THE VALUE OF THE HISTORIC URBAN LANDSCAPE IN THE POST-
INDUSTRIAL CITY OF PATERSON, NEW JERSEY

By

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written under the direction of

Katharine Woodhouse-Beyer, PhD, RPA

and approved by

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Abstract of the Thesis

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Thesis Director:
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This thesis examines the historic preservation issues facing Paterson, a post-
industrial city in northern New Jersey. The role of Paterson’s local government is
discussed in its actions and advocacy regarding the economic, social, and historic fabric
of the city. The Paterson Historic Preservation Commission and Division, Department of
Economic Development, Department of Community Development (CD), and the
Housing Authority of the City of Paterson (HACP) are discussed in terms of their historic
preservation strategies, policies, and decisions.

This thesis additionally examines Lowell, a post-industrial city in Massachusetts,
as a comparison study. Paterson and Lowell share similarities such as industrial heritage,
population size, and economic decline that can offer insight into Paterson’s historic
preservation strategies.
Acknowledgements

I would like to thank my thesis committee, Dr. Katharine Woodhouse-Beyer, Dr. Trinidad Rico, and Dr. David Listokin for their professional support and insight.

Special thanks to the Paterson Historic Preservation Commission and Division especially to Gianfranco Archimede and Kelly Ruffel for welcoming me as an intern and expanding my knowledge of Paterson. My thanks to James “Jimmy” Richardson for introducing me to the rich history of Henry Hopper and the African American community in Paterson.

I extend my gratitude to Jim Castellanos and Giamcomo Destefano for their support and encouragement. Finally, I would like to thank my parents for all their help.
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Chapter I: Introduction

Since World War II, many post-industrial cities in the United States have undergone large-scale deindustrialization and disinvestment that have impacted the economic, social, and environmental characteristics of urban areas.¹ The post-industrial City of Paterson, located in northern New Jersey, exhibits these conditions but faces the additional challenge of being a multicultural city in which ethnic groups are siloed and compete with each other for political influence, jobs, social programs, and tax dollars.² ³ Miguel Diaz, an influential member of Paterson’s Democratic Party, and Muhammed Waheeda, a former school board member in Paterson, believe that the city’s political leaders and community members support candidates and policies that align with people’s ethnic groups rather than their qualifications.⁴ Moreover, diverse groups bring in different value systems of awareness and recognition of different heritages.⁵ However, since Paterson’s industrial rise in the mid-nineteenth century to the present twenty-first century, the city has benefited from the cultural diversity that has contributed to its economy, including cultural industries and labor. Despite the decline in the machinery and silk

industries, Paterson still attracts an immigrant population.\(^6\)\(^7\) Historic preservation in Paterson is affected by the conditions mentioned above in how the city interprets and manages the changing social and urban landscape that includes deciding which historic buildings and landscapes should be preserved for the next generation.

This research examines the history of Paterson from its founding in 1792 as the first planned industrial city in the United States through its economic boom in the mid-nineteenth century and eventually to its decline in the mid-twentieth century. For Paterson in the early twenty-first century, increasing economic and social pressures on preservation have demonstrated the urgency for the protection and management of its historic heritage. The expanding interests of the community and local government, including social programs such as social welfare, housing, drug rehabilitation, and infrastructure, all compete for finite funding and attention. This creates more pressure on historic preservation goals that can be utilized as social and revitalization tools. Historic properties are vulnerable and prone to demolition by the city government because of public safety issues stemming from abandonment and long-term neglect by property owners, vandalism, and fires.

This thesis discusses Paterson’s local government responsibility in creating a ‘symbiotic relationship’ between property owners and local government that encourages

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sustainability as well as the revitalization of its historic urban landscape.\textsuperscript{8,9} It focuses on the historic preservation challenges in Paterson and the role of the local government as a long-term stakeholder that is entrusted with the responsibility of safeguarding the city’s heritage for community members and their descendants.\textsuperscript{10} Historic preservation in Paterson can be viewed through the local government’s development strategies and economic tools.

