

X. HISTORIC PRESERVATION PLAN ELEMENT

INTRODUCTION

The City of Bayonne has been settled and under continuous development since the 17th century when the Dutch first arrived, followed by the English and successive waves of immigrants from other parts of Europe and the world. During the intervening centuries, Bayonne grew rapidly from a small outpost in the New World to a major urban center before maturing into the stable and fully-developed mid-size community of today. The City has developed a rich history that reflects the unique character of the community, the diversity of the population, the transformation of its economic base and the pattern of development that has produced an appealing urban environment.

Bayonne has a number of historic resources that are worth preserving because they provide a link to the past, create a sense of place in the present and offer a degree of continuity as the City advances into the future. More tangibly, historic preservation contributes to attractive streetscapes, stable neighborhoods, economic development and increased property values. The Historic Preservation Plan Element highlights the benefits of preserving the local heritage, identifies sites listed on the State and National Registers of Historic Places and discusses the City's preservation efforts to date. Historic preservation is encouraged as a way of protecting sites that have played a role in Bayonne's development and as an element of the City's on-going economic development and revitalization efforts.

HISTORICAL OVERVIEW

The City of Bayonne has a history that dates to the earliest period of colonial settlement in New Jersey and New York, when Henry Hudson anchored his ship off of Constable Hook in 1609 and explored present-day Bayonne. The first land grant in Bayonne occurred when John Jacobson Roy was awarded 300 acres in Constable Hook in 1646. Early settlement was hindered by difficult conditions and the presence of Native Americans, however, by 1658 the Dutch acquired sufficient land to establish a small outpost in the City. The early residents of Bayonne resided primarily in Constable Hook and subsisted on farming and fishing.

Additional settlements in the area now known as Bayonne were established as the Dutch colony of New Amsterdam, later known as New York and New Jersey under the English, prospered and grew. These settlements were called Centreville, Pamrapo and Bergen Point. During the 18th and early 19th centuries, much of present-day Bayonne remained agricultural and residential. Constable Hook was a farming and fishing community with scattered industry such as the Hazard Powder Company factory, which was founded in 1798. Centreville was located on Broadway from 8th Street to 26th Street and consisted of

homes, a school, a store and a hotel. It was the most populous of the communities located in the area of present-day Bayonne. Pamrapo was located in the northeastern section of Bayonne and was primarily a residential community dependent upon farming and fishing. Bergen Point was a wealthy village of large estates, hotels and yacht clubs that were attracted by its waterfront location, beaches and open spaces. These communities were consolidated into the newly formed City of Bayonne in 1869, however, elements of them persisted well in to the late 19th and early 20th centuries.

The opening of the Morris Canal in 1838 and the construction of the Central Railroad of New Jersey through Bayonne in 1864 precipitated the rapid growth and industrial development of the 19th century that transformed the City into a major manufacturing and transportation center. Major industrial developments during the late 19th century included the Port Johnston coal terminal on the Kill Van Kull, the Standard Oil Refinery in Constable Hook and the Texaco refinery and terminal in Bergen Point. Other areas of the City including the Newark Bay waterfront experienced rapid growth and industrialization as well. By the turn of the century, Bayonne had evolved from a collection of small farming and fishing villages into one of the largest and most important industrial cities in the State. This would continue well into the 20th century, fueled by the nation's industrial growth and an influx of immigrants who provided a ready source of labor for the City's factories.

Bayonne continued to grow and prosper in the 20th century. The enormous wave of immigration in the early 20th century fueled the City's population growth, which peaked at 88,979 in 1930. Constable Hook and parts of Bergen Point developed as major industrial areas while the central and western sections of the City experienced significant residential growth. The City benefited from the creation of extensive parkland and open space on Newark Bay and the Kill Van Kull. Major transportation projects such as the Bayonne Bridge, the Central Railroad's Newark Bay Bridge and the New Jersey Turnpike Hudson County Extension connected Bayonne to the region and reduced the City's relative isolation. The City created a major port and expanded its land area by constructing the Military Ocean Terminal, which was completed by the U.S. Navy in the 1940's.

