

**CITY OF GLOUCESTER
HISTORICAL/ARCHITECTURALLY SIGNIFICANT SITES AND PLACENAMES**

Significant Historic/Architectural Sites Outside Old City:

1. Newton Creek Dam
2. Newton Creek Ferry
3. Newton Creek Toll Bridge, Causeway and Toll House
4. Gloucester Spa
5. Byllyng's or Easter Hill
6. Chocolate Factory
7. Essex Row (Eastlake Style Twins)
8. Dickensheets House
9. Stites House
10. Cottage Row (English Cottage Revival Style Twins)
11. House (Dutch Colonial Revival Style)
12. Chambers Farmhouse
13. Waterworks Building
14. Paul Street Row
15. Patrick Stewart's Commercial Block
16. House (Queen Anne Style)
17. Railroad Station
18. Brown Street School
19. House (Bungalow Style)
20. Quigley's Lumber (Art Deco Style)
21. Industrial Building (Italianate Style)
22. Milliard's Memorials (Greek Revival Style)
23. Party Hut (Haley's Comets)
24. House (Gothic Revival Style)
25. Cold Springs
26. Mile Run
27. Gloucester Heights Methodist Church
28. Gloucester Heights School
29. Dobbs Farmhouse, c1820
30. Highland Park Methodist Church
31. Highland Park School
32. Blackwood Farmhouse, c1820
33. American Revolutionary War Battle of Gloucester Site

SOME Significant Historic/Architectural Sites Inside Old City:

34. City Docks
35. Lilliput
36. 1st Methodist Church
37. 1st Presbyterian Church
38. City Hall
39. St. Mary's School and West House
40. Judge Blandy's House
41. 1st Baptist Church
42. St. Mary's RC Church and Rectory
43. West House (Municipal Building)
44. Memorial Park
45. Costello and Joy Street Schools
46. Post Office
47. Dooley's Tavern
48. Church of the Ascension
49. Gloucester Catholic High School
50. HMS Augusta and Hugg's Ferry
51. Gloucester Ferry
52. Gloucester Beach
53. Kennel Gut
54. Dwyer's Lots
55. Fort Nassau
56. Gloucester Race Track

FIG.

HIST-1

III. EVALUATION

A. Resource Threats

The two major threats to the protection of historic resources in the City are the economic constraints of local owners and inappropriate development in the local historic district zone. The economic impact concerns of historic property owners are not unique to Gloucester, and are commonly heard in most historic urban areas in the beginning stages of revitalization. Camden, Woodbury, Bridgeton, Mount Holly, among others, have all experienced similar problems. The following is a list of those general economic concerns and comments on their applicability to Gloucester:

1. Ownership Patterns -- The demographics of the historic part of the City (west of Broadway) changed considerably as suburban areas in the City and surrounding municipalities grew in the post World War II period. This trend was further accelerated when the shipyards closed more than twenty years ago. Many of the current owners and rental residents of the historic district are seniors or starting families on limited incomes that may have difficulty maintaining and restoring their properties. This is one reason why the local historic district zone should be focused on a definable core historic preservation policy area, and not extend to the entire historic area west of Broadway.
2. Neglect/Deferred Maintenance -- Typically, the longer maintenance is deferred on a property, the more deteriorated the roof, chimney, foundation, walls, windows, etc., are going to be when it is time to fix them. The cycle of neglect sometimes snowballs to the point of significant code violations or cover-ups, e.g. vinyl siding or stucco. Phasing the project over a multi-year period is often used by property owners to keep costs down.
3. Pure Restoration vs. Rehabilitation -- Often owners will complain that once their property is historically designated, the City or Federal government will require them to "restore" it and they can't afford it. A listing on the state or federal register is primarily an official recognition of the significance of an individual property or district, and does not empower either the state or federal governments in any way to regulate individual property owner rights. Inclusion in the local historic district zone means that the owner will be required to apply for a Certificate of Appropriateness and will be reviewed for the impacts any exterior alterations or improvements will have on the property. The City's Historic Preservation Commission does not require restoration, but compatible rehabilitation with the existing building fabric.
4. Improvement Costs vs. Re-sale Value -- It is quite possible that the property owner that improves (rehabilitates) his/her house may not achieve what he/she expected at re-sale if neighboring houses are not fixed-up, but that is always a calculated risk. Over the long term, the local historic district zone review procedure ensures all property owners that the general condition of neighboring properties will improve. This may affect property values and tax rates, but again that all depends on the local real estate market.

The second major threat to historic resources in the City is inappropriate development, e.g. altering, rehabilitating, demolishing resources, without concern or regard for their historic status. Most of these problems are also common among municipalities in the initial stages of their historic preservation program, and most can be attributed to a lack of information/guidance or communication between property owners and developers, zoning and construction code officials, and the local historic preservation commission. The majority of the implementation recommendations in the next section of this element deal with improving communication to avoid the following types of inappropriate development:

- Inappropriate alterations/materials;
- Work without a Certificate of Appropriateness or other required permits;
- Demolition or significant alterations based on perceived re-use limitations, vacancy, and/or threats to public health and safety.

