



# CITY OF GLOUCESTER COMMUNITY PRESERVATION COMMITTEE PROJECT APPLICATION COVER SHEET

## I: Project Information

Project Title: *City of Gloucester's Ongoing Preservation Project*  
Out of the Shadows: Gloucester's Historic Depression Era Murals

**Project Summary:**  
The Committee for the Arts (CFTA) respectfully requests \$35,000 of Community Preservation Act (CPA) funding for continued historic preservation for the purpose of rehabilitation of the City of Gloucester's nationally significant and rare WPA-era art.  
  
The current preservation has been refined since the initial but now outdated National Endowment for the Humanities (NEH) funded 2009 assessment report and CPA application and updates. Resultant schedules of work omit important new discoveries in the collection and necessary evaluation.

Estimated start date: summer 2016 Estimated completion date: 2017

CPA Program Area:  
Open Space                      x Historic Preservation  
Community Housing          Recreation (*a tad*)

## II: Applicant/Developer Information

Contact Person with primary responsibility for project: CATHERINE RYAN

Organization (if applicable): GLOUCESTER COMMITTEE FOR THE ARTS

Mailing Address: C/O MAYOR'S OFFICE, 9 DALE AVE, GLOUCESTER, MA 01930

Daytime phone #: 917 584 3019                      Fax #: n/a

E-mail address: [cryan225@gmail.com](mailto:cryan225@gmail.com) and [cryanaid@gmail.com](mailto:cryanaid@gmail.com)

Federal ID#

## III: Budget Summary

Total minimum budget for project: \$175,000

CPA funding request: \$35,000 (the same unspent 2013 CPA award back to CFTA)

CPA request as percentage of total budget: 20% ( \$35,000 CPA) or  
28.6% ( \$50,000= \$35,000 CPA + \$15,000 CPA)

**Applicant's Signature:** \_\_\_\_\_

**Printed name and Position:** Catherine Ryan, Mayor's Liaison, Gloucester Committee for the Arts

## **Narrative:**

Within the municipal art collection of the City of Gloucester, there are major works of art such as Leonard Craske's *Man at the Wheel* and Anna Hyatt Huntington's *Joan of Arc*. From 1935-42, a historic and rare cache of extant New Deal-era murals were created for and installed within the schools, library and City Hall. These murals have the potential to be listed among the nation's most concentrated holdings of New Deal art from the 1930s and 40s on public view anywhere today. However, they are not all on display, yet. These enormous wall paintings offer a broad study into the history of our nation, government, its artists and people during the Great Depression which marked the murals' commission. They captured stories of Gloucester and became a celebrated part of our own history, artistry, and shared identity. The artists were local: Charles Allen Winter, Frederick Mulhaupt, Oscar Anderson and Frederick Stoddard. The murals remain individually diverse and showcase a broad range of media, approach, style, size (from fragment to 35 feet wide), mounting, and condition (from rescue to corrective to hold). When considered as a whole the Gloucester murals present one of the richest portraits of our nation's artistry and history.

They are dispersed throughout four (4) buildings (two are historically significant)

- City Hall
- Gloucester Lyceum & Sawyer Free Library (Saunders house);
- O'Maley Innovation Middle School
- NOAA headquarters

The City is working hard to make sure the City's Depression Era art is resilient again and the Community Preservation Act (CPA) has been critical. The Ordinance for the Gloucester Committee for the Arts (CFTA) mandates stewardship of the city's significant art collection. These murals require preservation that is roundly supported by the community. Over the past decade, the CFTA secured public and private funding to preserve murals and completed Phase I. The amount of money the CFTA raised for the murals—for research, promotion, programming, and preservation—was \$115,000, a total that included \$50,000 from the targeting mural preservation.

The CFTA spent \$15,000 of the CPA funding so far. Per CFTA updates to the CPA commission, it was mutually agreed to 1) return \$35,000 of CPA funding, and 2) re-submit for the same amount with the 2016 application round in order to resume preservation. The return of the grant money was made with concurrence of the CPA commission that once the written record was updated, the new grant application would likely be successful with the \$35,000 returned to the CFTA.

Preservation of the murals is not finished, and is temporarily on hold. The CFTA seeks to preserve the murals in an optimal responsible fashion including clarifying and updating our CPA application.

