, control of the Province was exchanged a number of times, becoming a proprietary colony under English rule after the surrender of Fort Amsterdam in 1664. While the Dutch Republic reasserted control for a brief period (1673-1674), British rule prevailed, with the Province remaining one of the Middle Colonies of British America. Before they were united as a royal colony in 1702, the Province consisted of two political divisions, East Jersey and West Jersey.

#### Early Somers Point

Somers Point lies within the geographical boundaries of what was known as West Jersey, until it became part of the United States as the State of New Jersey in 1776. John Somers, a Quaker, was the family patriarch of the merchant seafaring family that settled along the South Jersey coast. Born in Worcester, England in 1640, his religious sentiments drove him to leave England like many of his countrymen and join the settlers in the emerging Quaker settlement of West Jersey. In 1695, John Somers purchased three thousand acres

from Thomas Budd for two hundred forty pounds sterling and settled at the mouth of the Great Egg Harbor River.

His homestead, where John and his wife Hannah had nine children, was first known as Somerset Plantation but later as Somers Point, probably due to its prominent location at the mouth of the Great Egg River. This homestead was successful, and the original property contained Somers' log house, a freshwater well, an outhouse toilet, a barn, docks, and a sail loft. The men took part in early industries of fishing and clamming, hunting, and various crafts. The women tended the vegetable gardens, collected fruits and berries, spun wool, and made ship sails. This homestead allowed the early Somers Point settlement to survive and prosper.

According to his 1720 last will and testament, eldest son Richard inherited the plantation provided

"he pay his mother ten pounds per annum and that she have sufficient room in which to dwell, to provide her with firewood and fodder for six cows and six sheep as long as she remain my widow."

Around 1720-1730, Richard Somers built the Somers Mansion, now the oldest house in the county.

The first road in Atlantic County was laid out in 1716 between Port Republic and the Somers Ferry along the shore, where frequent swamps and marshes prompted complaints from travelers that resulted in relocation to higher ground.

Somers Ferry, established by the Legislature in 1693 to connect Somers Point and Beesleys Point, was an open boat propelled by sails and oars, making it a slow, but necessary trip. The ferry made Somers Point an early focus of commerce and growth, and the Legislature provided a rate structure allowing the operator to:

"exact for the passage of every single person twelve pence and for horses and cattle twelve pence per head, and for sheep and hogs four pence per head, and for all measure of grain two pence per bushel".

The ferry prospered for a period when town lots were laid out on both sides of the river in what was expected to be a center for trade and business. However, the ferry was discontinued when a bridge over the river a short distance from the Mays Landing bridge changed the travel pattern. The lines of the town lots ultimately disappeared.

Beginning in 1775, travelers from Somers Point could make an overnight trip by stage coach to Camden and Philadelphia, although probably not without a sore back from sitting on stools with no backs in a vehicle with no suspension. Gentlemen nonetheless

were expected to walk up the hills where necessary to lighten the load and to push wagons that were stuck in the mud. After springs and better seating improved the comfort and speed of the trip, the journey from Absecon to Philadelphia had been shortened to 10 hours by 1840.

The Custom House was established in Somers Point in 1797 by the United States as the point of entry for Gloucester County. The building was located near the harbor on the main street north of Somers Mansion. Ships wishing to enter the harbor or leave the river were required to secure their clearance papers there until 1915.

## The American Revolution

Somers Point and what is now Atlantic County were relatively quiet during the war for independence, compared to settlements farther north, where wartime animosities regularly pitted neighbor against neighbor and saw homes burned and colonists killed or seriously injured.

Richard Somers, Sr. was a Colonel in the New Jersey Revolutionary militia, commander of the Third Battalion of the Gloucester Militia, and the son of one of the American sea captains issued special government papers ("letters of marquee") permitting them to seize British ships. Knowledge of the deep channel streams passable by large craft allowed these "privateers" to hide the booty of ships and their valuable contents nearby.

Characterized as pirates by the British, the privateers helped supply the Revolutionary navy with warships and other assets as merchant ships and their contents were sold at auction. Supplies and equipment so acquired were then transported over land to Burlington and beyond, to fortify the Revolutionary Army overwintering at Valley Forge.

Open hostility toward the British crown was not limited to a band of privateers, but rather extended to the General Assembly of New Jersey. The following appeared in the Pennsylvania Evening Post on March 4, 1777, to sell a prize vessel, Defiance taken by Colonel Richard Somers, with a military detachment acting as sea coast guard at Great Egg Harbor.

"Notice is hereby given, that the said brigantine called the "Defiance" with all her tackle, apparel and furniture, now lying at the mouth of the Tuchahoe River, in Great Egg Harbor inlet, and the cargo of the said brigantine, consisting of molasses, sugar, coffee, cocoa, salt, cotton, etc., and sundry whaling tackle, will be sold at public vendue, at the house of John Summers, jun. at Gloucester, on Wednesday, the 12th instant. The sale to begin at ten o'clock in the forenoon. The cash to be paid on the delivery of goods." The one recorded battle of the Revolutionary War in what is now Atlantic County was at Chestnut Neck. At the beginning of the war, Chestnut Neck was a thriving center of trade on the Little Egg Harbor River. Local vessels travelled to New York and to foreign ports, carrying mail and trading goods and merchandise. The seaport made a logical home base for American privateers who would attack and seize British ships.

During the winter of 1777–78 General George Washington was at Valley Forge, cut off from his sources of supplies as the British held Philadelphia and New York. To meet the Continental Army's increasingly dire needs, supplies were brought into Chestnut Neck and unloaded onto flat boats to be taken up the river to Forks, carted over land to Burlington and, after crossing the Delaware River, on to Valley Forge.

As cargoes intended for Sir Henry Clinton in New York were increasingly seized by privateers and delivered to General Washington by this route, General Clinton sent Captain Henry Collins and 300 British regulars and 100 New Jersey Loyalists to "clean out that nest of Rebel Pirates". Governor William Livingston learned of their sailing and sent riders to warn the people, and General Washington dispatched Count Kazimierz Pułaski and his Legion to assist the Patriots, although they arrived after the battle.

The British fleet arrived from New York off Little Egg Harbor on October 5, 1778, aware that the people had been warned and Pułaski was on his way. The British troops were put aboard galleys and armed boats at daybreak on October 6, 1778, but with boats grounded in heavy fog, they didn't reach Chestnut Neck until 4 pm. Knowing that Count Pułaski was on his way, the British quickly retrieved whatever supplies they could and destroyed the rest before they leaving Chestnut Neck at midday on October 7, 1778.

On their retreat the British burned the salt works and mills of Eli Mathis at the mouth of the Bass River, along with all of the houses on his plantation, his home and barns. Yet, despite their retrieval of some supplies, the British failed to capture any of the American privateers or recapture any of the prize vessels, but this ended the period when Chestnut Neck was a center of trade after the battle.

The 1783 loss of the Thirteen Colonies in North America was a serious blow to Britain, depriving it of the ability to tax its most populous colonies. However, British colonies were forming in Africa, Asia and the Pacific and after defeat of Napoleon in 1815, as Britain expanded its imperial holdings across the globe for a century of unchallenged imperial world dominance.

#### Richard Somers, Jr. - Hometown Naval Hero

Richard Somers Jr. was born into turbulent times on Sept. 15, 1778, at his father's home and tavern at the corner of Bethel and Shore Roads. A born sailor, Somers was only 21

when he accepted a commission in the U.S. Navy to fight in the Barbary Coast Wars. As a boy Richard Somers learned to sail on Great Egg Bay.

At boarding school he met his life-long friend Stephen Decatur, with whom Somers joined the U.S. Navy while Thomas Jefferson, chief architect of the nation, was president. After the U.S. won its independence from England, warships that displayed the Union Jack no longer protected American merchant ships, and the United States and other countries were forced to pay money, or "tribute," to the various Arab monarchs for safe passage along the North African Barbary Coast.

The Stars-and-Stripes that flew over U.S. merchant vessels only served as a welcome mat for marauding pirates that roamed the Atlantic Ocean and Mediterranean seas. The Tripolitians had captured over a dozen American merchantmen. But when the tributes stopped, the piracy continued, often without much public interest.

After an American merchant seaman survived capture and enslavement and lived to write about it, Congress ordered a new fleet to protect our ships with "Millions for defense, but not one cent for tribute." Young Richard Somers, after serving as a midshipman with Decatur aboard the frigate U.S.S. United States, made the grade of Lieutenant and was given command of one of the new schooners, the Nautilus.

His first assignment was to the Mediterranean with dispatches to recall the existing fleet commander. The Nautilus, and the rest of the Mediterranean squadron now were under the command of Commodore Edward Preble, the oldest Captain and lowest ranking fleet commander in the U.S. Navy.

The frigate Philadelphia was sent ahead of the rest of the fleet to establish the blockade of Tripoli Harbor, but ran aground on an uncharted reef while chasing a Tripolitian corsair. The Philadelphia's 300-man crew were surrounded and taken prisoner and the pirates had captured a vessel of impressive size and firepower.

En route to Libya aboard the schooner Enterprise, Lieut. Stephen Decatur captured the lateen-rigged pirate ship, Mastico, built for Napoleon's Egyptian expedition and given by the French as tribute to the Libyans. Rechristened as the USS Intrepid, the captured Mastico sailed into one of the Navy's most memorable exploits, and one that England's Lord Admiral Nelson called "the most bold and daring act of the age", Decatur was on deck dressed as a Moorish trader as they sailed close to the Philadelphia and requested permission to moor alongside the Philadelphia until morning. With permission granted, lines were passed to the Tripoli guards and the Intrepid moved in.

After the American boarders swarmed over the side of the frigate's deck, some 20 Tripolian were cut down with swords and daggers and the remainder of her crew leaped overboard. The Americans scattered combustibles, set the torch, and then made for their

ketch as flames from the Philadelphia's gun ports began to scorch their uniforms. Using stealth and cutlass, and without firing a shot, they accomplished their mission without any casualties. As they sailed away, cannons hot from the castle, winged a hole in the mainsail.

With the Philadelphia destroyed, the rest of the Tripoli fleet posed even more daunting problems. Somers, along with 11 volunteers and a stow-a-way sailor, undertook a most daring effort to destroy the remaining ships of the Libyan fleet. Rechristening the Intrepid as the Inferno, it was packed to the brim with explosives and sailed into Tripoli Harbor where the crew would light a 15-minute fuse and escape the Inferno in two rowboats. As the Intrepid sailed off with thirteen souls, the war history reads:

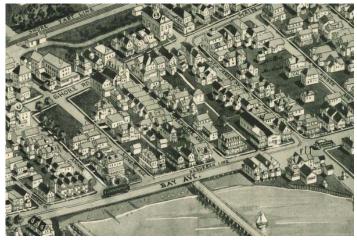
"They waited for more than one hour. Then the black harbor mouth was split wide in a blinding flash, and the roar of a great explosion rumbled out. What had happened? No one knows for sure. Perhaps the premature explosion was an accident. More probable -- and this was the opinion of Preble -- the Intrepid was assailed by Tripolitian guard boats and Somers, as he had declared he would do, simply hurled a lighted lantern into his magazine and blew his ship up."

