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State of New Jersey

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DEPARTMENT OF ENVIRONMENTAL PROTECTION

NATURAL & HISTORIC RESOURCES

Office of the Assistant Commissioner

Mail Code 501-03A

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CHRIS CHRISTIE
Governor

BOB MARTIN

KIM GUADAGNO
Lt. Governor

May 2, 2014

Mr. Michael J. Fiure
Director
Ocean County Department of Management and Budget
101 Hooper Avenue
Toms River, NJ 08753

Re: Demolition of Ocean County Jail and Sheriff's House
Block 654, Lot 10
Ocean County, Toms River Township

Dear Mr. Fiure,

I am writing concerning your application for project authorization for the proposed demolition of the Ocean County Jail and Sheriff's House, which is listed on the New Jersey Register of Historic Places. In accordance with the New Jersey Register of Historic Places Act, the Historic Preservation Office presented the application to the New Jersey Historic Sites Council at its April 11, 2014 meeting. I have taken into account the recommendation made by the Council and I am adopting their resolution number 2013-357.

I hereby authorize the demolition of Ocean County Jail and Sheriff's House in accordance with the following mitigating conditions:

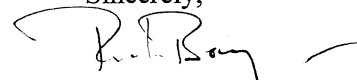
1. Ocean County shall create an interpretive display that explains the historic significance of the Ocean County Jail and Sheriff's House and how it reflects the development of Ocean County Government. The interpretive display shall be in an area that is easily accessible by the public, such as the lobby of the court building. The interpretive display shall be awarded to Historic Preservation Specialist who meets the National Park Service's professional qualifications standards. The location, design and text of the interpretive display shall be reviewed and approved by the HPO prior to its installation. Installation shall be done prior to demolition of the Ocean County Jail and Sheriff's House.
2. HABS Level III documentation shall be completed on the exterior and as much as possible of the interior of the Ocean County Jail and Sheriff's House. The setting of the Ocean County Jail and Sheriff's House shall be captured as part of the documentation. Digital photography is acceptable provided it meets the National Park Service's (NPS) National Register Photo Policy for digital photography. A copy of the documentation shall be reviewed and approved by the HPO prior to demolition. A copy of the documentation shall be given to the HPO and one local repository that is agreed to by the HPO and Ocean County.

3. A preservation plan by an NPS qualified historic architect shall be completed for the historic Ocean County Courthouse to ensure future care of the County's historic civic buildings. The Request for Proposals (RFP) for the preservation plan shall meet the guidelines for preservation plans set forth by the HPO. The RFP shall be reviewed and approved by the HPO prior to its release to bidders. The contract for the preservation plan shall be awarded prior to demolition of the Ocean County Jail and Sheriff's House. A copy of the finalized preservation plan shall be kept at the HPO and at least one copy at the appropriate location in County Government.
4. The foundation of the historic Ocean County Jail and Sheriff's House shall be retained at grade level and in-filled in order to interpret the former footprint of the building. Photographic documentation illustrating that this measure has been taken shall be submitted to the HPO for review and approval within six months of demolition of the Ocean County Jail and Sheriff's House.
5. Prior to demolition, the County shall salvage and curate any artifacts from the Ocean County Jail and Sheriff's House and offer them first as a loan to the Ocean County Historical Society and/or the Ocean County Cultural and Heritage Commission. The County shall reuse any salvage items in the proposed reconstructed jail. The County shall provide a list of salvaged and curated artifacts and their new location to the HPO for review and approval prior to demolition.

Please note that, in accordance with N.J.A.C. 7:4-7.2 (e) 5, you must respond in writing to the conditions within 60 days of the date of this letter. If you agree to the conditions specified above, please sign the bottom of this letter in the space provided and return it to the HPO. Signature on the bottom of this letter will constitute formal acceptance of the conditions of project authorization. If you disagree or fail to respond to the requirements set forth within 60 days, I must, by regulation, deny your application.

Please do not hesitate to contact Meghan MacWilliams Baratta, of the HPO staff, at (609) 292-1253 with any questions regarding this review. Thank you for your cooperation.

Sincerely,



Rich Boornazian
Assistant Commissioner
for Natural and Historic
Resources

By signing this letter, Ocean County accepts the conditions of authorization outlined above, in accordance with New Jersey Register of Historic Places Act, Chapter 4, Laws of 1970 and N.J.A.C. 7:4-7.2(e) 5.