The current project's status has been refined since the initial but outdated National Endowment for the Humanities (NEH) funded 2009 assessment report, prior CPA updates, and applications. Resultant schedules of work from these prior documents omit important new discoveries in the collection and evaluation which this resubmission will correct. (One example, a mural slated for preservation in Phase II is part of a triptych by a different artist and title than identified in the NEH and other reports. Furthermore its two kin are not installed on the walls of Gloucester City Hall,

but are stored in the basement.) The application on file directs preservation of specific mural titles installed on City Hall walls solely, and addressed in a specific order. It is impossible to reflect the necessity of re-prioritizing the schedule based on needs, discovery and evaluation.

The murals are better served by addressing the needs and consideration of all WPA murals in the city's collection. We recommend this adjustment as a responsible fiscal approach with preservation goals adjusted based on discovery and evaluation as the overall project continues. This corrective recording step is a fantastic opportunity to document details in the ongoing historic preservation project. With the \$35,000 CPA funding returned, the CFTA will resume this important WPA mural preservation and continue to fundraise.



## CITY OF GLOUCESTER COMMUNITY PRESERVATION COMMITTEE APPLICATION EVALUATION CRITERIA

### GENERAL EVALUATION CRITERIA

All projects must be eligible for the Community Preservation Act (CPA) funding according to the requirements described in the CPA legislation (Chapter 44B of Massachusetts General Laws). The Gloucester Community Preservation Committee gives preference to proposals which address as many of the following general criteria as possible:

1. **Consistent with various plans which are relevant to and utilized by the City regarding Open Space, Recreation, Historic Resources and Affordable Housing.**

Continued mural preservation meets all of the Community Preservation Committee's general and historic preservation criteria. The preservation of the murals is consistent with the City's intention to preserve and protect City owned Historic Resources. According to the Historic and Cultural Resources section of the 2001 Community Development plan and others since, it is the City's goal to "maintain and celebrate the heritage of Gloucester through preservation and interpretation of its historic sites, buildings, and monuments."

CPC funded historic preservation projects comply with four general federal Standards categories codified in 1995 in the *United States Secretary of the Interior's Standards for the Treatment of Historic Properties*. **The Gloucester murals comply with the Standards for Rehabilitation**, defined as "the process of returning a property to a state of utility, through repair or alteration, which makes possible an efficient contemporary use while preserving those portions and features of the property which are significant to its historic, architectural, and cultural values." These Standards are applicable as guidelines: the murals have outsized historical and cultural value. As site-specific commissions, each mural added to interior spaces and finishes within municipal buildings, including one of national significance, City Hall. Some remain in their original site location and help to preserve a specific historical function of both City Hall's and Gloucester Lyceum & Sawyer Free's interiors during the Depression. The Standards aren't meant to entirely advise the rare exception, like these murals, as they guide specific resource types (e.g. 'buildings'). Where the Standards for Rehabilitation trail off for best practice for works of art (rather than 'a property'), qualified preservation professionals and experts with experience working with historic WPA-era art step in. The murals will be attended to by fine arts 'restorer', specifically under the direction of a nationally recognized conservation center with WPA mural and architectural arts expertise. The words 'conservation', 'restoration', 'restore' and 'restorer' can complicate definitions for this project as they have different meaning specific to arts vs Standards for Historic Properties. (The murals do not comply with Federal Standards for Restoration treatment of Historic Properties, but they will receive restoration work by special conservators. Being case sensitive may help.) The preservation of the murals will conform to the

American Institute for Conservation and Artistic Works (AIC) code of ethics and guidelines for practice: <http://www.conservationus.org/index.cfm?fuseaction=page.viewpage&pageid=1026>  
As well as the National Park Service conservation guidelines.

**2. Preserve and enhance the essential character of the City.**

Over time, murals were lost. Some that were saved decades ago are not on view or attended. The art is threatened by lack of conservation. By rehabilitating this mural collection that reflects Gloucester's history, the Committee for the Arts will help "preserve and enhance the essential character of the City."

**3. Protect resources that would otherwise be threatened.**

This project preserves the intended purpose of these City owned assets which is to bring publically accessible art to the general community that reflects Gloucester's civic, maritime and cultural history for the enjoyment and betterment of all.