The thesis views historic properties and landscapes as heritage assets that contain both economic and cultural value. In order to mitigate heritage loss in Paterson, local government agencies must increase collaboration with external stakeholders and must recognize the multidimensional value of heritage assets. Furthermore, these values that are present in historic buildings are absent in new buildings.\textsuperscript{11} For example, a historic mill or historic streetscape have additional values such as aesthetic, spiritual, social, historical, symbolic, authenticity, and location that may be absent in new buildings. There are a wide-range of factors that influence the valuation of historic buildings, such as the local economy, government policies, and property owners, as well as the negative perception and identity of Paterson. For the most part, Paterson Historic Preservation


\textsuperscript{11} Throsby, C. David. \textit{The Economics of Cultural Policy} (Cambridge: Cambridge University Press, 2010), 107-108.
Commission and Division (PHPCD) understands this valuation process, but other Paterson government agencies are also stakeholders in historic preservation through their resources and their ability to rehabilitate historic buildings such as The Department of Community Development (CD), Housing Authority of the City of Paterson (HACP), and Department of Economic Development. These agencies involved in preservation have the resources and opportunities to contribute to the value, protection, and sustainability of Paterson’s historic built environment.

The thesis analyzes a broad range of questions revolving around Paterson’s valuation of heritage sites, sustainable development, diversity in historic preservation, and the community’s cultural capital. Questions include: How can Paterson’s city agencies, with limited funding and a stagnant economy, collaborate to address the preservation of the historic urban landscape? What can the local government do to incorporate diverse cultures into the historic built environment? These questions aim to clarify the possible solutions to the preservation challenges in a post-industrial city like Paterson. A comparison study of another post-industrial city, Lowell, located in Massachusetts, expands on similar challenges and possible solutions to historic sustainability in a transforming urban landscape.  

Lowell was the second planned industrial city in the United States. It shares several urban characteristics with Paterson including population size, historic industrial heritage, and deindustrialization. This study will provide best practices and explain why, during the 1970s-1980s, Lowell’s economy prospered while that of Paterson’s declined.

Overall, this thesis provides an opportunity to identify the current historic preservation and cultural heritage management issues and solutions in the city of Paterson. A modern-day snapshot of Paterson’s historic preservation movement and local government policies illustrates the current status of historic preservation tools and economic revitalization. Furthermore, the thesis adds another example of a post-industrial cultural landscape to the cultural heritage field for future researchers to compare with other urban areas experiencing rapid economic decline.

The next section of this chapter will discuss the scholarly literature concerning historic preservation and the city of Paterson, New Jersey. It focuses on three themes: historic preservation in post-industrial cities, the value of heritage assets, and economic preservation methods.

**Literature Review**

There are several terms used to describe a post-industrial city: a shrinking city or a legacy city. These terms illustrate the challenging conditions of an evolving city or urban region of the United States whose economy has shifted from primarily manufacturing to a service-based economy.\(^\text{13}\) During the mid-twentieth century, this economic shift led to a high degree of deindustrialization and population loss in Northeast and Midwest cities from competition of Southern cities in the United States.\(^\text{14}\) Paul Kapp, editor of *SynergiCity: Reinventing the Postindustrial City*, believes that the label ‘post-industrial’ is clichéd and that a new descriptive term should be created; as the

\(^{13}\) Carter, “Hope for the Future of the Postindustrial City,” 5

\(^{14}\) Ibid.
condition of these cities continues to progress so must its labels such as the term ‘Sunbelt’ becoming ‘Drought Belt.’

This thesis uses the epithet “post-industrial city,” which was initially popularized in 1973 by Daniel Bell in his book, *The Coming of Post-industrial Society*, to describe Paterson; the term post-industrial city illustrates the impact manufacturing had on the landscape especially for Paterson which was the first planned industrial city in the United States. As described in Leo Marx’s book *The Machine in the Garden*, industrial cities such as Paterson have undergone substantial transformations in the nineteenth century from early pastoral lifestyles, economy, and landscape to an industrialized urban landscape. The industrial economy was an important source of jobs and opportunities. During this time historic preservation tools and social movement in the United States was emerging among community members, entrepreneurs, and urban planners.