When 13 bodies washed ashore the next morning, prisoners from the Philadelphia buried them near Tripoli Harbor at the Old Protestant cemetery. Somers courageous deeds are immortalized in the words of the US Marine Corps song "From the Halls of Montezuma, to the shores of Tripoli..."

The U.S. Navy has always memorialized Somers, with at least six naval warships named after him. The US Naval Academy in Annapolis, Maryland boasts the Somers Monument which spawned a tradition that the first to the top of the Somers monument after graduation will be the first member of that class to make the rank of Admiral.

#### Shipbuilding

Mays Landing became the center of shipbuilding in Atlantic County. George May, the founder of Mays Landing, was а blacksmith and shipbuilder who opened а store supplying vessels putting into Great Egg Harbor in the mid-18<sup>th</sup> century. South Jersey shipyards flourished to respond to the emerging needs of a growing population, as Atlantic County residents increasingly depended upon



shipbuilding for their livelihood. By 1850, there were shipyards in Absecon, Bargaintown, Port Republic and Mays Landing. There were also shipyards in Bakersville (now Northfield), and Leedsville (now Linwood).

Absecon Creek was a major center with its small stream and deep channel. Over twentythree ships were built at Absecon Creek and registered at Great Egg Harbor between 1858 and 1879. Seven of them were 3-masted schooners over 100 feet long. Sloops and schooners were turned out at shipyards in Somers Point, at a time when shipyards dotted the landscape at Green Bank, Port Republic and Batsto.

From 1830 to 1880, more than two hundred vessels were built along the Great Egg Harbor River with lumber from native forests and iron from Weymouth foundries. Half of them were produced at Mays Landing. But as time passed, wood shipbuilding began to disappear due to the lack of suitable timber, and iron was then substituted for hull construction. By 1890 only twelve shipyards remained in South Jersey. A reminder of bygone times, many of the attractive homes built by fishermen along Shore Road remain in good condition today.

## Transportation and Growth

For centuries, Somers Point had been a hub for shipbuilding and ship travel, but this changed with the arrival of the steam revolution. Regular train service came to Somers Point in 1880, with a line from Pleasantville. This brought tourists to the shore, which was the fruit of a plan by Absecon physician Dr. Johnathan Pitney. From the stop at Somers Point, travelers could take the ferry "Mizpah" across to Ocean City. Somers Point was also connected by rail to Atlantic City. In 1895 the railroad company began steamboat service from Somers Point. Steamship ferries from Somers Point to Ocean City were heavily used until 1907 when the rail tracks were extended via a wooden bridge through to Ocean City.

During the Victorian Era, Somers Point completed its transformation into a busy civic entity. In 1837 Atlantic County was officially recognized, and later in 1886 Somers Point became a borough. The steady flow of tourists and visitors from the new lines of transportation increased the population and also brought substantial economic growth. Porches, sidewalks, streetlights, and other improvements started to appear, and hotels were built to accommodate travelers. Neighborhoods were built, and outlying areas were developed as Somers Point became a resort town. Population grew steadily, continuing on into the 1900s, where in only 10 years population nearly doubled and continued to grow from there.

## Bungalows and the Beach

An important element in the fabric of historic Somers Point is the collection of modest cottages that were built to provide seasonal accommodations along the waterfront and nearby areas in the early to mid 20<sup>th</sup> century. Their diminutive size, typically in a one-story configuration of simple lines, has imparted to the Bay Front Historic District an open and airy character that pervades the vacation home sections and provided a low-rise, low intensity character.

These modest buildings are frequently seen as expendable, in order to permit construction of a more substantial dwelling, but their loss undermines the seaside village character and results in a loss of the distinction that contributed to the character of the district that merited listing on the National Register. Loss of this designation would be a major blow to Somers Point's historic preservation efforts and should be a key focus of this preservation plan.

Somers Point went through numerous transformations, remaining a cherished town for residents and visitors alike. The changes throughout the centuries have shaped the Somers Point that we know today, and this heritage is poignantly represented in the built landscape.

#### HISTORIC PRESERVATION CHALLENGES

Examples of both vernacular and high-style architecture from the major periods combine to make Somers Point a special place. Shore Road, where ship captains built their homes in the 19<sup>th</sup> century, has been suggested as a National Register district. The Bay Front District has been designated to date, and the Somers Mansion is a landmark on the National Register of Historic Places.

The vernacular two story homes from the 19<sup>th</sup> century and the small 20<sup>th</sup> century bungalows are becoming increasingly threatened by the teardown real estate trend. Nonetheless, whether modest or grand, they tell the stories of early settlers, privateers, ship builders and their captains. In these buildings we can climb stairs climbed by the original homeowner and see shadows cast through the windows just as they appeared centuries ago.

Somers Point has risen to the historic preservation challenge with a range of preservation activities including designation of the Bay Front Historic District. Nonetheless, the historic resources that contribute so much to Somers Point's special character merit additional protective strategies and actions, and it appears likely that additional landmark or district designations are appropriate, and may require further study.

Whether future historic preservation efforts are voluntary or regulatory, design guidelines are particularly important to help protect these valuable resources. Additionally, effective heritage planning and historic resource protection tools need to be fully integrated into the City's land use, economic development and other strategic plans. Heritage conservation and historic preservation must be core elements in any concerted effort to keep Somers Point the unique and special place that has been cherished for generations. Toward this end, a proliferation of partnering efforts, bringing together homeowners and shop owners, cultural and educational organizations and government agencies, can call special attention to the City's myriad historic assets and their unique needs. Building lasting preservation partnerships among all stakeholders, and spreading the knowledge of what makes Somers Point special, will be key ingredients in achieving the City's heritage conservation goals.

Downtown revitalization efforts across the country are continuing to be inspired by art and history. Walkable downtowns, with energized pedestrian environments, attract high real estate values and promote healthy lifestyles and social interaction. These are powerful economic development drivers in the 21<sup>st</sup> Century and the historic buildings, along with their stories and distinctive features, are powerful building blocks for revitalization.

## Balancing Preservation and the Rights of Property Owners

Successful historic preservation efforts balance the interests of the public with the needs and rights of owners of historic structures. The key to finding and achieving a balance is public involvement. Balance means retaining important built elements of community identity and character that foster a public memory of Somers Point's heritage. Balance also means managing the pace, scale and impact of change in ways that are sensitive to the historic context. Achieving balance is difficult without conscious planning and coherent and well-articulated public policies that support both preservation goals and desirable lifestyles.

To the family that occupies a historic building, it is not a museum, but rather a home that must accommodate their 21<sup>st</sup> century lifestyle. Unfortunately, the unique characteristics of a historic building are regularly lost when "improvements" involve removal of historic materials or insensitive additions. The intimate scale and cohesive feeling of most Somers Point neighborhoods are easily lost when the 21<sup>st</sup> century trend for large scale replacements supplant modest comfortable homes, disrupting the fabric of desirable neighborhoods.

Public input from a range of perspectives, including owners of designated historic landmarks, has greatly informed the content of this plan. As the City moves forward in developing an action plan that will implement Somers Point's vision and goals for

historic preservation, the participation of property owners, among the most important preservation partners, will be a key ingredient for success.

The Historic Preservation Commission should collaborate with the owners of designated sites and other historic homes to build upon a common interest in preserving Somers Point's historic resources, protecting neighborhood character and improving property values. These partnering efforts can lead to a broader appreciation of Somers Point's history and the importance of its historic resources. Increased public education will also create a deeper understanding of the story of Somers Point as an evolving place.

Exposure to the 21<sup>st</sup> century "teardown" phenomenon has revealed that Somers Point's designated and undesignated historic buildings are highly susceptible to being partially or totally lost. An example of this is found near the north end of the district along Bay Avenue. Replacement of modest one and two story buildings with massive, larger and more modern homes erodes the character of the district and compromises its long term viability. Thus, designating appropriate landmarks and districts will continue to be an important tool as this process goes forward, especially since not all buyers of old houses actually like old houses and respect their history. When historic houses are situated on oversized lots, they become attractive to tear down since the developer can then build multiple large, new houses in its place. And new homeowners, ignorant of the intrinsic value of the historic character of an old house to its occupants, its block, its neighborhood and its community, regularly purchase these homes with plans for drastic alterations or removal and replacement.

Concern that designation as a historic house has a detrimental effect on real estate value is frequently raised in the debate over whether to designate historic landmarks and districts. A Texas study examining the effects of designation on property values across nine Texas cities found that, in most cases, historic designation is associated with higher property values.<sup>1</sup> Similarly, in South Carolina, home prices in a sample of cities and towns were seen to increase more and faster for buildings in historic districts. <sup>2</sup> And a study by New York's Independent Budget Office<sup>3</sup> examined sales of one-, two- and three-family houses from 1975 through 2002, and concluded that:

- "All else equal, prices of houses in historic districts are higher than those of similar houses outside historic districts"
- "Although prices for historic properties have at times increased less rapidly than for similar properties outside historic districts, overall price appreciation from 1975 through 2002 was greater for houses inside historical districts."

<sup>&</sup>lt;sup>1</sup> "Historic Preservation and Residential Property Values: An Analysis of Texas Cities" *Urban Studies, Vol. 38, No. 11, 1973–1987, 2001,* Robin M. Leichenko, N. Edward Coulson and David Listokin

<sup>&</sup>lt;sup>2</sup> Historic Districts Are Good for Your Pocketbook: The Impact of Local Historic Districts on House Prices in South Carolina. South Carolina Historic Preservation Office, (undated).

<sup>&</sup>lt;sup>3</sup> Background Paper titled "The Impact of Historic Districts on Residential Property Values", New York City Independent Budget Office (September 2003)

Although different from a local historic designation, listing in the National Register can also increase a property's value. Donovan D. Rypkema, a noted real estate and economic development consultant, writing for the National Park Service, observed:

"Perhaps the greatest potential for a National Register listing to increase property value, however, is a result of a lesson we are only recently relearning. On a sustainable basis, real estate will not maintain or enhance its value without there being a *combination of a spirit of community and a sense of place*. A National Register district in and of itself is a reflection of a sense of place. Increasingly it is that "place" around which grassroots neighborhood groups center the rebirth of a spirit of community. That phenomenon has many ramifications but *increased long term property values* is certainly among them.

