



Chapter XI: Historic Preservation Plan

Overall Policy Statement

The preservation of historical resources is an extremely important component of the social fabric of our communities. Hudson County stands ready to be an active participant in historic preservation efforts, whether by direct involvement or as an aid and resource to its 12 constituent municipalities. Given the rich and colorful history of Hudson County, particularly as to its role as a culturally diverse home to immigrants for more than 300 years, it is important to continue efforts to preserve and protect the links to the past.

Introduction

As one of the earliest developed areas of New Jersey, Hudson County contains many important historic and cultural landmarks. Beginning in 1985, the Municipal Land Use Law specifically enabled municipalities to include a master plan element to address historic preservation, as well as local ordinances to implement this part of the master plan. Several Hudson County municipalities have since established historic preservation commissions and historic preservation ordinances.

The purpose of a historic preservation plan is to identify Hudson County's historic resources and to recommend various strategies for their preservation. Preservation of historic and cultural resources is important in order to retain the unique character of Hudson County neighborhoods and to capitalize on these areas by spurring economic development and revitalization activities.

Planning

The Hudson County Historic Preservation Plan is based on several resource documents, including the following:

- New Jersey Historic Preservation Plan
- The State Register of Historic Places, New Jersey Department of Environmental Protection.
- Hudson County: The Left Bank, by Joan F. Dougherty
- Municipal master plans

Historical Overview

17th Century

Hudson County was originally settled by the Dutch when they claimed the land discovered by Henry Hudson, an employee of the Dutch East Company, in 1609. Michael Pauw, a burgomeister of Amsterdam, bought the land that extended from present day Hoboken and extended south to the Bayonne peninsula and called the land Pavonia. The initial settlers of Pavonia were Dutch farmers who set up farms in scattered sites throughout the area.

After the second Indian War in 1655, the Governor of New Amsterdam, Peter Stuyvesant, decreed that no settlement should be allowed in the outlying regions of New Amsterdam west of the Hudson River, except those established in concentrated villages. In August of 1660 a petition was presented by settlers to form a village in the high ground two miles west of the Hudson River. That village became Bergen, which was the first, permanent European settlement in New Jersey. Located at Bergen Square in Jersey City where Academy Street and Bergen Avenue intersect, Bergen became the headquarters for public activities, government and schools. Bergen eventually grew north until it encompassed all the land east of the Hackensack River that is now part of Hudson County.

By 1680, Hudson County contained several large plantations and scattered villages along the Hudson River shoreline. The Village of Communipaw was formed by farmers at the southern tip of present day Jersey City. New Barbados Neck was formed in 1668 when William Sandford purchased the land area that encompasses present day East Newark, Harrison, Kearny and their immediate neighbors in Bergen County and called the area New Barbados Neck.

In terms of civil boundaries, Hudson County was originally a part of Bergen County, which was organized in 1675. In 1693, the county was enlarged and divided into two townships, Bergen and Hackensack. Bergen generally encompassed the southern end of the county (present day Hudson County) with Hackensack located at the northern end of the county.

18th Century

During the 18th century Hudson County remained largely rural. With the exception of mining in the New Barbados Neck section of the County, the entire province was agrarian as the Dutch were particularly devoted to the farming life. In the early 1700's, Arendt Schuyler discovered copper on his property in New Barbados Neck. Within a few years the copper was

being mined, sold and exported to Europe. By 1738, the Schuyler mine had produced 13,000 tons of ore and continued to operate on and off throughout the eighteenth and nineteenth centuries. This mine, along with the iron mine in Ringwood, provided the earliest heavy industrial activity in New Jersey.

Transportation access became increasingly important in Hudson County during the 18th century. During this time period New Jersey relied on a number of navigable rivers for the shipment of ores and farm goods. Augmented by ferries and roads, these waterways formed the freight transportation network of the state. In 1765, the State legislature passed an act to lay out a major road between Newark and Paulus Hook which used ferries to cross over the Hackensack and Passaic rivers. Hudson River ferries ran to New York from Communipaw, Pavonia, Hoboken, Weehawken and Paulus Hook, forming the central connection between the natural resources of New Jersey and the rest of the country and the market demands in the fast growing city on the east side of the Hudson River.