As Michael Tomlan and David Listokin describe, early historic preservation efforts were accomplished by concerned community members such as Ann Pamela Cunningham and her organization Mt. Vernon Ladies Association who helped restore George Washington’s home, Mount Vernon, during the 1850s. In addition, local community members and industrialists, such as John D. Rockefeller, Jr. and Henry Ford,

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19 Ibid., 7-8
started preservation groups and outdoor museums to help recreate and preserve historic landscapes. Historic preservation interests began to expand as Rockefeller restored Williamsburg, Virginia as a colonial town while Ford placed his preservation effort into the United States industry innovations at his Ford Museum and Greenfield Village.\textsuperscript{20} In the late nineteenth century, Andrew Haswell Green, member of the Central Park Board of Commissioners and a civic leader, helped to preserve Niagara Falls as a natural wonder and important cultural landscape as the increased industrialization threatened its waterway.\textsuperscript{21} Historic preservation as a movement continued to expand as the industrial economy declined and led to an abundance of vacant and abandoned historic properties in cities that created a burden on the local governments and community members.

**Historic Preservation Efforts in Post-industrial Cities**

Post-industrial cities have responded differently to urban revitalization and historic preservation challenges. For example, the one major difference between Paterson and Lowell’s preservation practices was Lowell’s early development of their urban national park, Lowell National Historical Park. As Robert Weible argues, the city of Lowell was at the forefront of an expanding American society’s perspective on the types of heritage and their importance.\textsuperscript{22}

\textsuperscript{20} Ibid., 23-25


Tomlan and Listokin discuss the increasing interest of urban planners and historic preservationists in viewing a city’s underutilized urban landscape, specifically industrial abandoned infrastructure and buildings. For example, the adaptive-reuse of an early 20th century elevated railroad in New York City for public and green space, now known as the High Line, has confirmed the increased interest and popularity in reclaiming distinctive historic abandoned sites.\textsuperscript{23} Stephanie Ryberg-Webster and Kelly Kinahan suggest that historic preservation needs to adapt to the developing urban landscape.\textsuperscript{24} This requires new strategies and tools to share with the next generation of preservationists and stakeholders; this can be seen in the Action Agenda. In 2014, Cleveland State University and Cleveland Restoration Society orchestrated a historic preservation conference that resulted in the creation of Action Agenda for Historic Preservation in Legacy Cities guidelines. The Action Agenda is a comprehensive blueprint that illustrates three strategic themes with nine action objectives for declining cities to protect and bolster their historic heritage (Table 1).\textsuperscript{25} The development of preservation models and strategies has been an ongoing process in urban areas and post-industrial cities that face difficulty in economic revitalization.

These guides and plans highlight the importance of economics and community awareness to historic preservation. Stephanie Meeks, president of the National Trust for Historic Preservation, and Kevin Murphy, co-author, discusses the ‘Four-Point


\textsuperscript{24} Stephanie Ryberg-Webster and Kelly L. Kinahan, "Historic Preservation and Urban Revitalization in the Twenty-first Century," 127.

Approach’ that targets four methods for developing the marketability of communities: economic vitality, design, promotion, and organization.26 These tactics were developed to generate a market for and interest in investing in the community. Specifically, during the 1980s, the National Trust for Historic Preservation developed the National Main Street program to help promote and vitalize the downtown commercial districts of cities and towns through advocacy and low-interest loans. This program was conceived to combat the devastating effects from competing suburban malls and suburban sprawl that drained the downtown of its businesses and foot traffic. These economic approaches support the idea of a walkable, livable, and workable community by developing businesses and growth in the downtown while preserving the historic landscape.27 Rypkema stresses the importance of economics in preservation for a city by citing the “commitment to downtown revitalization and reuse of [the] downtown’s historic buildings may be the most effective… fiscal responsibility a local government can take.”28 Economics is an essential component in many revitalization tools and creative methods in helping to preserve historic buildings.