Finally, in our search for a relationship between National Register listing and property value we should not forget that listing in the National Register is an effect not a cause. It is because a property or a district had *special architectural, historical, or cultural quality* that it was listed, not the other way around. In the end, when preservationists have sufficiently educated a broader audience on the value of that quality, it will be the property attributes themselves that generate a monetary premium. And the National Register will serve its intended purpose, to provide objective, national recognition to the local economic endowment that historic buildings represent." <sup>4</sup> (*emphasis added*)

Achieving balance is difficult without conscious planning and coherent and wellarticulated public policies that support both preservation goals and desirable lifestyles. Having a clear plan is essential to balancing the rights of the homeowner, the neighbors and the community at large.

# Designating Landmarks

Historic buildings will come under threat of loss and neighborhood charm will be in peril whenever a real estate profit opportunity becomes sufficiently attractive. As historic buildings are re-occupied by new owners who are insensitive regarding appropriate repairs and alterations, the authenticity of the building and its setting face damage or destruction, thereby compromising their intrinsic value. Landmark designations can provide protection for historic buildings from insensitive alterations without impairing the functionality of the building for its permitted uses.

Before a building is considered for landmark designation, a Nomination Form is completed, which may be submitted by homeowners, other interested citizens or the

<sup>&</sup>lt;sup>4</sup> "The Economic Effect of National Register Listing." Donovan D. Rypkema (undated)

HPC. This form contains historical information (with bibliography) and reasons why (according to the ordinance) a building might be eligible to become a locally designated landmark. As research begins, the HPC notifies the homeowners about the nomination and invites them to discuss the proceeding and its implications.

Once a nomination report is developed, a public hearing is scheduled. At the public hearing on a nomination, the HPC discusses the historical information and criteria for designation, and listens to any testimony on the subject property, and then votes either for or against recommending the property to the City Committee for designation. Only the City Committee (an elected body) has the authority to designate a building as a landmark. After the HPC forwards its recommendations to the City Committee, another public hearing is held and only upon a majority vote of the City Committee can a building, site, object or district be declared a designated local landmark. Landmark designation procedures are detailed in the HP Ordinance.

At present, one historic landmark (Somers Mansion) and one historic district (Bay Front District) have been designated in Somers Point.

# Alterations to Designated Landmarks

Once a building is designated a local landmark, changes to the exterior of the building must be approved by the Historic Preservation Commission as detailed in the HP Ordinance. Maintenance and repairs of existing materials, paint colors and emergency repairs are not required to come before the Commission. Minor exterior work can be approved in an expedited manner, without going through a public hearing. Changes to the building, such as additions, demolition, change of siding, and window replacement must be approved by the HPC at a public hearing. Review of the proposed alterations ensures that they are sensitive to the character of the historic structure.

At the public hearing, the applicant has the opportunity to present the proposed work and make the case for the proposed changes. The Commission evaluates the proposals according to the criteria set out in the HP Ordinance and votes to approve or disapprove. An owner who disputes the decision of the HPC may appeal the case before the Somers Point Zoning Board of Adjustment.

## HISTORIC RESOURCE SURVEY

THE HISTORIC BUILDING SURVEY - NORTH ATLANTIC COUNTY (The History Store, 1986) identifies the Somers Mansion, Atlantic County's oldest building, as the most notable historic building in the City. The Survey identified two potential National Register districts (Shore Road and Bay Avenue) where the overall level of architectural integrity

was good, but also cited the loss of old buildings to the expanding hospital and medical offices as seen below:

Today Somers Point is a busy transportation center where several roads converge to cross the bridge to Ocean City. The most notable building in town is the Somers Mansion, which is listed in the National Register of Historic Places. A number of nineteenth and early twentieth century houses located along Shore Road appear to comprise an historic district eligible for the National Register. There is also an area between Shore Road and Bay Avenue where a large number of smaller houses and cottages, all oriented toward the water, create another National Register historic District. Although Somers Point is a very old town, it has lost many of its older buildings, particularly through expansion of the local hospital and medical offices.

The Study provides valuable information that can aid the protection of important historic properties through proper planning, and will also be useful in the development of educational materials to help residents and property owners appreciate and care for the buildings and sites that contribute to their cultural heritage.

## Historic Preservation and the Somers Point Master Plan

Somers Point has long recognized the importance of historic preservation, as seen in its adopted policies. The 1989 Master Plan Reexamination, the 1998 Reexamination Report with Housing Element and the 2004 Reexamination Report were analyzed for consistency with Historic Preservation Goals. Below are the findings that relate to the issues addressed in this Historic Preservation Plan Element:

#### 1989 Master Plan Reexamination Report

The "Shore Road Historic District," which was never recognized with a listing on the State or National Registers, is described in the 1989 Reexamination Report as expressing

"the growth and development of Somers Point's Main Street from the eighteenth century to the early twentieth century."

This Historic Preservation Plan Element recognizes the importance of the resources on Shore Road, and has proposed expansion of the Bay Front District to include Shore Road. The Bay Front District is described as a "residential cottage community of predominantly small to medium size houses." This "cottage" character is what has been threatened in recent years, and what must now be protected. The purpose of the Somers Point Historic District, as described in 1989, is still very relevant today:

"The purpose of the Somers Point Historic District is to acknowledge the special and unique character of Somers Point bayfront and riverfront village areas consisting of the above mentioned three zone districts. These districts include the residential and non-residential land uses representing the community's growth and change during the nineteenth century when maritime businesses and activities were an important part of the City's economy. The Somers Point Historic District is also established to provide special provisions designed to preserve and protect the historical nature of the bayfront and riverfront, villages, while at the same time encouraging renovation, rehabilitation and new construction compatible with existing aesthetic patterns to promote and continue the revitalization of Somers Point's downtown area. The intent of all standards and guidelines in the Somers Point Historic District is to safeguard the heritage of the City by preserving that part of the City which reflects elements of its cultural, social, economic and architectural history and to promote the use of the historic area for the education, pleasure and welfare of the citizens of the City and its visitors."

The 1989 Master Plan also presented a series of "Guidelines for Design Review." These were developed in recognition that the "significance of the District is the product of the sense of time and place in history that its individual components collectively convey."

These guidelines were set forth to address setbacks, sewer and water, parking, sidewalks and curbs, landscaping, garages, signs, color, and equipment/refuse storage. Although these are helpful, it has become evident that more detailed and specific design guidelines will be required to protect the character of Somers Point.

#### 1998 Master Plan Reexamination Report with Housing Element

The Reexamination Report of 1998 recognized accomplishments since the 1989 Reexamination Report ("Clearly the Historic Preservation goals and objectives set forth at the time of the 1989 Reexamination Report have been achieved"), noting that the recommended creation of a Historic Preservation Commission had been created by ordinance on July 9, 1992.

This Reexamination Report later states that,

"The issues of Historic Preservation were thoroughly addressed by the City during the past nine years and all goals established at that time in the 1989 Master Plan Update have been achieved."

The recommendations set forth by this Reexamination report include two goals that are particularly relevant:

"GOAL 1. The residential character of the City should continue to be enhanced.

GOAL 2. The maritime heritage of the city combined with continued vigilance for historic preservation should continue to be enhanced.

Somers Point history is a function of its geographic location providing substantial water access to the Bay and the Great Egg Harbor River and Patcong Creek. It is important to maintain land use policies that enhance appropriate development near the waterfront. The marina character of the Bayfront, Patcong Creek, the Great Egg Harbor River and the Great Egg Harbor Bay should be maintained, preserved and enhanced."

Finding that "(N)ew construction remains critical to the redevelopment of the Historic District", recommendations were also made for changes to the Development Regulations, including allowing certain renovation projects to proceed without Historic Preservation Commission review by the so long as they are in concert with the surrounding neighborhood:

- a. Reroofing of residential dwellings;
- b. Repair or replacement of wood fences in rear and side-yards of residences within the proper setback of the front dwelling;
- c. Concrete flatwork containing no imprints, colors or curbs;
- d. Siding on residential housing so long as the horizontal facade of the dwelling remains unchanged in design;
- e. Minor repairs estimated to be less than \$1,000 due to storm damage, weather or infestation so long as the design of the original structure remains unchanged;
- f. Decks and porches which are not visible from the street and are in concert with the surrounding neighborhood;
- g. Repair of front porches and steps so long as they maintain the original design, size and shape.

The municipal parking lot on Bay Avenue was cited as a key infrastructure element to be "retained as a parking lot to alleviate parking problems on Bay Avenue until a more comprehensive solution is found for the parking problems on Bay Avenue."

Also recommended was a zoning change for the area including J & J's Gateway Marina (from R-1 Residential to Recreational Land - Marina District (Rec-B)) and the principal uses recommended in the district included:

- a. Ship rentals and dry storage racks;
- b. New and used boat sales;

- c. Building for the storage, repair and construction of boats;
- d. Outdoor winter storage;
- e. Retail sales of boating and fishing equipment;
- f. Renting boats and fishing equipment;
- g. Small restaurant (breakfast-lunch-type);

Reducing the bulk area regulations in the Historic District for single-family homes was also recommended, since the majority of properties are narrow and the bulk requirements made most of the lots non-conforming, complicating things for home owners who wish to make additions to their properties

This Historic Preservation Plan Element recommends detailed Design Guidelines as a supplement to the Development Regulations. This document should address all issues involving alterations/additions and should be quite clear and illustrative.

## 2004 Master Plan Reexamination Report

In 2004, the Planning Board further clarified the intent for historic preservation with the Goals that called for:

- Enhancing the residential character of the City
- Preserving the maritime heritage of the City with continued vigilance for historic preservation
- Conserving and expanding open space and natural resources where appropriate.
- Enhancing parking, preventing traffic congestion and providing for safe and efficient pedestrian movement and traffic flow, especially in the Bayfront area.
- Resolving "the issues involving Shore Memorial Hospital and its zoning"

The 1989 and 1998 Reexamination Reports listed as key issues, historic preservation, recreation/open space and the environment, public access to the waterfront and residential and non-residential land uses. In assessing the extent to which such problems and objectives have been reduced or have increased the Planning Board found that, since 1998, the problems and planning objectives included within the 1998 Reexamination Report continued to remain valid with the exception of the first goal, which would be revised to read "The residential and commercial mix of the City should be enhanced".

Further, the following objectives were also recommended:

- Preserve the Bay Avenue historic district and respect its significance in relationship to development in the district and the adjacent area.
- Promote resort oriented housing, hotels and businesses.
- Establish a resort destination "feel", where appropriate.
- Enhance cultural and artistic venues.