During the second half of the 20th century, Bayonne entered a period of maturity characterized by full development, population stability and relatively slow growth. From 1970 to present, the City has experienced an economic shift as the importance of industry decreased and the service sector grew rapidly. Major industrial employers such as Texaco, Maidenform and the Military Ocean Terminal left the City during this period. Bayonne, however, has entered a period of renewed growth and development. The HBLRTS will provide residents and businesses with high quality mass transit and connections to Jersey City, New York City and northern New Jersey. The vacant former Texaco refinery is targeted for mixed-use redevelopment with housing, recreation and accessory commercial uses. Most importantly, the Military Ocean Terminal will be redeveloped as a mixed-use complex providing employment,

recreation and tax rates for the City. There is even a strong likelihood of residential growth in the future as new housing is constructed, immigration continues and new residents are attracted by Bayonne's schools and quality of life.

BENEFITS OF HISTORIC PRESERVATION

Bayonne is one of the oldest communities in New Jersey with a long and storied history that dates to the 17th century. The City of Bayonne is a microcosm of New Jersey and its development reflects many of the historical trends and events that have influenced the State over the past several centuries. These include the development of railroads, the industrial revolution, urbanization and immigration. As a result of these trends and events, the character of the City and State has changed from rural and agrarian in the 17th and 18th centuries to urban and industrial in the 19th and 20th centuries. Additional changes are underway as the City enters the post-industrial era in the 21st century.

Bayonne has numerous resources that document its rich history as well as the trends and events that have shaped its unique character and development. These include a diverse collection of historic structures, sites and districts, some of which are listed on the State and National Registers of Historic Places. The City's historic resources are an important but underutilized community asset. In addition to providing a link with the past, they have the potential to contribute significantly to local culture, education, economic development and quality of life.

The aesthetic, cultural and social benefits of historic preservation are well-documented. They include an enhanced visual environment, reinforcement of local character and creation of a sense of place. The economic benefits of preservation, on the other hand, are not well-understood and are often overlooked. These benefits are identified in a 1997 study, *The Economic Impacts of Historic Preservation*, that the Rutgers University Center for Urban Policy Research prepared for the New Jersey Historic Trust. This study is the most detailed analysis of historic preservation in New Jersey ever prepared and it concludes that preservation activity has a broad range of economic benefits. These benefits include employment growth, income gains, property value increases and additional tax revenue. The major findings of the study, on a Statewide basis, are summarized as follows:

- In 1994, a total of \$123 million was spent on the rehabilitation of historic structures, properties and sites with more than two-thirds of all rehabilitation activity occurring in cities and older suburbs. Rehabilitation activity produced 4,607 new jobs, \$156 million in income, \$207 million in gross domestic product and \$65 million in tax revenue on an annual basis. New Jersey captured approximately half of these benefits.

- During the 1993-1995 period, an estimated 9.1 million visits to historic sites were made annually by tourists with day-trippers and overnight visitors spending \$432 million. Historic tourism generated approximately 15,530 jobs, \$383 million in income, \$559 million in gross domestic product and \$216 million in tax revenue on an annual basis. New Jersey captured approximately half of these benefits.
- In 1996, historic organizations and sites spent \$25 million for operations, staff, marketing and other expenditures. Historic organizations produced 1,438 jobs, \$33 million in income, \$43 million in gross domestic product and \$14 million in tax revenue. New Jersey captured approximately half of these benefits.
- Historic properties have a market value of \$6 billion and pay an annual \$120 million in property taxes. Designation as an historic site has been found to increase the market value of properties and associated tax revenue because of their unique design, often extensive rehabilitation and the premium that purchasers are willing to pay for such properties.

Bayonne has a realistic opportunity to capture some of the economic benefits of historic preservation because of its historic resources, accessibility and proximity to major population centers in the region. As a result, historic preservation is encouraged as a complement to Bayonne's overall economic development program and as a means of differentiating it from competing municipalities that lack the historic resources found in the City.