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Table 1. Action Agenda for Historic Preservation in Legacy Cities\textsuperscript{29}

<table>
<thead>
<tr>
<th>Themes</th>
<th>Action Items</th>
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<tr>
<td><strong>Shape A New Approach to Preservation in Legacy Cities</strong></td>
<td>Recognize unique legacy city challenges</td>
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<td></td>
<td>Engage and listen to local communities</td>
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<td></td>
<td>Use data to support and improve good practices</td>
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<tr>
<td><strong>Adapt Preservation Tools and Policies to Meet Legacy City Needs</strong></td>
<td>Create a toolkit for preserving the built environment</td>
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<td></td>
<td>Develop new financing mechanisms for building stabilization and rehabilitation</td>
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<tr>
<td></td>
<td>Reform local policies to encourage preservation</td>
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<tr>
<td></td>
<td>Align federal programs and policies to better support legacy cities</td>
</tr>
<tr>
<td><strong>Support Place-Based Collaboration</strong></td>
<td>Build local coalitions</td>
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<tr>
<td></td>
<td>Participate in the broader community of legacy city thinkers</td>
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Paul Hardin Kapp argues that post-industrial cities require historic preservation to develop synergicity, which is a modern concept that cities should redefine their core to draw new interests and sustain the ‘creative capital’ of people and technology. Kapp describes historic preservation as a foundation for economic growth and activity because the historic urban landscape provides aesthetics, uncommon craftsmanship, and a “sense of place.”\textsuperscript{30} Kapp defines the rise of the artisan-based economy as the economic engine


for many post-industrial cities such as Cleveland, Ohio where businesses produce the highly crafted goods in historic buildings that utilize digital technologies.\textsuperscript{31}

\textbf{Introduction to the Value of Heritage Assets}

Post-industrial cities have the opportunity to reclaim the value of their abandoned historic landscape. This can be accomplished by the city’s recognition of historic buildings as heritage assets that embody multidimensional values. In addition to understanding heritage assets, cities must develop tools that utilize both economic and preservation concepts to provide further sustainability. The practice of economics and historic preservation theory and goals continues to intersect with and contribute to creating new theories and practices.

Since the introduction of the National Historic Preservation Act of 1966 Public Law 89-665, Tax Reform of 1976 Public Law 94-455, and the United Nations Educational Scientific and Cultural Organization (UNESCO) 1972 Convention, contemporary preservationists and conservationists have stressed the benefits of cultural heritage as an economic engine for development and sustainability. Economists, such as Pierre Bourdieu and David Throsby, have advanced the ideas of cultural capital and cultural economics that have been adopted by anthropologists, preservationists, and economists.\textsuperscript{32} But what determines the value of heritage assets? Cultural capital views cultural heritage as an asset. Assets are stores of value, sources of capital services over


\textsuperscript{32} David Throsby, \textit{Economic and Culture} (Cambridge: Cambridge University Press, 2004), 48-49.
time, and will depreciate.\(^{33}\) To understand their heritage value, historic buildings and landscapes must be viewed as helping both economic and cultural values.

As David Thorsby argues, economic value can be divided into three categories: use value, non-use value, and beneficial externality which corresponds to the direct or indirect consumption of the heritage.\(^{34}\) For example, the Art Factory is a nineteenth-century industrial mill in Paterson that rents out studio and event space to artists and the public. This exchange between the historic building and the public represents a direct use-value, which can be easily observed. In addition, use-value can be seen in tourism activities through the consumption of heritage services and places that can be measured in economic terms by entrance fees. For instance, the nineteenth-century Lambert Castle Museum in Paterson has a nominal entrance fee of five dollars for adults.\(^{35}\)\(^{36}\) Many studies suggest that the direct use-value of a property is considered positive since individuals, who enjoy heritage services, are willing to pay more.\(^{37}\)

The non-use value of a property can be divided into three categories (existence value, option value, and bequest value) that are based on the individual’s desire for the continued existence of historic buildings and landscapes, such as their right to exist, option for future visits, or for the next generation bequest. These values give a “non-


\(^{34}\) Ibid., 109.

\(^{35}\) Ibid.


\(^{37}\) Ibid., 110.
market demand for the conservation of heritage” which can be expressed by the willingness to pay.\(^{38}\)

The beneficial externality of value is linked to the positive spillover effects from historic buildings when communities gain pleasure from viewing the aesthetic or historic qualities of a building. For example, Paterson City Hall and the city’s downtown historic district can provide a “positive spillover [which] is identifiable and [of] possibly significant value of heritage that accrues to individuals.”\(^{39}\) It is also a multiplier effect as the renovation of a building can activate or stimulant other owners to restore their properties.\(^{40}\)

Yet, cultural value does not have a single unit of account; there is no monetary ‘unit of measure’ that can encompass the multidimensional characteristics of cultural value. As David Throsby argues, the seven values (aesthetic, spiritual, social, historical, symbolic, and authenticity, and location) affect the cultural value of the historic building and heritage.\(^ {41}\) Therefore, historic building can have strong connections to the community especially when the buildings are in active use. But how can these values be measured?