The focus on promoting "resort-oriented housing, hotels and businesses" may lead to confusion about the importance of protecting the bungalow character of the Bay Front District. The loss of contributing or key contributing status, which has significantly undermined the integrity of the Bay Front District over the past decade, threatens the City's ability to retain the honor and distinction of a National Register listing.

In the interest of promoting the preservation of its maritime heritage, the Planning Board noted that the City's redevelopment efforts provide the opportunity for increased incentives to promote historic restorations and rehabilitation and called for establishment of an architectural review advisory committee to evaluate development in light of aesthetic and historic principles. As part of its recognition of its past, the City installed twelve historic markers in 2003.

The Historic Preservation Commission submitted a report to the Mayor and Council detailing recommended ordinance changes, some of which remain appropriate today and are recommended in this plan.

# **Zoning Analysis**

Figure 1, the Somers Point Zoning Map, illustrates zoning throughout the City. Figure 2 identifies the three zones that comprise the Somers Point Historic District: Historic Village Commercial, Historic Village Residential and Historic Village Waterfront.

Chapter 114 of the Somers Point Code includes the Development Regulations, including zoning and site plan requirements, as well as historic district requirements (§114-96-§114-102). These requirements apply within the Somers Point's Historic District, as delineated in 1986 by the History Store. These regulations have been supplemented in recent years and merit further review as part of this planning process.

The intent of standards and guidelines in the Somers Point Historic District is to safeguard the heritage of the city by preserving essential elements of its cultural, social, economic and architectural history, as well as by promoting the use of the historic area for the education, pleasure and welfare of the citizens of the city and its visitors.

According to § 114-96 "Designation", the Somers Point Historic District consists of three zoning districts: the Historic Village Commercial, the Historic Village Residential and the Historic Village Waterfront. In addition, all structures listed in the City of Somers Point Historic District Survey Form (dated September 8, 1986, prepared by the Historic Store) as "on" or "eligible for" or "possibly eligible for" the State Register of Historic Places are designated as landmarks in the code. These districts include residential and nonresidential land uses that represent the community's growth and change during the nineteenth century when maritime businesses and activities were an important part of the city's economy.

According to the ordinance, the Somers Point Historic District "...is also established to provide special provisions designed to preserve and protect the historical nature of the bayfront and riverfront villages, while at the same time encouraging renovations, rehabilitation and new construction compatible with existing aesthetic patterns to promote and continue the revitalization of Somers Point's downtown area."

As acknowledged across the country, downtown revitalization is advanced by historic preservation efforts. However, not all revitalization activities respect cultural elements of significance. As such, historic preservation and downtown revitalization can be at odds and may pose a confusing analysis for the Zoning Board when asked to grant relief that would alter or compromise a historic property. The Master Plan and Zoning Ordinance need to be clear and unambiguous about the important relationship between the retention of authenticity in the form of historic buildings and downtown reinvestment and revitalization.

According to §114-98, prior to issuance of any building permit, Historic Preservation Commission review and issuance of a certificate of appropriateness is required for all activities that require a permit, including: demolition; relocation; repair; changes in exterior appearance by means of repainting (whether in the same or in a different color); or addition of new signs or exterior lighting; or excavation or ground disturbances. However, according to §114-98 (C):

"Notwithstanding the above, *new construction remains critical to the redevelopment of the Historic District* and renovation projects should proceed without review by the Historic Preservation Commission in the following limited circumstances *so long as they are in concert with the surrounding neighborhood*:

- (1) Reroofing of residential dwellings.
- (2) Repair or replacement of wood fences in rear and side yards of residences within the proper setback of the front dwelling.
- (3) Concrete flatwork containing no imprints, colors or curbs.
- (4) Siding on residential housing so long as the horizontal facade of the dwelling remains unchanged in design.
- (5) Minor repairs estimated to be less than \$1,000 due to storm damage, weather or infestation so long as the design of the original structure remains unchanged.
- (6) Decks and porches which are not visible from the street and are in concert with the surrounding neighborhood.
- (7) Repair of front porches and steps so long as they maintain the original design, size and shape.

The Zoning Board likely has difficulty sorting out local priorities when the ordinance states that "... new construction remains critical to the redevelopment of the Historic District

and renovation projects should proceed without review by the Historic Preservation Commission in (limited) circumstances *so long as they are in concert with the surrounding neighborhood.* 

If the exempted activities are excused from HPC review, who determines whether the proposed construction activities "*are in concert with the surrounding neighborhood*"? And what standards are to be used to draw these conclusions? Questions such as these will need clear policy direction and ordinance provisions, free of ambiguity about the priority placed on historic preservation, if Somers Point's goals for retaining its authentic sense of place are to be achieved.

The major incentives for disturbance to settled neighborhoods are embedded in the local zoning ordinance. Somers Point should reexamine bulk zoning requirements (lot area, coverage, setbacks) for their effect on additions and infill redevelopment, since they determine whether owners are able to subdivide and where they can locate buildings on the property. Somers Point should consider requiring HPC review of proposed demolitions of *any* building or structure built prior to 1950. The City should also consider limitations on re-subdivision, to prevent the introduction of more than one oversized house in place of one existing dwelling.

### Characterization of the Somers Point Historic District in 2010

The size, shape, height, location and placement of buildings all contribute to the character of the historic district. Figure 3 depicts the footprints and setbacks of existing buildings within the Bay Front Historic District and along Shore Road. In general, along Shore Road and Bay Avenue, the prevailing setback of older buildings is less than 5 feet from the street line.

This pattern is also seen along portions of Delaware Avenue and New Jersey Avenue, and as seen on Figure 3, most buildings in the district are less than 10 feet from the street, with a small proportion between 10 feet and 25 feet and a few greater than 25 feet from the street.

Buildings within the Bay Front National Register Historic District are indicated as either key contributing, contributing or non-contributing on Figure 4, which compares the contributing status of buildings within the National Register Historic District at the time of the original survey in 1989 and as determined by Richard Grubb in 2009 (Appendix A).

As seen on Figure 4, of the 15 key contributing buildings in the Bay Front district in 1989, only 4 of these retained this status in 2009. This erosion of the character of the district is troubling, since it threatens the long term viability of the listing on the National Register.

Figure 5 summarizes the comparison shown on Figure 4 to illustrate all buildings that have lost status in the 20-year period. In addition to the 11 key contributing buildings that were downgraded to contributing, there were also 23 buildings that saw their status reduced from contributing to non-contributing.

Figure 6 illustrates building height within the district, indicating the number of stories for each building. The prevailing character that emerges throughout the district is a very low height level in the residential portions of the neighborhood. In general, Shore Road is lined with the tallest buildings, which are generally 2.5 stories except for the old City Hall (current library) which is 3 stories. Clusters of 2.5-story buildings are also found along Delaware and New Jersey Avenues, while bungalows are also interspersed throughout the district.

Figure 7 separates the "layers" of height, depicting footprints for ground floor, second floor and third floor coverage. This illustrates how open the district is when viewed at these different height levels. And while only a handful of older buildings are three stories, several newer homes have been constructed to a height of 3 stories, towering over their diminutive neighbors and blocking views of the waterfront.

### Public Participation in the Historic Preservation Planning Process

During the development of this plan, suggestions were solicited from a wide range of stakeholders in forums that included an interactive website, public workshop meetings, a publically distributed opinion survey and personal interviews. These comments and recommendations helped to shape this Historic Preservation Plan Element and should continue to be actively solicited as the City proceeds to apply preservation strategies.

### RECOMMENDATIONS FOR HISTORIC PRESERVATION IN SOMERS POINT

### Preserve and Expand the National Register District

Currently the Nationally-designated Bay Front Historic District stretches from the Bay to the rear of lots fronting on Shore Road (See Appendix A), though originally two separate districts were proposed. The Shore Road resources not included in the final National Register designation are significant and merit inclusion on the National Register; therefore this Historic Preservation Plan Element recommends extension of the Bay Front Historic District to include these properties.

In the grand scheme of Somers Point's past, its maritime history has immeasurably shaped the City and its built landscape. From the Lenape who seasonally migrated to the sea, to the original Somers who chose this place for his homestead, Somers Point's location has encouraged development and growth. From the "privateers" of the

revolutionary times, to the nineteenth century population who made their living in the shipbuilding boom, to the vacationers of the early twentieth century, maritime heritage has been a source of income and a favorite pastime. This is particularly evident on Shore Road, where the ship captains and fishermen built their homes in the late nineteenth century. These homes are unique resources that help to tell the story of this important period in Somers Point's history, and should be awarded the distinction of inclusion in the Nationally-registered Bay Front Historic District.

Quite palpable in Somers Point is the fact that lost or diminished status continues to be an issue in the Nationally-registered Bay Front Historic District. To preserve this recognition, Somers Point should advance expansion of the Bay Front District to include Shore Road as shown on Figure 8. The City should also strengthen and aggressively enforce standards that protect this distinction. Materials provided by the National Park Service and the Department of the Interior provide excellent guidance, yet are not technically restrictive.

The Secretary of the Interior's four approaches, the "Standards for Rehabilitation" target the alterations that have threatened Somers Point's historic resources, and are detailed below.

- 1. A property will be used **as it was historically** or be given a new use that requires **minimal change to its distinctive materials**, **features**, **spaces**, **and spatial relationships**.
- 2. The historic character of a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces, and spatial relationships that characterize a property will be avoided.
- 3. Each property will be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or elements from other historic properties, will not be undertaken.
- 4. Changes to a property that have acquired historic significance in their own right will be retained and preserved.
- 5. Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved.
- 6. Deteriorated historic features will be **repaired rather than replaced**. Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture, and, where possible, materials. **Replacement of missing features will be substantiated by documentary and physical evidence**.
- 7. Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible. **Treatments that cause damage to historic materials will not be used**.

- 8. Archeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.
- 9. New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work shall be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment.
- 10. New additions and adjacent or related new construction will be undertaken in such a manner that, **if removed in the future**, **the essential form and integrity of the historic property and its environment would be unimpaired**.

### (bolded for emphasis)

Clearly these standards, and the more detailed "Guidelines", which describe acceptable treatments for exterior materials, exterior features, and interior features, will be valuable instruments in Somers Point's historic preservation efforts. To guarantee the protection of Somers Point's unique historic resources, however, it will also be important to develop a set of specific design guidelines to be implemented within the Historic District.