EXISTING HISTORIC RESOURCES

The City of Bayonne has a number of historic resources that reflect its development from a small rural village to a large urban center since it was first settled in the 17th century. During this period, Bayonne evolved from a farming and fishing community into an industrial and transportation center. Many of the City's historic resources originated in the late 19th and early 20th centuries during a period of rapid population growth and intensive residential and industrial development. They include a broad range of public facilities, churches, residences, districts and remnants of its industrial past.

The revised General Ordinances of the City of Bayonne include Chapter XXXIII A which establishes an Historic Preservation Commission and provides for the designation and preservation of historic structures, sites and districts. The Commission has developed historic preservation rules and procedures and prepared a survey identifying existing and potential historic sites, structures and districts.

During the first half of 2000, the Bayonne Historic Preservation Commission sponsored a reconnaissance level survey of Bayonne's historic sites, structures, and districts. The survey was conducted in accordance with New Jersey Land Use Law procedures under which new Historic Preservation

Commissions undertake historic property surveys before starting to recommend designation of sites, structures, and districts for preservation.

In the initial report of May 2000, more than 500 properties in Bayonne were cataloged and various levels of historic designation were recommended for them. Appendix B incorporates a copy of the reconnaissance level survey. During the future, the Bayonne Historic Preservation Commission is encouraged to conduct more extensive research into selective sites and to recommend designation of appropriate landmarks and districts to the Municipal Council. Additional research should commence beginning with those sites, structures and districts that have been already listed on the State or National Registers, have been identified as eligible for State or National listing, or have been found by the reconnaissance level survey to be potentially eligible. These sites include: the Bayonne Bridge, the Bayonne High School Vocational Building, the Bayonne Trust Company Building, the former Babcock Building and Wilcox and Maidenform Plant on Lexington Avenue, the Bergoff Building, the Central Railroad of New Jersey Mainline Historic District (which runs through several communities), the ELCO factory site on Newark Bay, the East 17th Street Streetscape (including the George Goldman apartment building), the East 19th Streetscape, the East 33rd Street row houses (No. 12-20), the Dry Dock at the Military Ocean Terminal, Lincoln School, Maidenform Building (Avenue E), Manny's Liquors Neon Sign and storefront, the BEOF Headstart building (the former Mechanics Trust Company building and former City Hall Annex on 8th Street), Mt. Carmel Church Historic District, YMCA building, Vroom School, Pier No. 2-Atlas Yacht Club Pier, and Port Johnston Historic Sailing Vessels. The historic survey also suggested the possibility of nominating several structures in two categories (houses of worship and apartment buildings) for the State and National Registers of Historic Places.

Bayonne has 3 properties that are listed on the State and National Registers of Historic Places, as shown in Table X-1. They are Bayonne Truck House #1 on West 47th Street, the First Dutch Reformed Church on Avenue C at West 33rd Street and the Hale-Whitney Mansion at 100 Broadway. In addition, the former Maidenform factory on Lexington Avenue between 2nd and 3rd Streets has been nominated to the National and State Registers. The listing of these properties on the State and National Registers of Historic Places provides them with protection from adverse impacts caused by public projects as well as eligibility for rehabilitation grants and loans.

Bayonne has 10 properties, sites and districts that are eligible for listing on the National Register of Historic Places, as shown in Table X-1. They include the YMCA on Avenue E at East 22nd Street, the Port Johnson Historic Sailing Vessels on the Kill Van Kull and the Mount Carmel Historic District on East 22nd Street between Broadway and Avenue E. These sites have received either a Determination of Eligibility from the Keeper of the National Register of Historic Places or a SHPO Opinion from the State Historic Preservation Office. This status provides essentially the same protections as official listing in the

National Register of Historic Places, although it does not apply to the State Register of Historic Places. It also facilitates official listing on the State and National Registers of Historic Places once a nomination is made. The Central Railroad of New Jersey's Newark Bay Bridge and 8th Street Station, which had received a Determination of Eligibility and SHPO Opinion, have been demolished.