2016 CPA Funding is critical because it attracts other funding and was instrumental in building support. Without it the murals will deteriorate. If the murals deteriorate, Gloucester and the nation would lose a valuable cultural and historical resource

**4. Serve more than one CPA purpose or demonstrate why serving multiple needs are not feasible.**

This project purpose falls squarely in Historical Resources.

There is a possibility of an ancillary purpose that might be demonstrated for Recreation- City Hall, the library and the murals therein are included on historic *walking* trails, downtown visitor maps, guided walking tours, and family activities. They are featured as MUST SEE assets by residents and visitors alike. The murals are featured on two HarborWalk story posts (library and City Hall). The HarborWalk received a Golden Shoe for its Get Fit overlap. Essex National Heritage also gave the HarborWalk an award and during its Trails and Sails visitors to City Hall walk through self-guided tours often in tandem with climbing City Hall Tower.)

**5. Demonstrate practicality and feasibility, and that the project can be implemented within budget and on schedule.**

The CFTA has a strategic plan for the preservation, has built strong partnerships in the community, and has reasonable fundraising and timeline expectations for the project, indicating that this a practical and feasible project that can be implemented within budget and on schedule. The City will contract for a revised roadmap for overall needs, priorities, and triage requirements, as well as proposed phased development of treatment plans for the collection. In addition, and depending on funds available, immediate and high priority triage and treatment identified in this holistic approach will commence. It's very exciting!

## **Project Budget**

Like other communities across the nation, the care and maintenance of the murals is beyond the municipal budget. Over the past decade, the CFTA secured funding to preserve the murals and rehabilitate some but not all. Funding for the next step will be in place with the CPA \$35,000 reinstated. The work will continue to proceed in phases as funding becomes available. Further private and public funds will be necessary.

## **Multi-Year Funding**

We anticipate that the preservation will continue past one year. However we anticipate this round of CPA funding to be spent by 2017. The funding will target a national conservation center and/or recognized university program. We do not anticipate bonding for the project.

## **Project Timeline: (See Project Schedule Form).**

CFTA expects preservation to resume in 2016 with immediate work to be completed within 18 months, depending primarily on a timeline for fundraising and selection of the conservation center. CFTA will coordinate with City staff responsible for facilities management as well as staff impacted by work. The professional preservation of the murals is the most that can be done to guarantee the long term preservation for these historic assets.

## **How will the success of this project be measured?**

CFTA will evaluate success based on the following short term goals:

Raising enough money so that a conservation center is contracted, work commences, revised schedule, and major triage completed (stabilize, triage, temporary storage). Long term goals include preservation mural by mural as necessary, full fundraising goals met, every mural displayed, and a new generation of conservators and scholars because of this landmark project.

## **6. Produce an advantageous cost/benefit value.**

Updated evaluation for the entire group of murals will bring greater awareness and research. Re-introduction and installation of works not on view will be a major boost. The City can harness a greater impact by focusing on the collection. The CFTA works closely with other arts and heritage organizations in Gloucester, and collaborates on a variety of programming, events and outreach related to education and cultural tourism. By investing in mural preservation, the municipality, residents, and businesses will benefit from opportunities this preservation represents.

## **7. Leverage additional public and/or private funds**

With the \$35,000 CPA funding re-issued, the CFTA will resume this important WPA mural preservation and continue to fundraise. The CFTA has already leveraged CPC funds to attract foundations, donors and press. The revised approach will be a light touch combined with a practical and inspiring vision. The CFTA is seeking a nationally recognized university conservation program and/or center that has the proven ability to secure public, private and

foundation support. By working together we will likely have the potential for connections to major foundations and funding sources neither has alone.

**8. Preserve or improve use or intended purpose of City-owned city assets.**

The murals were commissioned for walls and to inspire. If all the murals are preserved those rendered inaccessible will be seen and enjoyed. At all times, the project will adhere to standards for preservation. But with a light touch and a responsible fiscal approach.

**9. Receive endorsement by other municipal boards, committees and commissions or departments and broad-based support from community members.**

Ever since the murals were commissioned they have received and continue to receive local attention. Efforts and actions by city commissions, staff, foundations, community groups, residents, media, donors, and businesses to focus on the cultural and historical significance of the murals has been tremendous. The care of the mural collection is closely monitored, followed and supported.