Among the NPS "Preservation Briefs", educational materials to guide preservation efforts, is Preservation Brief # 14, "New Exterior Additions to Historic Buildings – Preservation Concerns". This guidance addresses an issue that Somers Point has struggled with, and below are particularly resonant portions that can guide viable future approaches:

- Because a new exterior addition to a historic building can damage or destroy significant materials and can change the building's character, an addition should be considered only after it has been determined that the new use cannot be met by altering nonsignificant, or secondary, interior spaces.
- A project involving a new addition to a historic building is considered acceptable within the framework of the National Park Service's standards if it:
  - 1. Preserves significant historic materials and features; and
  - 2. Preserves the historic character; and
  - 3. Protects the historical significance by making a visual distinction between old and new.
- Historically, features that distinguish one building or a row of buildings and can be seen from the streets or sidewalks are most likely to be the significant ones. This can include window patterns, window hoods, or shutters; porticoes, entrances, and

doorways; roof shapes, cornices, and decorative moldings; or commercial storefronts with their special detailing, signs, and glazing.

- Because significant materials and features should be preserved, not damaged or hidden, the first places to consider constructing a new addition is where such material loss will be minimized. This will frequently be on a secondary side or rear elevation.
- A particularly successful method to reduce damage is to link the new addition to the historic block by means of a hyphen or connector. In this way, only the connecting passageway penetrates a historic side wall; the new addition can be visually and functionally related while historic materials remain essentially intact and historic exteriors remain uncovered.
- To meet National Park Service preservation standards, a new addition must be "compatible with the size, scale, color, material, and character" of the building to which it is attached or its particular neighborhood or district. (An addition) that overpowers the historic form and changes the scale will usually compromise the historic character.
- In the case of relatively low buildings (small-scale residential or commercial structures) it is difficult, if not impossible, to minimize the impact of adding an entire new floor even if the new addition is set back from the plane of the façade.
- Where any new addition is proposed, correctly assessing the relationship between actual size and relative scale will be a key to preserving the character of the historic building.
- Rather than establishing a clear and obvious difference between old and new, it might seem more in keeping with the historic character simply to repeat the historic form, material, features, and detailing in a new addition. But when the new work is indistinguishable from the old in appearance, then the "real" National Register property may no longer be perceived and appreciated by the public.
- It is conceivable that a modest addition could be replicative without changing the resource's historic character; generally, however, this approach is not recommended because using the same wall plane, roof line, cornice height, materials, siding lap, and window type in an addition can easily make the new work appear to be part of the historic building.

As Somers Point has seen in recent years, if changes are made to a structure that is a contributing element within a historic district and these changes no longer meet the requirements set forth by the NPS, the state will inform the NPS and the structure will

lose its historic designation. As Somers Point seeks to avoid loss of designation, historic integrity will be a primary concern on the site-specific level. Integrity is the ability of a property to convey its significance, and the NPS identifies seven aspects that define integrity:

- 1. Location
- 2. Design
- 3. Setting
- 4. Materials
- 5. Workmanship
- 6. Feeling
- 7. Association

The question of integrity is based on significance; and can be answered by examining whether a property retains the identity for which it is significant. Steps can be followed when making this determination:

- 1. Define the essential physical features that must be present for a property to represent its significance.
- 2. Determine whether the essential physical features are visible enough to convey their significance.
- 3. Determine whether the property needs to be compared with similar properties.
- 4. Determine, based on significance and essential physical features, which aspects of integrity are particularly vital to the property being maintained and if they are present.

The aspects of integrity can be used to assess whether a property's historic character will be threatened by proposed work, and should be incorporated into the design review process.

### Sustainability and Historic Preservation: Perfect Together

Preservation is *sustainable development* for many reasons, including:

• The demolition of buildings adds significant amounts of material to landfills. The EPA has determined that building construction debris constitutes approximately one third of all waste generated in this country.<sup>5</sup>

<sup>&</sup>lt;sup>5</sup> Donovan D. Rypkema, *Historic, Green and Profitable*, Speech given at the Traditional Building Conference, Boston, March 8, 2007

- It requires less material effort and cost to make an existing building more energy efficient than to replace it with a new building. Also, it is energy expended locally with materials and workers, rather than in the long-distance shipping of manufactured materials.
- The materials that were used to create an existing building required a certain amount of energy to get them there in the first place (i.e. to cut the wood, transport it to the site and to construct the building). That is energy that is embodied in the existing building -- energy that would be destroyed by the destruction of these buildings.
- In calculating the energy used in a building, much is made of how much annual energy is used in the building. Even in a new, energy efficient building, the energy saved pales in comparison with that used in construction. "The energy consumed in the construction of a building is 15 to 30 times the annual energy use."<sup>6</sup>

### Strategic Planning on all Scales

### Neighborhood Level

Preventing loss of significant historic structures and major disruption of the cohesive neighborhood character is a primary concern at the site-specific, neighborhood and community-wide levels. The imposition of oversized additions or introduction of large, out-of-character homes can destroy neighborhoods whose charm is intimately connected with their scale, as is the case in Somers Point. It can also result in the demolition of buildings that are an important link the City's past. These effects contribute to the deconstruction of the current neighborhood fabric, which frays with each insensitive alteration.

Careful attention should be paid to the implications of current zoning requirements for existing developed properties, as some lots are large enough to be subdivided, frequently resulting in two new houses in place of one historic house. Additionally, the 35% building coverage permitted in most residential zones will permit very substantial additions or replacement houses on some lots that would be out of character with their surroundings.

### Site level

Careful attention is also required at the building- and site-specific level, where insensitive repairs, replacement or alterations can be destructive of historic features and values.

<sup>6</sup> Ibid.

Representative examples of distinctive styles, and the rhythms and spacing of void and solid massing merit attention to detail as buildings are adapted and altered.

At the site level, the proper treatment for historic buildings will vary depending on the quality of the resource and the needs of the user. The Secretary of the Interior has developed the following accepted treatment approaches for historic resources, each of which is accompanied by more detailed guidelines:

- preservation (maintenance and repair to maintain the existing form, integrity and materials),
- rehabilitation (modifications that preserve features that convey historical, cultural or architectural values),
- restoration (depicting the form features and character of a property as it appeared in another time through the removal and/or replacement of features), and
- reconstruction (replicating the appearance of a site or building with new construction).

### Demolition Review and Homeowner Guidance

The National Trust for Historic Preservation recommends the use of *demolition review laws*, which are typically, but not exclusively, separate and distinct from historic preservation ordinances. These laws preclude the demolition of *any* building or structure over a certain age, or any building or structure identified for protection—regardless of significance— for a specific period of time, to allow for a determination of historical or architectural merit. To permit an opportunity for the historic structure to be saved following its review, some communities adopt *demolition delay* ordinances that discourage demolition and require an exploration of alternatives.

The National Trust for Historic Preservation also provides valuable advice for owners of historic homes *that* can help assure that physical "improvements" also protect the cultural fabric and real estate values that accrue from protection and enhancement of these resources. <u>www.preservationnation.org/resources/homeowners/</u>

### Historic Preservation Policies and Implementation Strategies

The identification of shared objectives and workable strategies is, as with any strategic plan, of utmost importance. The following eight (8) policies are designed to guide Historic Preservation efforts in Somers Point. Strategic approaches for accomplishing these goals are described below:

### Policy 1. Preserve and protect historic, architectural, cultural, archaeological, and aesthetic resources and the spatial relationships of these resources.

Somers Point deserves a carefully crafted plan for preservation, with multiple approaches that target the key goals of preserving, protecting and enhancing the City's cultural resources. Strategies that can advance this policy include:

- Document the history and culture of Somers Point in an ongoing oral history project, (initially developed with a mini-grant from NJAGC) as oral histories are an often overlooked source of rich detail relating to a town's history.
- Pursue grants, donations, and other types of funding to acquire, stabilize, rehabilitate, restore, interpret, protect and promote significant historic resources in Somers Point.
- Develop a partnership with an eligible organization or agency to serve as the recipient of preservation easements, to permit owners of significant historic properties to benefit from tax advantages through easement donation.
- Establish a voluntary Neighborhood Conservation Initiative, where participants receive advice on maintaining and improving their homes and landscapes, as well as advice on retaining "contributing" status. This is a grassroots alternative, and allows those passionate about the history of Somers Point to contribute to its preservation in a tangible way. Popular because the structure is friendly and not reliant on any sort of hierarchy, homeowners are often more receptive to advice provided in this format.

# Policy 2. Cultivate education, understanding, appreciation and civic pride in beauty and accomplishments of City's past and promote use of the historic area for education, pleasure and welfare of the public.

Understanding the historical value of the resources in Somers Point is key to motivating the general public to take action to protect them. Lack of awareness can lead to lack of concern, but there are a number of ways to prevent this, including:

- Initiate a neighborhood pride initiative to build support for recognition of historic resource values.
- Develop educational preservation workshops to draw the attention of residents to preservation success stories.
- Develop and maintain interpretive exhibits and information in city-owned parks.
- Foster a "public memory" of the destinations and experiences that have shaped Somers Point.

Policy 3. Promote heritage-based economic growth that furthers historic preservation goals in Somers Point.

Economic growth and Historic Preservation are not at odds, contrary to recent widespread belief. Historic Preservation can actually spur economic growth in towns like Somers Point, which have particularly visible and appreciable history.

- Promote heritage tourism appropriate to Somers Point. This booming industry, where travelers crave culture with their vacations, presents a unique opportunity for Somers Point.
- Somers Point Heritage events can maximize tourism benefits, and should be organized around central themes and important personages in Somers Point history.
- Publish a calendar of these events.
- Expand and update the existing Somers Point Heritage Trail and self-guided tour to provide a low-maintenance facet to the "Somers Point Experience".
- Explore opportunities for development and/or enhancement of an intra-agency historic preservation network (a coalition of government and non-profit organizations) to promote regional history sites, museums, and other heritage tourism interests.

### Policy 4. Identify, designate, and regulate Historic Districts and Historic Sites to preserve their intrinsic value.

Historic designations are important on a local, state, and national level, and National Register listing is a key feature in defining the historic quality of a site or district. These designations afford Somers Point dignity and pride, which will further other historic preservation initiatives while unifying the historic resources. Rather than allow the Bay Front District to be further degraded by loss of contributing buildings, the HPP recommends that:

- The current Bay Front National- and State-Register Historic District should be protected to the greatest extent possible, and
- Expanded to include Shore Road.

Additionally,

- Somers Point should explore the nomination of other historic properties outside of the current Bay Front Historic District for National and State Register recognition.
- Somers Point should continue to update and expand the Historic Resources Inventory; and
- Develop an automated database of all historic buildings, structures and sites, a practical and functional tool that will facilitate updates and additions.

Policy 5. Maintain cohesive historic neighborhoods, ensure a compatible and harmonious context for historic buildings, structures, sites and districts while

### respecting scale and existing footprints, and prevent new construction that would be destructive of neighborhood character.