The measurement of these values cannot always be expressed in financial terms.\(^ {42}\) Yet, there are methods, such as those developed by the economists Nathaniel Lichfield

\(^{38}\) Ibid., 110.

\(^{39}\) Ibid., 111.


and Peter Nijkamp, for analyzing cultural value based on a checklist that evaluates the cultural quality of a heritage building by a scoring system and profiles reflecting factors such as socio-economic and geographical environmental criteria.\footnote{Throsby, Economics and Culture, 113.} However, even though these values can be difficult to measure in the course of economic development, they are still important in the decision-making process among investors, historic property owners, and local government. Especially for neighborhoods, heritage assets can bolster both cultural and economic benefits for the community. The value of heritage assets is controlled by ‘multiple spheres’ such as the market, government, and community perceptions toward the asset that includes abandoned and underutilized historic buildings.\footnote{David Throsby, “Heritage Economics,” 47.} For example, Paterson’s neglected historic buildings become active centers for criminal activity that drives down the area’s real estate markets and revitalization efforts by the city.

**Historic Preservation and Sustainability**

Many post-industrial cities share similar historic landscapes of aging industrial infrastructure and factories that are deemed difficult to convert for adaptive reuse. Daniel Campo describes the ‘experimental’ preservation effort by Rich Smith, silo property owner, and the University at Buffalo, also known as the State University of New York at Buffalo (SUNY at Buffalo), in the creation of the Grain Elevator Project. Smith’s property is located in the grain elevator/silo complex referred to as the ‘Concrete Atlantis’ and Silo City in Buffalo, New York. The Grain Elevator Project’s preservation
and economic success can be attributed to multi-disciplinary collaborations, minimal public or private funding, minimal restrictive regulations, and the creation of an organic economy. Campo questions whether a formal and bureaucratic approach in preservation is required for all historic sites, especially for difficult sites such as post-industrial complexes which are often deemed as unadaptable, environmentally hazardous, or culturally stigmatized. Some communities view these post-industrial sites negatively because they are deemed as dangerous and attract vandalism, crime and drug addicts and are the result of capitalism’s failures. For example, Paterson’s local government is planning to demolish the crumbling Leader Dye and Finishing mill industrial complexes located at the corner of 3rd Avenue and East 19th Street. This circa 1950s complex has an impressive smokestack which still stands today. Historic preservation has a number of creative strategic tools to protect those heritage assets with unusual features such freestanding smoke stacks, water towers, and abandoned rail lines.

Historic Preservation Strategies

The historic preservation movement has gravitated toward infusing economic-based strategies and tools into preserving historic buildings. For instance, Jess Phelps examines land acquisition-based strategies in historic preservation; the development of a


historic preservation revolving fund, known as ‘protect and sell’ by some nonprofit organizations. Phelps focuses on Preservation North Carolina, a nonprofit organization, that adopted creative hands-on approaches involving the real estate market and revolving funds. The Preservation North Carolina traditional preservation tools could not provide the necessary protection needed for historic buildings; the organization used the real estate option to acquire time for marketing the historic property. By purchasing the targeted historic properties they would be assured of a supportive buyer. A preservation easement is placed on the building ensuring the maintenance will be held in high regard. In a similar situation, Mary Anthony, the executive director of the 1772 Foundation, describes the revolving fund’s role, known as the Historic Properties Redevelopment Program, in preservation: ‘…revolving funds, greatly increase the number of historic buildings we can save and put back into use by the community…unlike more reactive, traditional preservation models, they are proactive and robust; they move at the speed of the market, using the same tools and financing as for-profit developers.’ Anthony demonstrates the value of broader tools and economically sustainable practices such as the revolving fund that help protect historic buildings.