19th Century

Initially, growth was slow to take place in Hudson County during the 19th century, mostly because of problems with New York in determining the boundaries between the two states. The boundary conflict created legal uncertainty over the use of shorefront property which hindered the sale of valuable waterfront lots in New Jersey. New York claimed that New Jersey could not build piers and wharves to accommodate local ferry operations because the New Jersey shoreline was considered New York territory. Other impediments to development resulted from the fact that Hoboken, Harsimus and Paulus Hook were close to the water and became islands separated from the mainland during high tide. An additional problem was the uncertainty over the conduct of government. While the City of Jersey City was incorporated in 1820, it was not until 1838 that the city had a workable governing structure with a common council and a mayor empowered to regulate public affairs.

By 1830 the County was poised between the old agrarian ways of the Dutch farmers and a new order of tough-minded industrial enterprise. The Dutch held onto their farms tenaciously, dividing them among their sons and passing them down through generations. New Barbados Neck was emerging as a suburb of Newark. On the eastern point of the Neck, two wooden toll bridges crossing the Hackensack and Passaic rivers had been erected in 1795 to supplant the ferries. In 1815 the residents of New Barbados

chose a new name of Lodi in homage to Napoleon's victory over Austrian forces at a northern Italian town. The southern portion of Lodi became Harrison Township in 1840 and was named in honor of the hero of Tippecanoe, President William Henry Harrison.

Transportation improvements during the 19th century transformed the county from an agrarian society to an industrial powerhouse. In fact, by the end of the century, the railroads had obtained almost the entire Hudson County waterfront in an attempt to meet the increasing demand for rail freight services.

The explosive growth which followed the canal and railroads to Hudson County also produced demands for the subdivision of Bergen Township into smaller and more manageable local units. The first break occurred in 1838 when Jersey City became independent. Three years later the contiguous settlement of Harsimus obtained its own charter and became Van Vorst Township; in 1851, it merged with Jersey City. The biggest separation from Bergen occurred in 1843 when the area between the New Jersey Railroad cut and the border with Bergen County broke away to become North Bergen. In 1849 Hoboken Township severed its ties with North Bergen and in 1855 acquired a city charter.





In 1859 a real estate development called Guttenberg was settled within North Bergen and, in the same year, Weehawken became independent. Two years later West Hoboken Township and Union Township broke away. In 1861 Bayonne Township, the peninsula south of the Morris Canal, was removed from Bergen and in 1869 became Bayonne City. In west Hudson, Harrison lost the area north of Paterson Plank Road to Bergen County in 1852. Kearny became independent of Harrison in 1867 and in turn lost East Newark when the new borough was organized in 1895. In 1878 Guttenberg became independent. Union Town was created in 1864 and became West New York in 1898. Secaucus broke away from North Bergen in 1900. The last municipal boundary change in Hudson County occurred in 1925 when Union Town merged with West Hoboken to become Union City.

20th Century

By the 20th century the major land development pattern in Hudson County was set. The County's population and employment growth, however, was reduced because of limitations in transportation capacity and changes in transportation technology.

Both world wars proved to be prosperous for Hudson County as vessels needed to carry men and supplies were manufactured in the County. However, like other urban areas, the post-war times destroyed Hudson's economy as the population and employment opportunities shifted to the suburbs. After World War II the demographic composition of the county changed dramatically with the arrival of African-Americans, Hispanics and then Asians to Hudson County. Throughout the first decades of the 20th century, West Indians and southern African-Americans arrived in a small but steady stream. The need for workers in the factories during World War II induced many more African-Americans to migrate from the South and this movement continued throughout the 1960s.

The first airborne migration, that of the Puerto Ricans starting in the late 1940s, introduced a new dimension into the population. In 1960 the first of two large waves of exiles from Castro's Cuba arrived in Hudson County. Unlike the Puerto Ricans who were concentrated in Jersey City and Hoboken, the Cubans moved to north Hudson County and crowded into Union City, West New York and North Bergen. Within a few years north Hudson County became second to only Miami in its number of Cubans. By April 1, 1980, 26 percent of the Hudson County population was Hispanic.

When Congress changed the immigration law in 1965, the doors were open to Asian and Middle Eastern immigrants who began to arrive and radically change the racial composition of the county. Portuguese immigrants, who settled in the Ironbound section of Newark in the 1970s, started to move to Harrison, Kearny and East Newark by the end of the decade.