Protection of the historic "fabric" that exists in Somers Point is a central issue that affects most homeowners within the district. To offer a more predictable pathway to approval of alterations in the historic district, the following tools can work in combination to afford Somers Point better protection for its historic resources:

- Develop an unambiguous and detailed set of design guidelines, with "do" and "don't" illustrations, to be used in the design review process. These guidelines should include detailed specifications on setbacks, scale, demolitions and relocations, and should be incorporated into the existing Developmental Regulations for the Historic District.
- Make design guidelines available to the public, to increase awareness of the principles that contribute to the particular "feel" in the historic district of Somers Point.
- Revise zoning bulk requirements (lot area, coverage, setbacks) as appropriate to reduce or eliminate their inducement to construct inappropriate additions and infill redevelopment.
- Eliminate zoning that is inimical to historic preservation.

# Policy 6. Prevent unwarranted demolition, destruction or other actions disruptive to historic resources and encourage sensitive rehabilitation of these buildings and structures.

In a waterfront area such as the Bay Front District, the market-driven imperative to "teardown" can be devastating on community character. Somers Point must commit to the protection of its historic resources, and these tools will be important components of the strategic approach. Provisions should be made for Historic Preservation Commission to

- Review proposed demolitions of any building or structure built prior to 1950. In addition,
- Require detailed photographic records and other appropriate documentation prior to the scheduled destruction of any "contributing" historic resource.
- Develop a locally-funded façade grant program for designated historic resources that include historically or architecturally significant buildings and structures.

## Policy 7. Pursue smart and sustainable approaches, where possible, to accomplish these goals.

Sustainability goes hand-in-hand with historic preservation, and wherever possible sustainable approaches should be taken. Particularly recommended is:

- The reuse of existing buildings, which saves energy in five distinct ways:
  - By eliminating the energy demands from demolition;
  - By retaining the "embodied energy" of the existing building; and
  - By minimizing the need for energy consumptive reconstruction, which again produces embodied energy.
  - By eliminating or reducing solid waste generation and disposal, which advances environmentally-friendly objectives while preserving historic buildings.
  - By salvaging and reusing non-toxic materials in buildings and structures approved for demolition when demolition is inevitable, to achieve sustainability objectives and reduce the use of landfills.

## Policy 8. Engage, involve and communicate with stakeholders and all citizens about the importance of preserving historic resources.

Ultimately, the people who live, work and visit in Somers Point will be the most important resources in the accomplishment of historic preservation goals. To garner support and educate the public, the following are recommended:

- Develop and sponsor workshops and technical bulletins for homeowners about historically appropriate alterations and additions.
- Design guidance should be provided regarding building modifications that will not threaten loss of a home's status as "contributing" on the National Register.

The loss or reduction of contributing status has been due to lack of familiarity with the "key" elements and features of the properties. Broad-reaching educational strategies will aid in prevention of this unfortunate occurrence, and further each historic preservation goal. The backlash that has been seen from homeowners frustrated because they are unable to alter their homes as they see fit should subside as they are educated about *why* their homes are significant and which features are important to preserve.

### SUMMARY

Somers Point is blessed with a rich history, where the legacy of its favorite citizens is intertwined with the stories of generations of residents and woven into a maritime landscape that is unique and special. This Historic Preservation Plan Element calls for a coordinated set of actions by a range of actors and interest groups that share the common objective of maintaining Somers Point's resources for the enjoyment of generations to come. Success will require serious efforts by all stakeholders, but the rewards will benefit Somers Point residents and visitors now and long into the future, when its historic, local charm will no doubt be increasingly rare.

HISTORIC BUILDING SIGNIFICANCE - 2009 GRUBB REPORT					
#	Block/Lot	Address	Significance		
1	1712/4	12 Anchorage Lane	С		
2	1712/6.01	16 Anchorage Lane	С		
3	1712/9	20 Anchorage Lane	С		
4	1712/11	26 Anchorage Lane	С		
5	1712/15	30 Anchorage Lane*	С		
6	1712/29	33 Anchorage Lane	N/C		
7	1712/34	35 Anchorage Lane	N/C		
8	1712/27	38 Anchorage Lane	С		
9	1712/26	42 Anchorage Lane	N/C		
10	1712/24	45 Anchorage Lane	N/C		
11	1813/18	14 Annie Avenue	С		
12	1813/17	18 Annie Avenue	С		
13	1813/16	22 Annie Avenue	С		
14	1812/4	23 Annie Avenue	С		
15	1813/15	24 Annie Avenue	С		
16	1813/14	28 Annie Avenue	KEY		
17	1812/5	29 Annie Avenue*	С		
18	1813/13	30 Annie Avenue	С		
19	1510/18	708 Bay Avenue	С		
20	1510/17	714 Bay Avenue	N/C		
21	1512/20	715 Bay Avenue	N/C		
22	1510/1	718 Bay Avenue	N/C		
23	1512/19.02	719 Bay Avenue	N/C		
24	1511/1	738 Bay Avenue	С		
25	1513/16	Bay Avenue	N/C		
		(NW Corner of Higbee)			
26	1513/17, 18	731 Bay Avenue	N/C		
27	1612/2	740 Bay Avenue	N/C		
28	1613/20	741 Bay Avenue	С		
29	1613/19	745 Bay Avenue	N/C		
30	1613/18	747 Bay Avenue	N/C		
31	1613/17	749 Bay Avenue	N/C		
32	1511/15	Bay Avenue	N/C		
	,	(SE Corner of Gibbs)	,		

#### APPENDIX A HISTORIC BUILDING SIGNIFICANCE - 2009 GRUBB REPORT

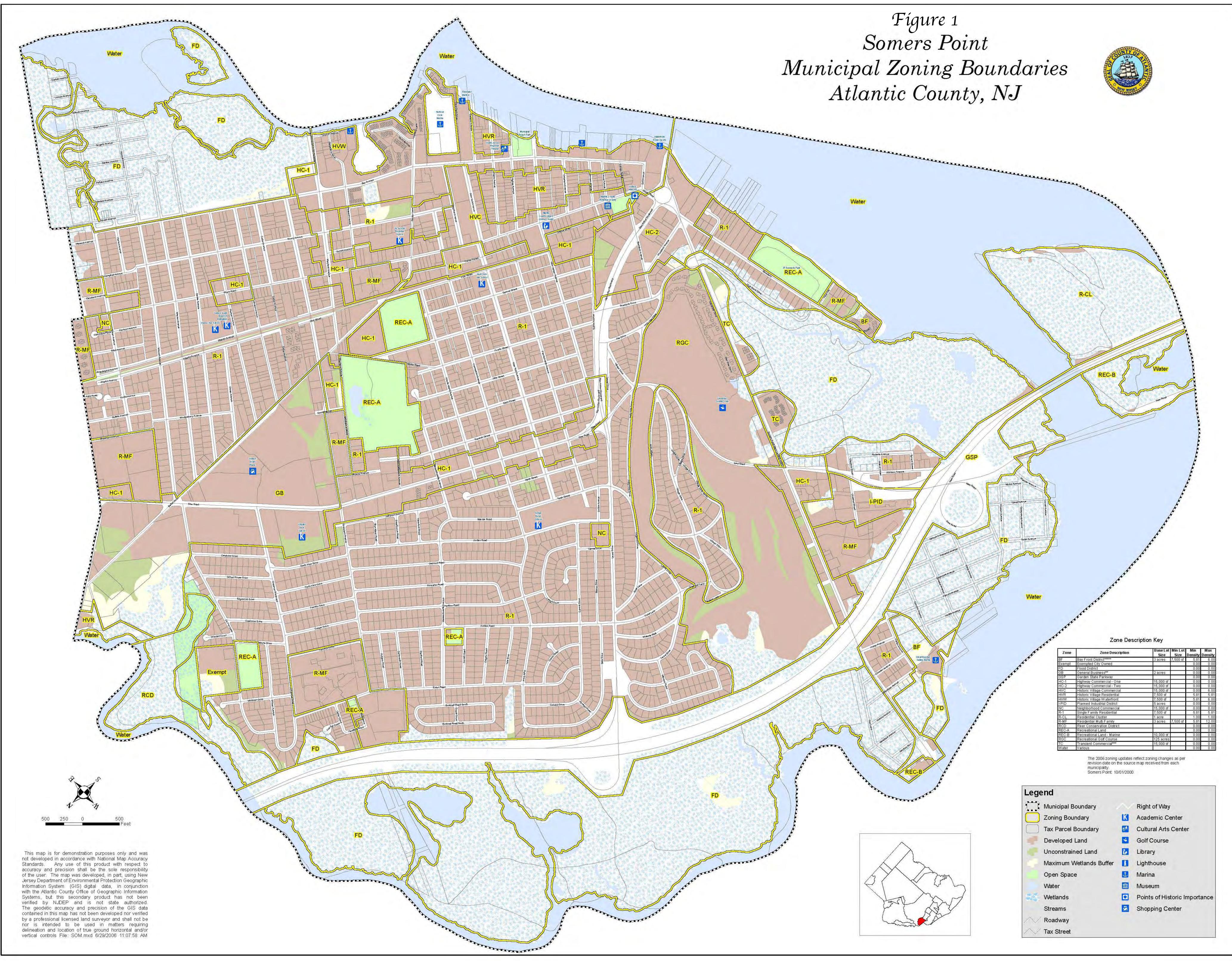
33	1612/1	Bay Avenue (Public	C
		Beach & Monument)	
34	1810/21	800 Bay Avenue	С
35	1712/21	801 Bay Avenue	N/C
36	1712/37	805 Bay Avenue	N/C
37	1712/38	807 Bay Avenue	С
38	1810/20	812 Bay Avenue	С
39	1810/19	814 Bay Avenue	С
40	1810/18	816 Bay Avenue	С
41	1810/17	820 Bay Avenue	С
42	1712/20	823 Bay Avenue	KEY
43	1810/15.01	824 Bay Avenue	N/C
44	1713/25	825 Bay Avenue	KEY
45	1713/24	829 Bay Avenue*	С
46	1810/15.02	830 Bay Avenue	N/C
47	1713/11.02	833 Bay Avenue	N/C
48	1713/10	837 Bay Avenue	N/C
49	1713/9	839 Bay Avenue	С
50	1713/8	841 Bay Avenue	С
51	1812/6	905 Bay Avenue	N/C
52	1810/14.02	910 Bay Avenue	N/C
53	1813/12	911 Bay Avenue	N/C
54	1813/11	915 Bay Avenue	C
55	1813/10	917 Bay Avenue	С
56	1813/9	919 Bay Avenue	С
57	1813/8	921 Bay Avenue	С
58	1813/7	923 Bay Avenue	N/C
59	1810/10-13	924 Bay Avenue	N/C
60	1810/8	936 Bay Avenue	N/C
61	1510/16	100 Decatur Avenue*	С
62	1510/15	110 Decatur Avenue	N/C
63	1510/14	112 Decatur Avenue	N/C
64	1510/13	114 Decatur Avenue	N/C
65	1510/12	136 Decatur Avenue	N/C
66	1510/10	138 Decatur Avenue	N/C
67	1510/9	140 Decatur Avenue	N/C
68	1712/5	11 Delaware Avenue	С
69	1712/6.02	13 Delaware Avenue	С
70	1713/21	14 Delaware Avenue	С
71	1713/20	16 Delaware Avenue	С
72	1712/7	17 Delaware Avenue	С
73	1712/8	19 Delaware Avenue	С