Table X-1 HISTORIC RESOURCES, 2000 City of Bayonne		
<i>Resource</i>	<i>Location</i>	<i>Date of Designation</i>
<i>State Register/National Register</i>		
Bayonne Truck House # 1 (Hook and Ladder)	12 West 47 th Street	SR: 9/11/75 NR: 1/2/76
First Dutch Reformed Church	Avenue C and West 33 rd Street	SR: 10/23/91 NR: 4/22/82
Hale-Whitney Mansion	100 Broadway	SR: 4/24/96 NR: 6/7/96
Maidenform Factory*	Lexington Avenue and East 3 rd Street	SR: Pending NR: Pending
<i>Determination of Eligibility</i>		
Newark Bay Bridge (demolished)	Newark Bay between Bayonne and Elizabeth	1/22/80
Port Johnson Historic Sailing Vessels	Kill Van Kull	1/24/86
<i>SHPO Opinion</i>		
873-875 Broadway	873-875 Broadway	12/22/93
Central Railroad of New Jersey Main Line Corridor Historic District	Railroad right-of-way from Bayonne to Phillipsburg	7/19/91
Central Railroad of New Jersey Station (demolished)	8 th Street	9/11/75
Electro Dynamic Motor Company (ELCO) Historic District	North Avenue and Avenue A on Newark Bay	5/16/95
George Goldman Apartment Building	25-27 East 17 th Street	9/30/91
Mount Carmel Church Historic District	East 22 nd and East 23 rd Streets between Broadway and Avenue E	2/28/91
Public School # 2	26 th Street	8/19/77
Public School # 5	Avenue F and East 30 th Street	2/28/91
YMCA	Avenue E and East 22 nd Street	11/12/91
* The Maidenform factory is being nominated to the State and National Registers as a condition of its recent approval for residential use.		
Source: New Jersey and National Registers of Historic Places; New Jersey State Historic Preservation Program; New Jersey Department of Environmental Protection; Division of Parks and Forestry.		

MUNICIPAL HISTORIC PRESERVATION

The City of Bayonne has undertaken several major initiatives to protect and preserve its heritage in recognition of the importance of historic preservation to the community. These include the establishment of an Historic Preservation Commission, the adoption of an historic preservation ordinance and the preparation of an historic resources survey.

Bayonne has established an Historic Preservation Commission to oversee preservation efforts and advise the City on preservation issues. Under State law, the Commission has the power to prepare a survey of historic sites; make recommendations to the Planning Board on the Historic Preservation Plan Element of the Master Plan; advise the Planning Board on the inclusion of historic sites in the capital improvement program; advise the Planning Board and Zoning Board of Adjustment on applications for development; and provide written reports on the zoning ordinance provisions concerning historic preservation. The Historic Preservation Commission is currently preparing an historic resources survey to identify structures, properties and districts that may be eligible for historic designation. The survey will provide an inventory of all historic resources in the City and provide the basis for future preservation efforts.

Bayonne also encourages property owners to consider historic designation as a means of preserving the City's historic resources and promoting the rehabilitation of older structures. A prominent example of this is the former Maidenform factory located on the corner of Lexington Avenue and East 3rd Street in Bergen Point. This site was recently approved for an adaptive reuse project that will convert the former factory into affordable senior citizens housing. As part of the project, the developer will seek historic designation of the site on the State and National Registers of Historic Places. This will ensure that the structure is preserved and also make it eligible for investment tax credits. Additional historic designation by private property owners is encouraged in order to preserve the City's heritage and character and as a means of utilizing federal investment tax credits to promote redevelopment and adaptive reuse.