Erica Avrami, the author of Making Historic Preservation Sustainable, endorses the concept of historic preservation and its sustainability goals and relies on the field’s

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ability to incorporate other areas of knowledge and methods that include environmental, economic, and social systems. She suggests that the “economic toolbox” of the historic preservation field is elementary even though preservation strategies welcome economic revitalization and promotion. Avrami addresses the discourse in preservation communities on the use of historic designations in economic terms and how designations should not be a deciding factor in the historic buildings’ significant attributes. Many preservation groups are aware of the designation process; however, inadequate assessment tools do not measure the impact of the designation on the properties and surrounding community. Avrami asserts this deficiency has hindered the preservation field in contributing to the economic sustainability conversation. Measuring economic implementation, benefits, and impacts in the preservation field are complex since there are many variables that affect the outcome of the economic evaluation. These include, but are not limited to, government regulations, policies, and incentive programs as well as socioeconomic and cultural preferences. Yet, as discussed above, post-industrial cities have many difficulties in focusing on historic preservation.

**Historic Preservation in Post-industrial Cities in NJ**

Successful manufacturing industries helped to develop New Jersey cities. However, external market forces contributed to the decline of these industries resulting in

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51 Ibid., 108.

social and economic challenges. In the New Jersey Historic Trust 1997 report on *Economic Impacts of Historic Preservation*, David Listokin and Mike Lahr thoroughly examine historic preservation and its economic effects at the local, state, and federal level by using various economic models to further explain the direct/indirect impacts, multiplier effects, and induced impacts. The report highlights historic rehabilitation effects on the economy that include job creation, economic development, and stimulation of heritage tourism via historic rehabilitation. The report indicates a “$1 million invested in historic nonresidential rehabilitation…generates 38.3 jobs, whereas the same amount spent on non-historic nonresidential rehabilitation or highway construction generates only 36.1 or 33.6 jobs.” 53 This indicates that historic preservation can be a significant contributor to the urban revitalization effort especially for post-industrial cities such as Paterson where job opportunities are limited.

In her thesis, *Historic Preservation in Legacy Cities: Preservation and Revitalization in Camden, New Jersey*, Di Gao discusses historic preservation best practices of other post-industrial cities’ preservation methods such as in Cleveland, Pittsburg, and Newark, New Jersey. Gao discusses the importance of having a strong local Community Development Corporation or advocacy groups to promote the value and advantages of preserving heritage assets. Gao expands her recommendations to include the insertion of “high-visibility preservation projects” into Camden’s urban

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redevelopment to encourage community awareness and civic pride. As an example, Gao mentions the highly acclaimed adaptive reuse in 2004 of the Victor building, formerly the headquarters of RCA Victor Company, into luxury apartments located on the waterfront in Camden. Gao stresses that gentrification and displacement are a common issue within urban planning and historic preservation, but for Camden, it is not a major concern as the real estate market was still remarkably weak in 2014. Gao suggests that the Neighborhood Conservation Overlay District, which is a type of historic district with limited restrictions such as fewer controls on windows, paint color, and decorative details, can help stabilize the community by encouraging homeowners and developers to fix their properties.

At the state level, the New Jersey State Historic Preservation Office (HPO), under the leadership of the New Jersey Department of Environmental Protection (NJDEP), led the planning process for the 2013-2019 New Jersey Historic Preservation Plan. The plan’s goals offer a future vision of historic preservation methods in New Jersey and can strengthen preservation policies for local municipalities and the state. The first two historic preservation goals demonstrate the importance of economics as a viable tool in preservation and revitalization of areas. The first goal recommends historic preservation as an economic tool to strengthen New Jersey’s communities. The other


recommendations are the creation of new financial incentives to encourage job growth and sustainability in the rehabilitation sector, publicizing successful historic rehabilitation, and developing a New Jersey Historic Trust revolving fund.58

Table 2. New Jersey Comprehensive Statewide Historic Preservation Plan Goals for 2013-2019.59

<table>
<thead>
<tr>
<th>Goal 1: Use historic preservation as a tool to strengthen and revitalize New Jersey’s state and local economies in a sustainable manner.</th>
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<tbody>
<tr>
<td>Goal 2: Demonstrate that historic places have economic value</td>
</tr>
<tr>
<td>Goal 3: Expand understanding and appreciation of history and historic preservation among New Jersey citizens, elected officials, students, and organizations across the State.</td>
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<tr>
<td>Goal 4: Build a stronger, more cohesive and diverse preservation community</td>
</tr>
<tr>
<td>Goal 5: Identify the authentic places that tell the stories of New Jersey’s historically diverse populations</td>
</tr>
<tr>
<td>Goal 6: Increase stewardship and support to protect the authentic places that tell the stories of New Jerseyans</td>
</tr>
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</table>