Recent Events

During the 1980s and 1990s the fate of Hudson County improved. In 1976 the New Jersey Sports and Exposition Authority, working with the New Jersey Meadowlands Commission (NJMC), built the Meadowlands racetrack and Giants football stadium in East Rutherford, just across the Bergen County border from Hudson County. The impact of the Meadowlands development upon Hudson County was immediate. Over 44,000 jobs were created in the region as hundreds of new businesses opened or relocated near the new entertainment and sports center.

The change was most apparent in Secaucus, where an abundance of empty land close to New York proved attractive to developers. Wholesale distribution centers were erected and evolved into retail outlets benefiting from the absence of a state sales tax on clothing. Private developers built townhouses, condominium towers, offices, two luxury hotels and the Riverside Hospital on the banks of the Hackensack River. By the mid-1980s Secaucus became a thriving commercial and residential center.

Another dramatic change has been the redevelopment of the Hudson County waterfront. Block after block of former railyards in Jersey City were redeveloped with new office and residential buildings. Still another major change took place in Hoboken, where blocks of well preserved brick and brownstone homes appealed to a new group of home buyers. Hoboken in the 1990s became a chic place to live, especially in its northern and eastern sections and along Washington Street. Hoboken has reacquired a Left Bank atmosphere. New galleries and music clubs have added to the image of Hoboken as an artistic enclave.

Bayonne, Kearny, Harrison and East Newark, industrialized communities with cores of good housing and strong retail centers, have suffered as has the rest of the region from factory closings and the decline of the railroads. These communities, however, have retained their appeal as semi-suburban communities with their prime locations near the commercial hub.



Inventory and Analysis

Hudson County's rich history is evident in several sites with cultural, historical, or architectural significance. Appendix A lists the Hudson County properties that are on the State and/or National Historic Registers. The majority of the sites are located in Jersey City or Hoboken, which have 19 and 18 sites on the Registers, respectively. The remainder of Hudson County's municipalities contain three or fewer properties on the State and/or National Registers.

New Jersey and National Historic Preservation Program

The National Historic Preservation Act of 1966, as amended, established a state/federal partnership in historic preservation. The federal Historic Preservation Fund was authorized to identify, recognize and preserve historic properties while the state responsibilities were placed under the auspices of the State Historic Preservation Office (SHPO). In New Jersey, the SHPO is under the Commissioner of the Department of Environmental Protection and the Historic Preservation Office serves as the SHPO's professional staff.

Registers of Historic Places Programs

The National Register of Historic Places is the official list of the United State's historic and cultural resources, including historic districts, sites, buildings, structures and properties representative of American archaeology, culture and engineering on the national, state or local level. The New Jersey Register lists the State's historic and cultural resources. It was created by the New Jersey Register of Historic Places Act of 1970 and is closely structured after the National Register as it uses the same eligibility standards, nomination forms and review processes. Properties on the State and National Registries are candidates for several protections and funding benefits.

New Jersey National Register nominations are prepared by individuals, cultural/historical groups, government agencies and consultants. The State Historic Preservation Office reviews the nominations and they are then presented to the New Jersey State Review Board for Historic Sites. If the State Review Board approves the nomination, it is sent to the SHPO. After the SHPO signs the nomination, the property is listed on the State Register and forwarded to Washington for consideration for the National Register.

National Register

Section 106 of the National Historic Preservation Act of 1966 provides for the review of properties listed

on, or eligible for, the National Register of Historic Places by any federal agency that is sponsoring or licensing a project which may impact these resources. The Advisory Council on Historic Preservation is allowed to comment on these projects as per Title 11 of the National Historic Preservation Act. The Advisory Council on Historic Preservation is an independent federal agency consisting of representatives from seventeen federal agencies and twelve private citizens appointed by the President

The SHPO is also given the opportunity to comment as part of the federal Section 106 process. The SHPO's consultation comments generally include an opinion of eligibility. If cultural resources are present that may be negatively affected by the project, the federal agency must work with the SHPO and the staff of the advisory council to resolve the conflicts.