74	1712/10	21 Delaware Avenue	С
75	1713/18	24 Delaware Avenue*	C
76	1712/12	27 Delaware Avenue	C
77	1713/16	28 Delaware Avenue	KEY
78	1712/14	29 Delaware Avenue	C
79	1713/15	32 Delaware Avenue*	C
80	1712/16	35 Delaware Avenue*	C
81	1713/14	36 Delaware Avenue	C
82	1713/13	40 Delaware Avenue	С
83	1712/18	51 Delaware Avenue	С
84	1813/4	7 George Street*	N/C
85	1813/5	15 George Street	C
86	1813/6	17 George Street*	С
87	1912/4	22 George Street	С
88	1912/5	24 George Street	С
89	1513/29	14 Gibbs Avenue	N/C
90	1512/2	15 Gibbs Avenue	C
91	1513/28	18 Gibbs Avenue*	С
92	1512/3	19 Gibbs Avenue*	С
93	1512/4	23 Gibbs Avenue	С
94	1513/27	26 Gibbs Avenue	С
95	1512/5	27 Gibbs Avenue	С
96	1512/6	29 Gibbs Avenue	С
97	1513/26	30 Gibbs Avenue*	C
98	1512/7	37 Gibbs Avenue	C
99	1513/25	38 Gibbs Avenue*	C
100	1513/24	42 Gibbs Avenue*	C
101	1512/9	43 Gibbs Avenue	C
102	1513/23	44 Gibbs Avenue*	C
103	1512/10	47 Gibbs Avenue*	C
104	1513/22	48 Gibbs Avenue	C
105	1513/21	50 Gibbs Avenue	N/C
106	1512/11	55 Gibbs Avenue	C
107	1513/20	56 Gibbs Avenue*	C
108	1512/12	59 Gibbs Avenue	C
109	1512/13	67 Gibbs Avenue	C
110	1512/14	71 Gibbs Avenue	С
111	1512/15	73 Gibbs Avenue	С
112	1512/16	75 Gibbs Avenue	N/C
113	1512/17	77 Gibbs Avenue	C
114	1513/19	78 Gibbs Avenue	N/C
115	1512/18	79 Gibbs Avenue*	C

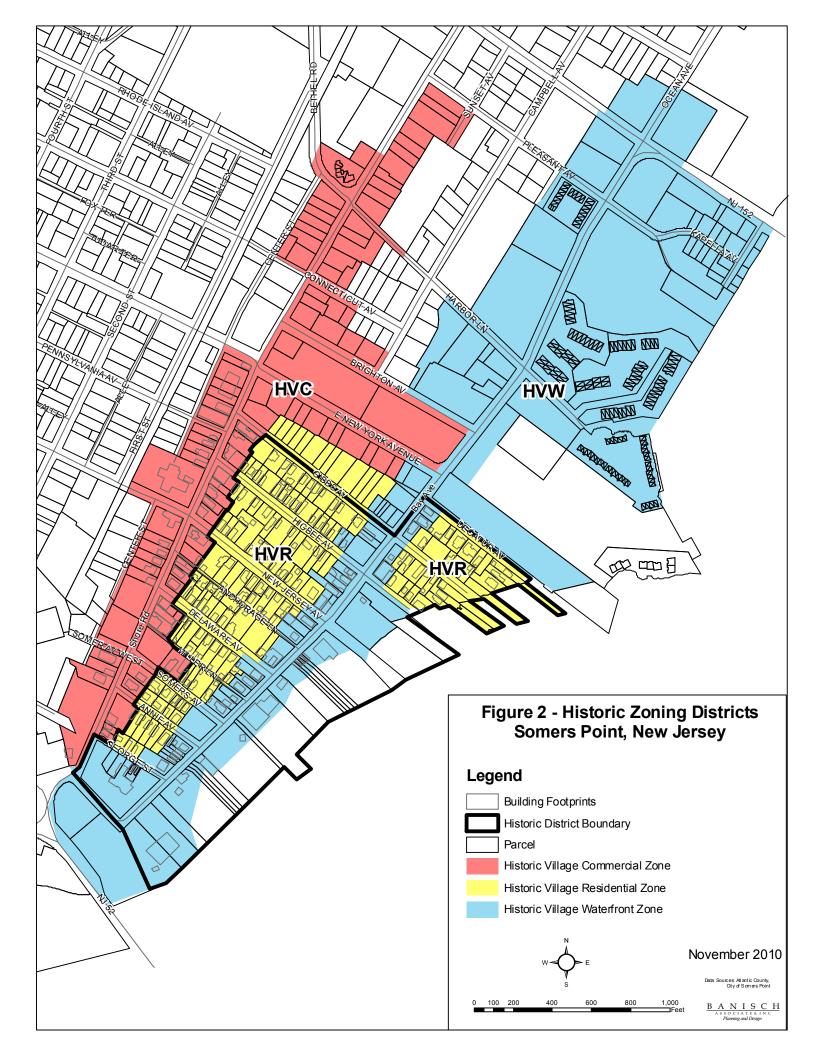
116	1512/19.01	83 Gibbs Avenue*	С
117	1512/19.01	106 Gibbs Avenue*	<u> </u>
117	1511/13	110 Gibbs Avenue	<u> </u>
119	1510/2	111 Gibbs Avenue	<u> </u>
110	1510/3	117 Gibbs Avenue	<u> </u>
120	1511/12	118 Gibbs Avenue	C
121	1511/12	122 Gibbs Avenue	<u> </u>
122	1511/124	122 Gibbs Avenue*	N/C
125	1510/4	125 Gibbs Avenue*	<u> </u>
124	1511/9	130 Gibbs Avenue	N/C
125	1511/8	126 Gibbs Avenue	N/C
120	1510/5	131 Gibbs Avenue	N/C
127	1510/6	137 Gibbs Avenue*	<u> </u>
120	1510/8	142 Decatur Avenue*	<u> </u>
130	1513/3	9 Higbee Avenue	<u> </u>
131	1613/33	12 Higbee Avenue*	<u> </u>
132	1613/32	14 Higbee Avenue	<u> </u>
133	1513/4	15 Higbee Avenue	<u> </u>
134	1513/5	17 Higbee Avenue*	C
135	1613/31	20 Higbee Avenue*	<u> </u>
136	1513/6	21 Higbee Avenue	C
137	1513/7	29 Higbee Avenue*	C
138	1613/30	32 Higbee Avenue	С
139	1513/8	33 Higbee Avenue*	С
140	1613/28	34 Higbee Avenue	N/C
141	1613/27	38 Higbee Avenue	C
142	1513/9	39 Higbee Avenue*	С
143	1513/10	43 Higbee Avenue	N/C
144	1513/11	45 Higbee Avenue	С
145	1613/26	48 Higbee Avenue	С
146	1613/25	50 Higbee Avenue*	N/C
147	1513/12	53 Higbee Avenue	С
148	1513/13	55 Higbee Avenue	N/C
149	1613/24	56 Higbee Avenue	N/C
150	1613/23	58 Higbee Avenue	С
151	1513/14.02	59 Higbee Avenue	С
152	1613/22	60 Higbee Avenue	С
153	1613/21	62 Higbee Avenue	N/C
154	1513/14.01	63 Higbee Avenue*	C
155	1513/15	67 Higbee Avenue*	N/C
156	1612/2.01	110 Higbee Avenue	N/C
157	1511/2	111 Higbee Avenue	С

158	1511/3	121 Higbee Avenue	С
159	1511/3		<u> </u>
160	1511/4	123 Higbee Avenue127 Higbee Avenue	<u> </u>
161	1713/11.01	7 Miller Lane	N/C
162	1713/13	Miller Lane (Garage)	<u> </u>
163	1713/13	Miller Lane (Garage)	<u> </u>
164	1713/14	Miller Lane (Garage)	N/C
165	1713/16	15 Miller Lane	<u> </u>
166	1713/17	24 Miller Lane	<u> </u>
167	1713/2	Miller Lane (Red Barn)	N/C
168	1713/2	Miller Lane (Garage)	<u> </u>
169	1713/7	Miller Lane (Garage)	<u> </u>
170	1713/10	Miller Lane (Garage)	<u>N/C</u>
170	1613/4	9 New Jersey Avenue	<u> </u>
172	1613/5	11 New Jersey Avenue	<u> </u>
172	1712/33, 34	18 - 20 New Jersey Ave.	<u> </u>
173	1613/6	New Jersey Avenue	<u>N/C</u>
175	1613/6	25 New Jersey Avenue*	<u> </u>
176	1712/31	30 New Jersey Avenue	<u> </u>
170	1613/7	31 New Jersey Avenue*	<u> </u>
178	1613/8	33 New Jersey Avenue*	<u> </u>
179	1712/30	34 New Jersey Avenue	<u>N/C</u>
180	1613/9	37 New Jersey Avenue	<u> </u>
181	1712/28	38 New Jersey Avenue	C
182	1613/10	41 New Jersey Avenue	C
183	1712/26	42 New Jersey Avenue	C
184	1613/11	43 New Jersey Avenue	C
185	1613/12	45 New Jersey Avenue*	C
186	1712/25	46 New Jersey Avenue	С
187	1613/13	49 New Jersey Avenue	С
188	1712/23	50 New Jersey Avenue*	С
189	1712/22	54 New Jersey Avenue	N/C
190	1613/14	57 New Jersey Avenue	Ċ
191	1613/15	63 New Jersey Avenue	С
192	1613/16	65 New Jersey Avenue	С
193	1812/12	2 Somers Avenue	С
194	1713/2	17 – 19 Somers Avenue	С
195	1812/11	20 Somers Avenue	N/C
196	1812/10	22 Somers Avenue	N/C
197	1812/9	24 Somers Avenue	Ċ
198	1713/3	25 Somers Avenue	N/C
199	1812/8	26 Somers Avenue	С

200	1713/4	27 Somers Avenue	N/C
201	1812/7	28 Somers Avenue	N/C
202	1713/5	31 Somers Avenue	С
203	1713/7	37 Somers Avenue	С