This thesis stresses the importance of economics in historic preservation in a post-industrial city such as Paterson. Historic preservation is not only involved with conserving historic assets but also establishing a sustainable community. The process of historic preservation planning must include economic input in order for the historic preservation project to be feasible. Economic-based preservation tools and the value of heritage assets together create sustainable cities.

58 Ibid., 29-32.
59 Ibid., 29-32.
Research Methodology

In the summer of 2016, I was a historic preservationist intern at the Paterson Historic Preservation Commission and Division (PHPCD). During the internship, I observed the challenges and successes of historic preservation that involved the Hinchcliffe Stadium, interagency knowledge of historic preservation, and African-American history in Paterson. The internship offered a comprehensive view of Paterson’s government agencies and the city’s downtown streetscape of vacant historic buildings with boarded-up windows.

The thesis research included the examination of materials that are specific to Paterson’s historic preservation policies since the 1990s. In addition, local government programs and historic properties were studied to further illustrate historic preservation in Paterson. The documents reviewed included academic journals, books, census data, and newspaper articles, all of which helped to delineate the issues concerning historic preservation and its slow development in Paterson. Newspaper articles from The Record and Paterson Times were extensively used throughout the thesis to fill the gaps in scholarly articles and literature pertaining to Paterson. The research focused on Paterson’s PHPCD archives, Paterson city codes, Paterson City Master Plan of 2014, and other material relevant to preservation in the city. In addition, I utilized the Geographic Information System (GIS) software, ArcGIS, for spatial mapping and analysis of the gathered data on environmental sites, historic properties, vacant properties, and local city resources such as public housing.

To understand local government and agency views on historic preservation, semi-informal interviews were conducted with government officials and historic property
owners in Paterson. Interview questions were constructed to focus on the historic preservation challenges in Paterson. The thirty-minute interviews were designed to further develop an understanding of historic preservation assets in Paterson, thus gaining insight from experienced city employees, agencies, and historic property owners. The interviews were recorded by handwritten notes as well as recorded on my personal laptop computer’s voice recorder which was later transferred to a secure Universal Serial Bus (USB) external flash drive. The participants were given an approved Rutgers Institutional Review Board (IRB) consent form, interview questions (Appendix C), and instructed on the interview’s purpose, procedures, and participant’s confidentiality and rights. Many of the interviewees were identified during my internship at the PHPCD, while other participants were discovered through a combination of referral sampling, newspaper articles, and the Paterson Property Pilot GIS website. There were challenges in getting participants to speak about their properties or the city government policies. Reaching participants through phone calls, emails, and face-to-face interactions proved to be difficult. The research and interviews increased my knowledge of the complex relationship between local government and the community in historic preservation planning and implementation.

In the next chapter, the thesis will present an overview of Paterson’s history, the evolution of its socio-economic characteristics, and the city’s built heritage. Overall, it will discuss the remarkable history of Paterson’s industrial past, cultural landscape, and its diverse immigrant population.
Chapter II: Overview of Historic and Cultural Heritage in Paterson

Historical Context of Paterson

The city of Paterson, named after the late-eighteenth century New Jersey Governor William Paterson, had ties to the United States industrial revolution, immigration, and early twentieth-century manufacturing and innovation. Paterson has always been an intricate place with its distinctive historic urban landscape and dominant natural backdrop that includes the Great Falls, Garrett Mountain, and the Passaic River. The amalgamation of natural, political, cultural, and economic conditions has shaped the city’s heritage and identity. George Tice, the acclaimed photographer, describes Paterson as:

Here was time-colored country, almost an ancient civilization, and the atmosphere which enveloped it was predominantly gray. Then too, it was a world which everywhere patterned by men, both living and dead. Paterson would face many successes and setbacks as the city was undergoing social, economic, and cultural transformations driven by entrepreneurs, immigrants, and workers’ rights.