Recent media support includes an outstanding rave from Glenn Collins in *The New York Times*. Other coverage includes: *Boston Globe*, *New York Magazine*, *AAA*, *Yankee Magazine*, *Gloucester Daily Times*, *Good Morning Gloucester*, and the *Cape Ann Beacon*. All were instrumental in focusing attention on the care of the murals, and helping with donations.

As a permanent public displays, many of the murals are used on an ongoing basis for viewing pleasure, education, programming, tours, lectures, and research opportunities-- often in collaboration with community partners. These partners include the Cape Ann Museum, Essex National Heritage Commission, Gloucester Stage Company, City Hall Restoration Committee, City Archives Committee, Gloucester HarborWalk, Tourism Committee, Gloucester Public Schools, National Oceanic and Atmospheric Administration (NOAA), and Gloucester Lyceum & Sawyer Free Public Library. The CFTA continues to receive universal support for the mural preservation from the municipal government, businesses, residents, visitors, organizations and committees. Please refer to letters of support from 2013 application. All would renew. Here are 4 updated letters for 2016 to represent examples of endorsement: the Cape Ann Chamber of Commerce, Gloucester Local Cultural Council, Sawyer Free Public Library and Friends of the HarborWalk.

**The Gloucester Historical Commission found the project to be eligible for CPA funding for historic preservation.**

# CITY OF GLOUCESTER

## COMMUNITY PRESERVATION COMMITTEE

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### PROJECT SCHEDULE

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Please provide a project timeline below, noting all project milestones. Please note that because the City Council must approve all appropriations, CPA funds may not be available until up to two months following Committee approval.

	<b>Activity</b>	<b>Estimated Date</b>
<b>Project Start Date:</b>	(in process)	<b>Now</b>
<b>Project Milestone:</b>	Conservation center selected and work commences	<b>Selected by September 2016</b>
<b>50% Completion Stage:</b>	triage, stabilization	<b>Spring 2017</b>
<b>Project Milestone:</b>	Mural by mural completion commences	<b>Summer 2017</b>
<b>Project Completion Date:</b>	Documentation and reports submitted Related to \$35,000 CPA	<b>Sept 2017</b>

Please note: If the project is approved, the recipient must provide progress reports to the Committee on a quarterly basis (by the 15<sup>th</sup> of January, April, July and October) depending on the length of the project. The recipient shall also provide an interim report at the 50% Completion Stage, along with budget documentation.

Please feel free to photocopy or re-create this form if more room is needed.

# CITY OF GLOUCESTER

## COMMUNITY PRESERVATION COMMITTEE

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### BUDGET FORM

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**Project Name:** Historic WPA-era Murals Ongoing Preservation

**Applicant:** Committee for the Arts

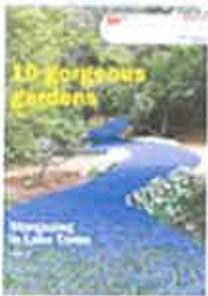
SOURCES OF FUNDING		
Source	Amount	
Community Preservation Act Fund	\$35,000	FY2016
<i>(List other sources of funding)</i>		
Bruce J Anderson Foundation	\$13,000	current
Grant	\$2000	Projected
CFTA appropriation	\$0	Projected
Additional grants/funding	\$2000	Projected
Center	TBD	
prior grants & donations:		
<i>Belinda Fund at the Boston Foundation</i>		<i>\$28,200</i>
<i>Private donation</i>		<i>\$13,200</i>
<i>CPA</i>		<i>\$15,000</i>
<i>National Endowment for Humanities</i>		<i>\$3000</i>
<i>City of Gloucester/CFTA</i>		<i>\$5300</i>
<i>CFTA with MCC and seARTS</i>		
<b>Total Project Funding</b>	<b>\$52,000</b>	
PROJECT EXPENSES		
Expense	Amount	Please indicate which expenses will be funded by CPA Funds:
Reevaluation roadmap, triage, stabilization, storage	\$52,000	35,000* (leverages the project beyond this next step)
<b>Total Project Expenses</b>	<b>\$52,000</b>	

<ul style="list-style-type: none"><li>• <i>Still to come</i></li></ul> <b><i>PROJECTED EXPENSES</i></b>		
<i>Mural by mural</i>	<i>\$175,000*</i>	<i>Projected</i>
<i>Community outreach/education, symposium, printing, other</i>		

Please feel free to photocopy or re-create this form if more room is needed.