New Jersey Register

The New Jersey Register of Historic Places Act provides a review procedure for state, county or municipal projects which would encroach upon New Jersey Register properties. It is the responsibility of the entity sponsoring the project to determine if a New Jersey Register property is impacted and provide information on the project's purpose and impact upon the historic property to the Commissioner of the State Department of Environmental Protection (DEP). Any project determined by the Historic Preservation Office to violate the Secretary of the Interior's *Standards for Historic Preservation* are considered encroachments. The Commissioner must authorize all encroachment projects. The New Jersey Register review process applies only to projects affecting properties on the New Jersey Register unlike the federal Section 106 review processes, which requires review of all projects affecting properties eligible for as well as listed on the National Register.

Certified Local Governments (CLG's)

The County should encourage its municipalities to apply to the New Jersey Department of Environmental Protection, State Historic Preservation Office, for certified local government status. Once certified, participating municipalities have greater access to a variety of funding sources for historic preservation efforts than non-certified municipalities.

Additional Historic Properties

There are several properties which have historical, cultural or architectural significance that are not on the State or National Historic Registers. However, determinations or opinions on their eligibility for listing on either Register have been made for 92 such prop-



erties in Hudson County. These properties have been issued a Certificate of Eligibility, Determination of Eligibility or SHPO opinion, as indicated in Appendix B.

Certificate of Eligibility (COE)

A COE is issued by the SHPO to properties not on the State Register so that they may apply for grants from the New Jersey Historic Trust. The COE states that the property is eligible for listing on the State Historic Register.

Determination of Eligibility (DOE)

The DOE is a formal opinion of eligibility for the National Register issued by the National Park Service. The DOE verifies that the site meets the criteria necessary for listing on the National Historic Register. Generally, a DOE is issued as part of the federal Section 106 program which requires that the impact of a federally funded project on all properties on the National Register or eligible for the Register be analyzed.

SHPO Opinion

The SHPO generally issues an opinion in response to a federally funded activity that will impact historic properties not yet listed on the National Register. The SHPO's comments are typically opinions of eligibility as formal determinations of eligibility are made by the National Park Service.

Local Certified Historic Districts

The National Park Service approves Local Certified Historic Districts as meeting the criteria for registration and being governed by a state or local statute that protects the historic resources of the district. Owners of income-producing buildings in local certified districts may qualify for a 20 percent investment credit for approved rehabilitation through the Preservation Tax Incentives for Historic Buildings Program. These districts are not included in the State or National Registers. The Southern Hoboken Historic District is Hudson County's only local certified historic district.

The New Jersey Municipal Land Use Law allows for the establishment of local historic districts. These districts are separate and distinct from the Certified Local Historic Districts, which are approved by the National Park Service. Two Hudson municipalities, Jersey City and Hoboken, have approved local historic districts with zoning controls. Historic Commissions have been established in each city to monitor development in these areas. Construction on existing structures as well as new development in the Historic Districts is subject to review by the Historic Com-

mission, which attempts to maintain the existing historical character of the area via architectural controls. Structures are also protected against demolition except when absolutely necessary. The locations of the historic districts are depicted on the Historic & Cultural Resources Map.

Jersey City

Three of Jersey City's five historic districts, Van Vorst Park, Paulus Hook and Hamilton Park, were designated soon after the City's first Historic Preservation Ordinance was enacted in 1974. A Historic District Commission was also appointed in 1974 and given limited authority to review proposed facade rehabilitation and new construction in the historic districts. In 1980 two other historic districts in the downtown area were also designated. The newer districts are the Harsimus Cove and the Bergen Hill Historic Districts.

The Van Vorst Park Historic District is the largest of the City's historic districts. Containing the Jersey Avenue and Grove Street shopping areas, City Hall, the public library, factories and historic residential development dating from the mid to late 19th century, this district has the most diverse land uses of Jersey City's five historic districts.

The Paulus Hook Historic District is the earliest existing area of Jersey City. Containing a cross-section of building types dating back to the late 1830s, the development follows the town plan developed by the Associates of the Jersey Company in the beginning of the 19th century.

The Hamilton Park Historic District is a residential area dating from the mid-19th to the early 20th century that surrounds a 19th century urban park. The district contains examples of early 20th century tenement construction and rowhouses with Victorian detailing.