B. Current Programs

The major players in the City's historic preservation program are the Zoning and Construction Code Office, Office of Community Development, and the local Historic Preservation Commission. The Zoning and Construction Code Office operates like most other municipalities, coordinating development with the Commission and the community development office. The latter office also manages NJ DCA's Neighborhood Preservation Program (NPP) and US HUD's Community Development Block Grant (CDBG) Program and arranges local rehabilitation and improvement projects. Recently, the City incorporated the Housing Redevelopment Agency (HRA), which is taking on special housing improvement projects, such as rehabilitation of the Mill Blocks.

Gloucester City adopted its Historic Preservation Ordinance in 1985 and has periodically updated it in accordance with the Municipal Land Use Law. Its Commission is charged with advising and assisting the City Council, the Planning Board, and the Zoning Board of Appeals on historic preservation issues and for reviewing exterior alterations, improvements, new construction, and demolition within the local Historic Preservation Zone. It is fully authorized to approve, approve with conditions, or deny application for a Certificate of Appropriateness in that zone and uses the Secretary of the Interior's Standards as its guidelines for determining the appropriateness of applications. In 1995, the Ordinance was amended to allow plans to be submitted by licensed professionals for certain types of projects, as opposed to architects. Such a change, if left intact, may prove detrimental to the district as many licensed professionals are not qualified or trained in the design and conservation of historic building fabric. The Zoning Officer is the enforcement officer for the Commission, but the penalties for violating the ordinance are ambiguous and should be clarified. The Historic Preservation Ordinance should be amended to specify that violations shall be considered violations of the City Land Development Code with penalties commensurate with any other violation.

III. IMPLEMENTATION

A. Registration

Benefits to state or federally listed property owners include protection from publicly funded projects, such as road widening, that may impact the property, and certain investment tax credits to income-producing properties. It is not unusual to have a smaller or core local "historic preservation zone" with local historic preservation commission review within a larger state and national register historic district.

The following registration measures are recommended to protect the City's historic resources:

1. Although the present zone includes most of the older buildings in the city, it is recommended that the local Historic Preservation Zone be extended to include those properties south of Warren Street between Burlington and King Streets, the majority of which pre-date the Civil War. The inclusion of this area would ensure the protection and appropriate future rehabilitation of the oldest part of the City, as well as guide compatible new construction in the waterfront district.
2. The City, in consultation with the City Historic Preservation Commission, should retain a historic preservation firm to prepare a state and national register nomination form for the proposed Gloucester City National Register Historic District. This will include an inventory and photographic record of all the district's structures. The firm should also evaluate the significance of those properties outside the proposed district identified in the preliminary historic resource survey. Such a project may cost between \$5,000-\$10,000, and may be eligible for matching funds from the New Jersey Historic Preservation Office if the City becomes a Certified Local Government (See below).
3. Until such time as a more complete study is completed, the Planning Board and the Board of Zoning Appeals should use the preliminary historic resource survey map for review of potential impacts on historic resources and request assistance from the Historic Preservation Commission for guidance, as needed.

B. Local Technical Assistance

Perhaps the strongest historic preservation resource in the City is its Historic Preservation Commission, which is composed of citizens with strong backgrounds in local history, architecture, construction, and business. Property owners often benefit from the Commission's guidance and advice when they apply for a Certificate of Appropriateness. However, many property owners do not find out about the local historic preservation zone regulations or the Commission's talents until their development plans are already made. In addition to the lack of information about the local historic preservation zone, there does not appear to be a local historic preservation advocacy group that would support the Commission's work and help neighbors fix up their old buildings.

The following local technical assistance measures are recommended to protect the City's historic resources:

1. To ensure all future property owners and developers are informed of the presence and location of the local historic preservation zone, the Zoning Map should be amended to show a hatched or shaded area to reflect its boundaries and a print-out of tax lots in the historic preservation zone given to the Zoning and Code Construction Officers.
2. A general information letter, signed by the Mayor, reminding property owners of the City's historic preservation goals, recent accomplishments, review procedures, and local contacts should be (re)mailed to the property owners in the historic preservation zone. A follow-up letter geared to businesses along King, Burlington, and Monmouth Streets should also be sent, perhaps in a mailing with the local business association.
3. A primary historic preservation resource area, such as the Office of Community Development, where property owners could pick up their Certificate of Appropriateness applications, should be identified so that property owners and other interested people could find out more about the history, architecture, and character of the City. Although this office would be the resource area, informational materials (See below) should also be available at the City Library, as well as local shops and stores.
4. Promotional materials, such as brochures, handouts, maps, etc. providing capsulized information about the historic district and historic preservation should be developed in consultation with the Commission. A brochure that could help property owners understand and discover their building's architecture and history would be very useful. The cost of the design and publication of these materials may be minimized by using local high school or college (Rutgers, Rowan, Temple, Drexel, Penn, etc.) talents, each university having significant urban history, commercial design, and student internship programs. Matching funds may also be available from the New Jersey Historic Preservation Office if the City becomes a Certified Local Government (See below).
5. A Gloucester City Historic Walking Tour Loop should be implemented as part of the City's education, cultural awareness, and recreation program. The tour, which would incorporate information trail markers and brochure, would include historic sites on the Delaware River and King, Burlington, Monmouth, and Jersey Streets (See map). Because it is a "loop," it could be started at any point along the trail, but should focus its starting points at the Railroad Station to maximize downtown commercial activity and at Proprietors' Park to key on waterfront development. Although historical awareness is the primary purpose of this tour, the local and regional economic redevelopment benefits gained by introducing numerous potential new recreational users, shoppers, residents, and business clients to historic Gloucester City in a friendly, fun, interesting, and easy way should not be minimized.

6. The Commission should encourage development of a local support/advocacy group e.g. sympathetic residential and business property owners, members of the Gloucester High Historical Society, that could help the Commission with its outreach mission. At a minimum, the Commission or the advocacy group could hold quarterly or semi-annual information meetings or workshops about rehabilitation, home improvement, or historic preservation issues. Program guidelines may be available from groups such as Preservation New Jersey or the Philadelphia Historic Preservation Corporation.

C. Local Financial Incentives/Assistance

Reinvigorated code enforcement policies, joined with low-cost incentives, e.g. low-interest loans, forgivable grants, exceptions from certain standards/code requirements, can do much in bringing about substantial improvement in historic districts. Although the threats of inappropriate development can be mitigated by the various implementation measures detailed in the three other sections of this element, amelioration of economic constraints for historic property owners is a general housing concern. Because these issues are geared more to housing improvement and redevelopment, please refer to the Housing Element of this plan for local implementation strategies.

D. Additional State and Federal Government Programs

The City has successfully incorporated the Neighborhood Preservation Program (NPP) and Community Development Block Grant (CDBG) Program in its rehabilitation and improvement of numerous historic properties. Because these programs utilize state and federal funding, adverse effects to historic properties are reviewed and mitigated in accordance with the New Jersey Register of Historic Places Act and Section 106 of the National Historic Preservation Act.

Although state and federal funding for historic preservation activities continues to be cut, the City may wish to contact the following agencies for additional programs assistance:

1. National Trust for Historic Preservation. The Mid-Atlantic Office (Philadelphia) can provide technical support for local government organizations ranging from site visits, guest speakers, promotional materials and media, and program development grants.
2. National Park Service. The Mid-Atlantic Regional Office (Philadelphia) is able to provide technical information on building rehabilitation and conservation issues and rehabilitation investment tax credits for income-producing properties.
3. NJ Department of Community Affairs (Trenton). In addition to the Neighborhood Preservation Program, there is also a Main Street program which provides downtown commercial revitalization support, such as marketing, design, and business development. Locally, Merchantville and Hammonton are Main Street communities.

4. NJ Historic Preservation Office (Trenton). This office has provided the City with a variety of technical information and support for historic preservation activity over the years, and can provide further assistance in completing the National Register nomination process. The office also implements the Certified Local Government (CLG) program which provides program development matching funds to qualifying municipalities with appropriately-managed local historic preservation commissions. Neighboring CLG's include Camden, Collingswood, Haddonfield, and Haddon Heights.

The City should apply to the NJ Historic Preservation Office (HPO) for CLG designation. The benefits of CLG status include state grants, state and federal government information exchange, and participation in the National Register and statewide preservation planning process. CLGs are expected to maintain and support their municipality's historic preservation ordinance, commission, planning, local survey, public participation, and registration process. Due to budgetary cutbacks, only CLGs receive HPO grants. Of the 567 municipalities in the state, about one-fourth have local historic preservation commissions, and only about 20 of them are CLGs.

5. NJ Historic Trust (Trenton). The Trust provides matching funds for "bricks and mortar" historic preservation projects to local governments and private non-profit organizations, such as local historic societies, museums, and churches. Currently, the City has an \$85,000 grant to rehabilitate the City Waterworks building on Johnson Boulevard.
6. Preservation New Jersey (Perth Amboy). As the major non-profit, statewide historic preservation advocacy group, this organization is the general clearinghouse for information and local referrals. The City is a member of this coalition.
7. Philadelphia Historic Preservation Organization (Philadelphia). This organization is another major information clearinghouse, geared more to historic preservation activity in metropolitan Philadelphia.