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**7. Harbortown Cultural District, Gloucester, Mass.:** Learn the maritime and artistic history of America's original seaport on the Gloucester HarborWalk, a free, interactive, self-guided tour. Granite posts along the route offer history while QR codes, which can be scanned with smartphones, provide additional content. This 2-mile area is home to Maritime Gloucester, a working waterfront museum with a touch tank aquarium and research laboratory. The Cape Ann Museum is closed for renovations, but visit town hall to see a number of Works Progress Administration murals. The district boasts festivals, art galleries and restaurants.

Photo courtesy of Chuck Choi / Gloucester Committee for the Arts

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# *Gloucester Lyceum & Sawyer Free Library*

April 6, 2016

Community Preservation Committee  
City Hall  
9 Dale Avenue  
Gloucester, MA 01930

Dear Community Preservation Committee Members,

The Gloucester Lyceum and Sawyer Free Library strongly supports the Gloucester Committee for the Arts' proposal for the continued restoration of the WPA murals in the City. The Library is home to significant mural art inside the Saunders House. We appreciate the efforts to ensure that the murals are preserved and to increase the community's awareness of them. The murals are among the most significant in the region and are a valuable part of Gloucester's cultural heritage as reminders of Gloucester's prominence in both artistic and maritime realms.

On behalf of the Board of Directors and members of the Corporation, we hope the Community Preservation Committee will fund this project to complete the conservation of these community treasures.

Most sincerely,

Deborah W. Kelsey  
Library Director



April 11, 2016

Gloucester Community Preservation Committee  
City Hall  
Gloucester, MA 01930

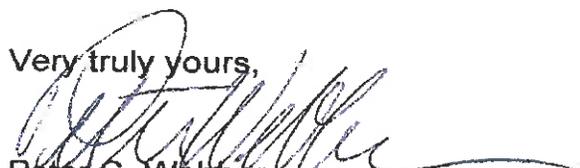
Dear Community Preservation Committee Members,

The Cape Ann Chamber of Commerce is pleased to renew our support for the proposal prepared by the Gloucester Committee for the Arts seeking a grant from the city's Community Preservation Fund. These funds will support the continued restoration and preservation of Gloucester's extraordinary collection of WPA murals.

The Chamber commends the initiative and dedication of the Committee for the Arts in ensuring that these irreplaceable treasures are cared for and preserved. Their valuable work to date has already raised the community's awareness of and appreciation for these valued parts of the city's civic, cultural and maritime heritage, most recently with a positive mention in the Boston Globe earlier this month. We applaud and support their efforts.

On behalf of the Board of Directors and members of the Cape Ann Chamber of Commerce, I urge you once again to approve this application and provide key funding to help complete the conservation and preservation of Gloucester's treasured WPA murals.

Very truly yours,



Peter C. Webber  
Senior Vice President

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March 10, 2016

Dear Members of the Community Preservation Committee,

I am writing on behalf the Friends of the Gloucester HarborWalk Committee regarding the Committee for the Arts 2016 re-application for CPA funds. We fully support this appeal for funding the New Deal murals. They've been included in Gloucester compilation highlight guides since their creation. It is no surprise that because of their importance and unique cultural impact, they are a celebrated part of the City Hall Story post along the HarborWalk foot tour.

The art stands out as continually relevant for residents and visitors of all ages, and gets people talking. They draw people in to experience facets of Gloucester's history, politics, education, trade, religion, art and architecture. They encourage intellectual discourse. They're beautiful.

We know the murals will continue to inspire. We support the request for funding, and feel it's eminently suitable so that these monumental paintings can be an even stronger treasure for generations.

Sincerely,

Friends of the Gloucester HarborWalk  
c/o Mayor's Office  
9 Dale Avenue  
Gloucester, MA 01930

# Act



Chancellor residents have used Community Preservation Act funds to restore Depression-era WPA murals like Charles Allen Warner's "Poetry" (1939), installed around the city clerk's door.