Michael Fiure, Director, Ocean County Department of Management and Budget accepts

Attachment

C: Carl Block, Ocean County Administrator
Mayor Thomas Kelaher, Township of Toms River
J. Mark Mutter, Toms River Historic Preservation Commission
Massimo Yezzi, Project Architect
Ocean County Historical Society
Toms River Township Historical Commission
Ocean County Cultural and Heritage Commission
Preservation New Jersey

NEW JERSEY HISTORIC SITES COUNCIL
RESOLUTION HSC 2014-357

NAME OF PROPERTY ON STATE
REGISTER OF HISTORIC PLACES

Ocean County Jail/Sheriff House
Sheriff Street
Block 654, Lot 100
Ocean
Toms River
June 17, 1981
County of Ocean

COUNTY
MUNICIPALITY
DATE REGISTERED
APPLICANT

WHEREAS, the New Jersey Historic Sites Council, created pursuant to N.J.S.A. 13:1B-15.108 et seq., is authorized by N.J.S.A. 13:1B-15.131 to offer advice and recommendations concerning encroachments upon properties listed in the New Jersey Register of Historic Places to the Commissioner of the Department of Environmental Protection; and

WHEREAS, the jurisdiction of the Department of Environmental Protection/Historic Sites Council under the New Jersey Register of Historic Places Act, N.J.S.A. 13:1B-15.131, and its attendant regulation, N.J.A.C. 7:4, concerns the consideration of actions with effects, both direct and indirect, on New Jersey Register of Historic Places listed properties; and

WHEREAS, the County of Ocean (hereinafter referred to as the County), has requested to demolish the Ocean County Jail/Sheriff House, an individually listed resource and contributing resource to the Old Village of Toms River Multiple Resource Nomination; and

WHEREAS, the New Jersey Historic Sites Council conducted an open public meeting on April 11, 2014 pursuant to the requirements of the "Open Public Meetings Law", N.J.S.A. 10:4-6 et seq.; and

WHEREAS, the New Jersey Historic Sites Council, based upon evidence presented at the public meeting, made the following findings of fact:

1. The Ocean County Jail and Sheriff's House was built as one building between 1851 - 1852. It was the second County building built, after the County Courthouse. The Ocean County Jail and Sheriff's House was designed by Robert Aiken for \$4250 in the Federal/Greek Revival style. It is located behind the County Courthouse. The Sheriff's residence was located in the front section of the building with the jail cells in the north wing attached to the rear of the house. The first floor of the Sheriff's House portion of the building contained a central hall with parlor, dining room, and kitchen. On the second floor, there were three bedrooms. In the north wing of the jail section of the building, there were five cells on each floor. The cells were nine feet long and five feet wide with a cot in each cell.
2. Along with the Courthouse, the Ocean County Jail visually reflects the early development of the county government. This building was used as the home for the Sheriff and his family for 90 years then as an administration extension to the Sheriff for almost 50 more years.
3. The lot on which the County Courthouse and Jail and Sheriff's House is located went through many changes:

- In 1857, the first addition was constructed onto the Ocean County Jail and Sheriff's House. The addition was two stories tall and increased the size of the Sheriff's House by 13 feet by 9 feet, with a shed attached.
 - In 1921, the 10 cells of the original jail were converted into additional living space for the Sheriff's House and a separate building (now demolished) with 24 jail cells and 2 detention rooms for witnesses was built and connected with a passageway to the Sheriff's House.
 - In 1926, a Hall of Records, housing the County Clerk, a courtroom, and a law library, was built.
 - In 1939, the Sheriff's House was converted into office space. The open arch between the entry hall and the living room was filled in and, in subsequent renovations over the years, finishes such as carpet, vinyl tile, and acoustical ceilings were installed.
 - In 1950, the Clerk's Hall of Records that was built in 1926 was torn down to make room for the Courthouse east wing expansion. The same year, a west wing was added to the Courthouse.
 - In 1961, the jail that was built in 1921, and to which the Old Sheriff's Office was attached with a passageway, was expanded in 1961.
 - In 1965, the east wing was further expanded.
 - In 1974, the west wing in 1974.
 - In 1985, the 1921 section of the jail was demolished and the new Justice Complex was built.
 - In 1986, the building was deemed unsafe by the County Construction Department, and the historic jail and Sheriff's House building was left vacant.
 - In 2009 another addition to the complex was built.
4. The reason for the numerous additions to the County Jail is based upon state mandates of jail size, which are, in turn, based upon the number of citizens in the County. The new jail could have been built at another location but the County decided to construct the new jail on the site of the old jail to save money on administrative costs, security costs and travel costs.
 5. The appropriate standards to follow for projects impacting the Ocean County Jail are the Secretary of Interior Standards for the Treatment of Historic Properties – Rehabilitation.
 6. The Ocean County Jail and Sheriff's house was vacated in 1986 due to structural instability. A Historic Structures Report (HSR) was drafted by Watson and Henry for the Ocean County Board of Chosen Freeholders in January 1992. At the time of the HSR, the building was failing, but reuse was considered. The estimated project budget for rehabilitation, as outlined in the HSR, was \$265,050. Between 1992 and today, tarps have been used to cover the roof but have consistently failed to remain in place. Plywood has been used to cover the windows.
 7. Douglas Sebolt's P.E. of Mainstay Engineering submitted a letter report regarding the structural condition of the Ocean County Jail and Sheriff's House on December 28, 2012 to supplement the existing application for project authorization. Based on his visual assessment of the building:
 - The roof has collapsed, and therefore the weather is getting into the building.
 - Debris from the roof and the outside has caused collapse of the 2nd floor.
 - Because the roof is no longer intact, and the second floor has been compromised, the floors are not tied together as tightly.
 - The bricks themselves show signs of spalling and the mortar joints are disintegrating.
 - Because the building is not secure, it is also overrun with rodents and pigeons.

- The bricks were painted at some point in the past which trapped moisture in the masonry. This has led to deterioration due to freezing and thawing.
 - According to Douglas Sebolt's report, this freeze/thaw cyclic action will most likely cause movement and collapse in the wall structure unless treated immediately.
8. In a letter from Massimo Yezzi, project architect, dated April 9, 2014, he noted that the Toms River Building Inspector has deemed the building unsafe and recommended that it be demolished.
 9. Based on photographs provided in the application for project authorization, it appears that extensive and deep ground disturbance has occurred around the perimeter of the Ocean County Jail and Sheriff's House. Therefore, based on the low potential for any surviving archaeological deposits, archaeological survey does not have the potential to produce any contributing archaeological resources within the project site.
 10. Meghan MacWilliams Baratta, of the Historic Preservation Office (HPO) staff met with Massimo Yezzi, project architect and Ralph Patterson former Ocean County employee, and visited the site on February 8, 2013. Ms. Baratta witnessed the deteriorated condition of the building and how the building is no longer visible by the general public because it is located in what is now a locked courtyard and surrounded by the non-historic additions to the Justice Complex. The only way for the general public to see this historic building is if they are located on the upper floors of the justice complex.
 11. Based upon information provided in the application for project authorization, the costs for alternatives to building demolition, including mitigation, are as follows:
 - The cost to mothball the building \$230,000.
 - The cost to demolish the building, clean up the site and complete the proposed mitigation is \$889,586. The County's proposed mitigation is the concrete outline of the footprint of the former County Jail and Sheriff's House and an interpretive display of the jail's historic significance.
 - Reconstruction of the jail on another County owned property one block away is estimated to be \$2,300,000. \$560,000 for demolition and clean up would be added to this total for a grand total of \$2,860,000.

THEREFORE, BE IT RESOLVED, by the New Jersey Historic Sites Council, that based on the above findings the Council recommends that the Commissioner authorize the demolition of the Ocean County Jail and Sheriff's House with the following conditions:

1. Ocean County shall create an interpretive display that explains the historic significance of the Ocean County Jail and Sheriff's House and how it reflects the development of Ocean County Government. The interpretive display shall be in an area that is easily accessible by the public, such as the lobby of the court building. The interpretive display shall be awarded to Historic Preservation Specialist who meets the National Park Service's professional qualifications standards. The location, design and text of the interpretive display shall be reviewed and approved by the HPO prior to its installation. Installation shall be done prior to demolition of the Ocean County Jail and Sheriff's House.
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MOVED BY: Flavia Alaya
SECONDED: Williams Sanders
IN FAVOR 4
AGAINST 0

The Council's recommendations and advice are forwarded to the Commissioner of the Department of Environmental Protection. The Commissioner makes a final determination.