The Bergen Hill Historic District contains small, homogeneous frame and brick buildings from the late 19th century. The district has a low density residential character developed by 1900. The streetscape is well defined by the prevalence of Victorian rowhouses.

The Harsimus Cove Historic District exemplifies a late 19th century middle and working class residential neighborhood that developed rapidly in response to the nearby waterfront. The area is distinguished by blocks of two and three story rowhouses built between 1850 and 1887. Individual structures exemplifying the



Greek Revival, Gothic Revival, Romanesque and Renaissance Revival styles are interspersed throughout the district.

Hoboken

The Southern Hoboken Historic District and the Hoboken Historic District Commission were established by Ordinance in 1978. Hoboken's Historic Commission has duties similar to that of Jersey City's commission. The District was expanded slightly in August of 1992.

The Southern Hoboken Historic District contains many examples of historically significant buildings. The area is home to several late 19th and early 20th century structures. There are many blocks of townhouses interspersed with houses of worship. The brick and masonry buildings are of exceptional quality.

National Historic Landmarks

Hudson County is home to the five National Historic Landmarks. National Historic Landmarks are designated by the United States Secretary of the Interior and are also listed on the State and National Registers. These properties, however, have to meet a higher standard than properties that are listed on the State and National Registers. Landmarks are historically significant on a national level while properties on the State and local Registers may be significant on the local, statewide level. Further detail on Hudson County's National Historic Landmarks can be found in Appendix A.

Implementation Plan

Historic designation can help in the revitalization of both residential and commercial neighborhoods. Municipalities are encouraged to protect their historic areas through the preservation of historic structures and the creation of historic districts. Historic preservation guidelines should be established to set the general requirements for historic properties. Properties located within historic districts or identified as historic sites are eligible for historic preservation tax incentives which help offset the costs of preservation.

There are several State agencies that can provide both technical and financial assistance in historic preservation. The New Jersey Historic Trust is a non-profit historic preservation organization created to preserve and protect New Jersey's historic resources. The New Jersey Legislature empowered the Trust with initiating and promoting preservation programs and

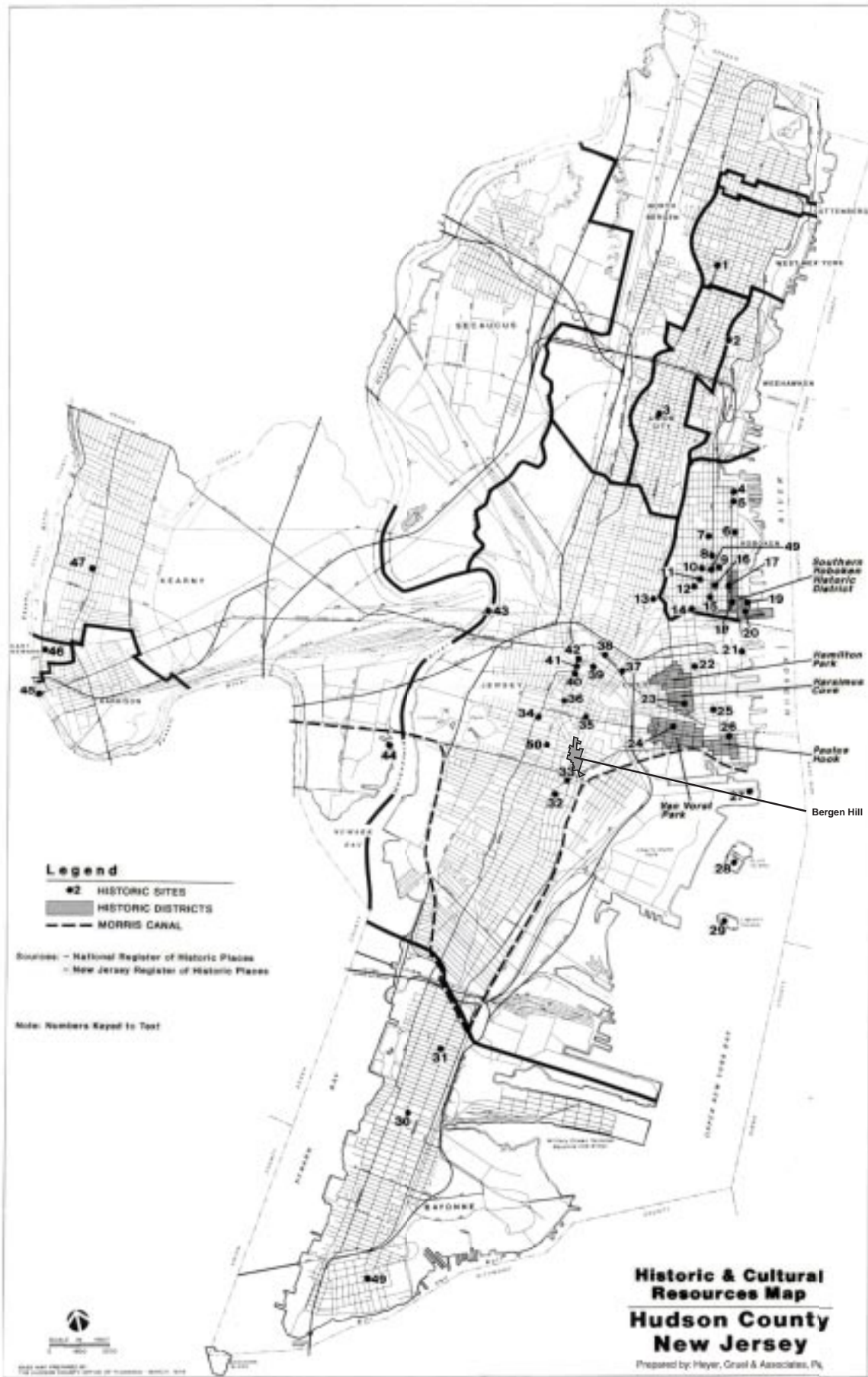
encouraging public/private partnerships for historic preservation. These powers include raising and disbursing funds, acquiring holdings and disposing of personal property, accepting gifts, legacies and endowments and holding real property which has historic, aesthetic, or cultural significance.