Zone	Zone Description	Base Lot Size	Min Lot Size	Min Density	Max Density
	Bay Front District	3 acres	7,500 sf	5.81	6.00
empt	Exempted City Owned			0.00	0.00
	Flood District	2		0.00	0.00
	General Business**	2 acres		0.00	0.00
P	Garden State Parkway		(C	0.00	0.00
-1	Highway Commercial - One	15,000 sf	1	0.00	0.00
-2	Highway Commercial - Two	15,000 sf	(	0.00	0.00
C R	Historic Village Commercial	15,000 sf	4-E	0.00	6.00
R	Historic Village Residential	7,500 sf	1	5.81	5.81
N.	Historic Village Waterfront	7,500 sf	8 T	5.81	6.00
D	Planned Industrial District	5 acres	C	0.00	0.00
1	Neighborhood Commercial	15,000 sf	( 1)	0.00	0.00
	Single Family Residential	7,500 sf	1	5.81	5.81
)L	Residential Cluster	1 acre	1.000	1.00	1.00
1F	Residential Multi Family	3 acres	7,500 sf	5.81	12.00
D	River Conservation District	2	ja	0.00	0.00
D C-A	Recreational Land	1		0.00	0.00
C-B	Recreational Land - Marine	10,000 sf		0.00	0.00
С	Recreational Golf Course	125 acres	1	0.00	0.00
	Transient Commercial***	15,000 sf		0.00	0.00
ter	Various			0.00	

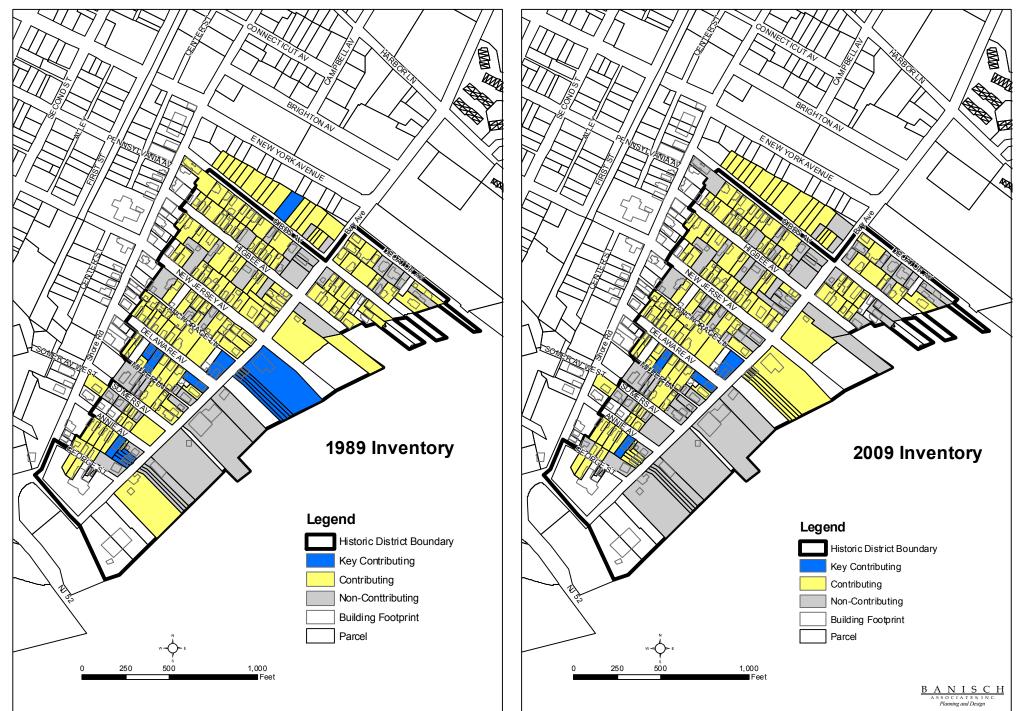




### Figure 4 - Somers Point Historic Inventory 20-Year Comparison

City of Somers Point, Atlantic County, New Jersey

#### August 2010



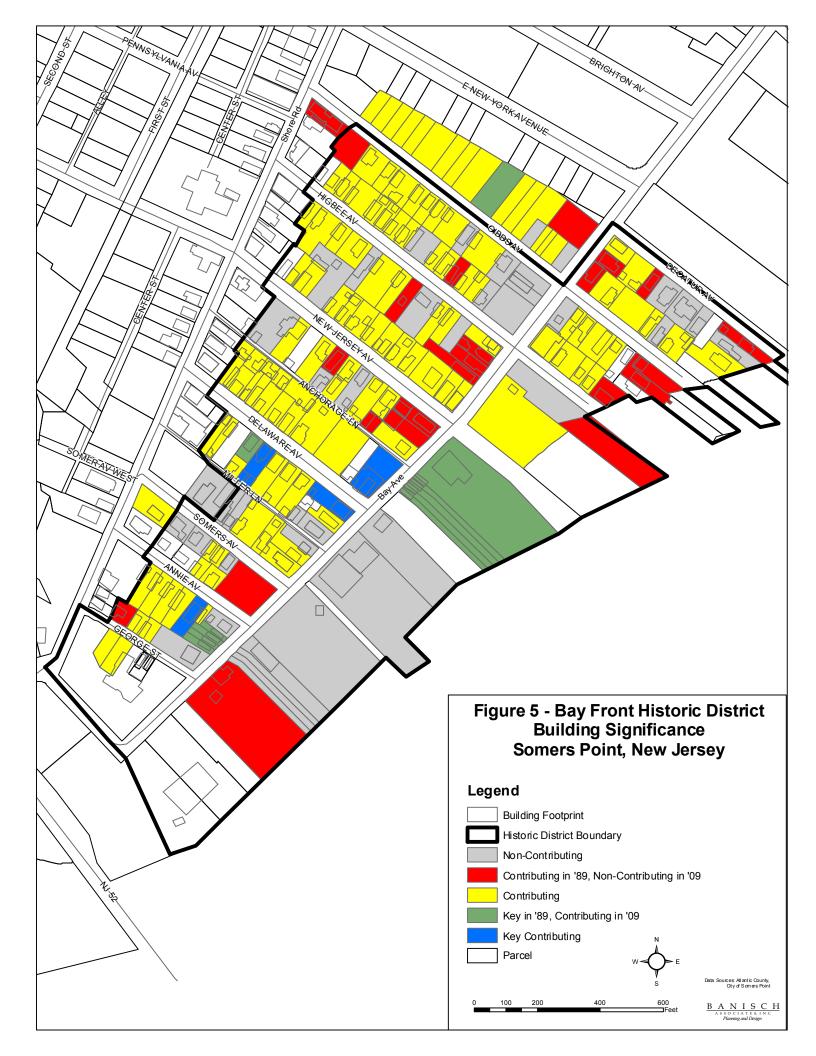
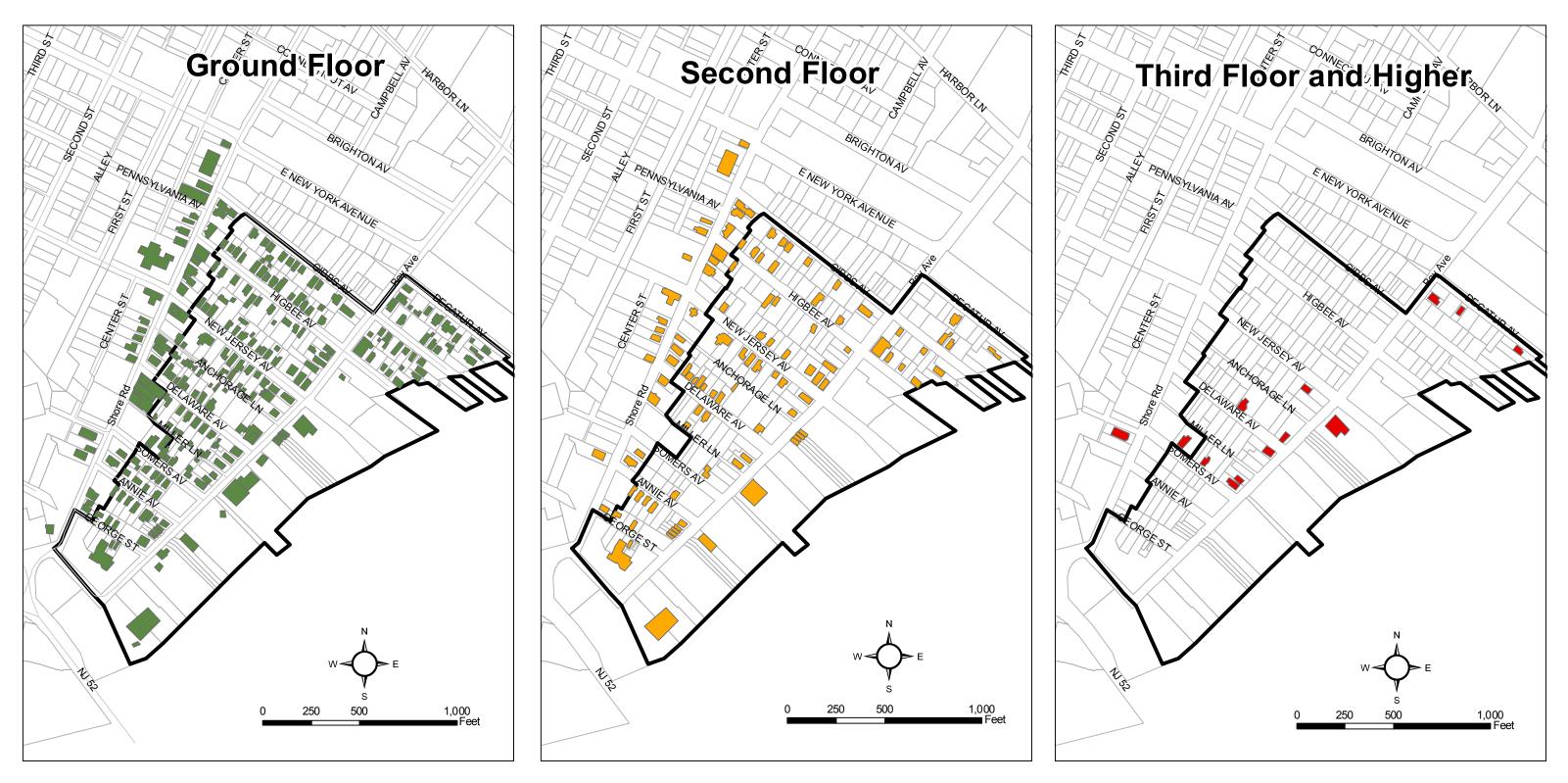




Figure 7 - Somers Point Bay Front Historic District Building Height Comparison



### November 2010

Data Sources: Atlantic County, City of Somers Point