Bayonne also has numerous historic resources within the NJ Transit HBLRTS corridor, which begins at the municipal border with Jersey City in the north and ends at Avenue A and West 5th Street in the south. NJ Transit, as part of its Environmental Impact Statement for the HBLRTS, identified 13 sites and districts in the vicinity of the light rail corridor that are eligible for listing on the National Register of Historic Places. These include the Maidenform Brassiere Factory, Public School Number 5 and the East 19th Street Streetscape as shown in Table X-2. The State Historic Preservation Office issued opinions confirming their eligibility for the National Register. These sites and districts should be included in the historic resources survey currently being prepared. Efforts should also be made to preserve them and promote sensitive adaptive reuse where redevelopment potential exists, such as at the Maidenform Brassiere Factory site on Avenue E.

Table X-2
 HISTORIC RESOURCES WITHIN HBLRTS CORRIDOR, 2000
 City of Bayonne

<i>Site/District</i>	<i>Location</i>
Public School # 5	Avenue F and East 30 th Street
Mount Carmel Historic District	22 nd Street
YMCA Building	Avenue E and East 22 ND Street
Bergoff Building	473 Broadway
Wigdors Jewelry Store/Neon Sign	446 Broadway
East 19 th Street Streetscape	33-35 East 19 th Street
East 17 th Street Streetscape	21-31 East 17 th Street
George Goldman Apartment Building	25-27 East 17 th Street
Maidenform Brassiere Factory	Avenue E and East 17 th Street and Lexington Avenue and East 3 rd Street
Bayonne Trust Company	231 Broadway
Mechanics Trust Company Building	21 West 8 th Street
Central Railroad of New Jersey Main Line Corridor Historic District	Right-of-way from Phillipsburg to Bayonne
Electro Dynamic Motor Company (ELCO)	Avenue A and North Street
<i>Source:</i> NJ Transit; Bayonne Extension Supplemental Draft Environmental Impact Statement; November 1995.	

CERTIFIED LOCAL GOVERNMENT STATUS

The City of Bayonne is eligible for New Jersey’s Certified Local Government Program because it has established an Historic Preservation Commission and is currently preparing an historic resources survey. The City recently applied for inclusion in the program as part of its local preservation efforts. The State Certified Local Government Program is intended to promote historic preservation on the municipal level with an emphasis on local control and oversight. In order to achieve this, the Program provides qualified municipalities with financial and technical assistance for historic preservation efforts.

Municipalities such as Bayonne must meet certain requirements to be eligible for the State Certified Local Government Program. At a minimum, municipalities must adopt an historic preservation ordinance to identify and protect historic resources within the community. The ordinance must provide for the designation of historic sites and districts as well as the review of exterior renovations to ensure that the historic integrity of designated sites and districts is preserved. All reviews are performed the local Historic Preservation Commission in consultation with municipal officials and Planning Boards as well as Zoning Boards of Adjustment.

Municipalities that have been designated a Certified Local Government are eligible to apply for 60/40 matching grants for a broad range of historic preservation initiatives. These include the preparation of Historic Preservation Plans, Historic Structures Reports, Historic Resource Surveys, Design Guidelines and Historic Preservation educational outreach. At present, more than \$60,000 in grant funding is available from the State Historic Preservation Office each year. Technical assistance, such as ordinance review and staff training, is also available from the State Historic Preservation Office. The City's application for Certified Local Government status will further historic preservation efforts on the local level.

RECOMMENDATIONS

1. Consider the preparation and adoption of an ordinance for local designation of historic properties, structures and districts in Bayonne. Properties listed on the State and National Registers of Historic Places, or eligible for listing, should be given first priority for local historic designation.
2. Prepare criteria for local designation of historic properties, structures and districts in cooperation with the Bayonne Historic Preservation Commission. The criteria for local historic designation should be consistent with the standards used for the State and National Registers of Historic Places.
3. Develop design guidelines for use by property owners and the Bayonne Historic Preservation Commission in reviewing applications for development affecting historic properties, structures and districts.
4. Utilize Certified Local Government status from the State Historic Preservation Office to expand local historic preservation efforts.