The Trust provides a variety of funding mechanisms for properties that are listed on either the State or National Historic Registers or have a COE or DOE, although most of the funding is provided to properties that are listed on the Registers. Funding is provided by Bond acts approved by referendum which also funded the Historic Preservation Revolving Loan Fund. Over \$30 million in matching grants has been awarded to date.

The following five Hudson County properties have been grant recipients.

1. Hoboken Terminal - This grant has assisted in the repair of the ferry's terminal roof and clerestory, a first step in the ongoing restoration of this public building now used as a commuter rail terminal. This is one of the only two remaining terminals that made the Hudson County waterfront the most active rail and ferry passage in the country.
2. Ionic House/Barrow Mansion (Jersey City): The grant has funded the restoration of the exterior and historically significant interior spaces of this historic building. It has also been used to rehabilitate secondary spaces for office use by twenty community service organizations.
3. Loew's Jersey Theater (Jersey City): The grant has funded exterior and interior stabili-





zation and basic life-safety improvements to allow limited use of the building. This was one of the five magnificent “wonder theaters” built by Marcus Loew between 1927 and 1930 and remains one of the finest surviving theaters in New Jersey. The theater, once slated for demolition, was purchased by the City in 1993. The long term goal is for the theater to be used as a performing arts center.

4. Saint Patrick’s Church (Jersey City): The grant has funded restoration of the school’s theater. Designed for children, this theater is a scaled-down version of an opera house. In its prime, the theater showed plays and hosted operettas.
5. Old Bergen Church (Jersey City): The grant was used to restore the church. The grant funded improvements to the roof, belfry and masonry, as well as painting and the addition of lightning protection.

Cultural Resources

Extraordinary cultural and historic resources have long been one of the greatest strengths of urban centers such as Hudson County. Cultural resources are necessary to both promote tourism and to provide amenities that will attract a good quality workforce and new residents. In addition, the arts are increasingly being considered a key element in successful downtown revitalization strategies. Urban centers are often the natural home for artists and cultural institutions. Jersey City, for example, has between 500 and 1000 artists living in the entire city and has created a Work And Live District Overlay (WALDO) zone to support resident artists in a downtown industrial area.

Further, the Park Theatre on Kennedy Boulevard in Union City, which was constructed in 1931, is the only institution in the County solely dedicated to the performing arts. The Theatre annually produces and presents the Passion Play, the oldest production of its kind in the U.S. Although the theatre is structurally sound, it requires updating, particularly to permit its use year round. Hudson County should emphasize the positive characteristics which distinguish it from suburban and exurban locations, such as cultural assets (Liberty Science Center, Jersey City Museum and Bayonne Cultural Center), recreational assets (Hackensack Meadowlands and Hudson River Waterfront Walkway) and historic assets (Statue of Liberty, Ellis Island and historic districts).



Action Strategy

1. Support the development of a performing arts center to provide a source of entertainment and to meet the needs of local performing artists.
2. Encourage the establishment of a performing arts high school by the Hudson County Schools of Technology.
3. Encourage the use of facade easements to preserve the appearance of historic buildings.
4. Encourage the adaptive reuse of historically significant structures for cultural facilities (i.e. Loew’s Theater).
5. Encourage the creation of special interest districts (i.e. theater district, restaurant district) which builds on the County’s unique cultural and historic resources.
6. Maximize access to historic and cultural facilities through public transportation and pedestrian walkway improvements.
7. Support efforts to revise State building code requirements to permit special residential uses (i.e. artists) to live in industrial buildings.
8. Assist performing arts facilities, such as the Park Theatre, to explore funding sources for capital improvements.
9. Support efforts by performing arts entities to establish secondary performance space (e.g. schools) to maximize cultural arts exposure to neighborhoods.



Appendix A
Sites on State or National Historic Register
Hudson County

Table with columns: Name, Location, Address, State Register Date, National Register Date, Comments. Lists 50 sites including U.S. Post Office, Hackensack Water, Monastery Church of St. Michael, etc.

Source: New Jersey and National Registers of Historic Places



Appendix B
Properties Issued a SHPO Opinion or Certification/Determination of Eligibility

Table with 5 columns: Name (where applicable), Address, SHPO Opinion, Certification of Eligibility, and Determination of Eligibility. Rows include various properties such as First Fidelity Bank, Grace-Greenville Episcopal Church, and others, with their respective addresses and dates.



**Appendix B
Properties Issued a SHPO Opinion or Certification/Determination of Eligibility**

Name (where applicable)	Address	SHPO Opinion	Certification of Eligibility	Determination of Eligibility
(Continued)				
Pels Factory/Book Mart Pres	2001 42nd Street	07/24/95		
Sturdges-Gualtieri House	1629 Union Turnpike	07/24/95		
<i>Secaucus</i>				
HX Drawbridge 5.48	Bergen County Line	04/02/92		
Portal Tower		02/06/97		
<i>Union City</i>				
Bergenline Avenue Commercial Historic District	Bergenline Avenue from 47th to 32nd Street	05/16/94		
Doric Temple	906 Palisade avenue	10/18/95		
Emerson High School		12/14/77		
Masonic Temple	4613 Cottage Street	05/16/95		
Poidebard Silk Works	Hudson Station	08/22/91		
Summit Avenue Commercial District	Summit Avenue from 9th Street to 32nd Street	10/18/95		
Union City Hall	3709-15 Palisade Avenue	10/18/95		
Union Hill High School		12/14/76		
Old Hillside Trolley Horseshoe Curve		05/21/99		
<i>Weehawken</i>				
Erie Railroad Pier D and Piershed				09/12/84
North Hudson Hospital	4300 Park Avenue	01/03/80		04/15/80
		03/26/80		
Gregory-Highpoint Historic District	Gregory Avenue, Highpoint Avenue, Lincoln Place, Zerman Place	05/16/95		
King's Bluff Historic District	King Avenue, Hamilton Avenue, Bellevue Street, Kingswood Road, King's Bluff Road	05/16/95		
N.J. Route 495 Viaduct	NJ Route 495 over Baldwin Avenue and Conrail	05/16/95		
Shippen St. Double Hairpin Ramp		12/08/97		
<i>West New York</i>				
Pier 7 Grain Elevator and Extension Pier				12/10/84
Remains of Pier 8 Grain Elevator				09/12/84
S.S. Newton Shipwreck Site	Midway Between Ellis and Liberty Island			07/12/76
<i>Source: New Jersey and National Registers of Historic Places through 1997</i>				