In 1792, Alexander Hamilton and the Society of Useful Manufactures (SUM) designed Paterson as the first planned industrial city in the United States. Hamilton envisioned the city helping the United States achieve economic independence from the


more dominant European markets. From the beginning, Hamilton’s venture had the approval of the United States’ Congress, which led to SUM purchasing seven hundred acres of land. This stretch of land encompassed Paterson’s seventy-foot waterfall, which later would be harnessed for electricity and industrial manufacturing. Thus, the Great Falls and Passaic River natural landscapes became the epicenter of industrial development in Paterson, driven by the availability of hydropower as a power source for the mills (Figure 1). Yet, from the beginning, SUM encountered many difficulties in its operations that led to its dissolution in 1796 because of bankruptcy and inexperienced members. However, it was shortly purchased and restructured by the Colt family. Despite the initial setback, SUM’s vision would eventually become a reality. The development of a canal system and the influx of immigrants and entrepreneurs would lead the city to become an economic powerhouse during the late-nineteenth century.

65 Ibid., 2.
The pivotal element of Paterson’s industrial infrastructure was the construction of a network of canals, known as a raceway, designed to efficiently capture hydropower from the Passaic River to operate multiple industrial mills. At the beginning of the raceway project, SUM hired the notable architect Pierre L’Enfant, who was better known as the architect who planned Washington D.C. However, in 1793 SUM dismissed L’Enfant because of project delays and hired Peter Colt, the Treasurer of the State of New Jersey.

Figure 1. The Great Falls, also known as Passaic Falls, in 1900. Source John Reid, Passaic Falls in Paterson New Jersey, 1900, Rutgers RUcore. Accessed December 2017. https://doi.org/doi:10.7282/T3PN96JX
Connecticut and a businessman, to finish the raceway.⁶⁶ Eventually, Paterson’s raceway system was composed of an upper, middle, and lower canal system which took fifty-four years (1792-1846) for its completion.⁶⁷ There is no doubt that SUM had built an innovative economic system drawing the industrial revolution, laborers, and entrepreneurs to Paterson’s environment. The development of Paterson’s industrial complex was a slow process that led to major growth for the city and its communities but would later be overcome by geopolitical and economic forces leading to the city’s decline in the mid-twentieth century.

**Paterson’s Contribution to the Industrial Revolution**

The industrial revolution first began in Europe among countries that included Britain, France, Germany, and Belgium. Britain was at the forefront in the development of industrial production and technological innovations that significantly increased during the nineteenth century.⁶⁸ Europe became a major resource of technology, mechanized machinery, skilled labor, and entrepreneurs in the development of Paterson’s economic boom. In 1835, Thomas Rogers, who changed his occupation from manufacturing textile machinery to locomotive construction, developed his first locomotive, named the “Sandusky,” from train parts that were shipped from England to Paterson.⁶⁹ From this

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success, the Rogers’ company was able to increase productivity that eventually led to the company producing one hundred and eighty-three (183) locomotives in one year. Rogers’ company subsequently became one of the “big three” manufacturers of locomotives in the United States that contributed to the expansion of Western America.  

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By 1851, Paterson was incorporated as a city. By 1851, Paterson was incorporated as a city. By 1851, Paterson was incorporated as a city. During this time, Paterson had established heavy industries that included cotton textiles, locomotives, and machinery. Because of the increased demand for industrial land in Paterson, prosperous industries would demolish or convert former mills and factories to meet the growing demands in space and changing technology (Figures 2 and 3). The city became an incubator for innovation and entrepreneurship. For example, Paterson’s entrepreneurs included Samuel Colt, who manufactured guns between 1836 and 1841, Alfred Gibbs Campbell, an African-American publisher and industrialist who manufactured patent medicines circa

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72 Scranton, 3.
1850, and John P. Holland, an Irish immigrant and inventor of the submarine in 1878. Holland launched his submarine, the Holland I, in the Passaic River. Paterson’s entrepreneurs have significantly contributed to early industrial heritage in the United States.

In the mid-nineteenth century, the silk industry was introduced to Paterson by Christopher Colt; however, it was John Royle, an immigrant from Macclesfield, who improved and accelerated the production of silk in Paterson. From 1850 to 1890, English skilled laborers, who were mainly from Coventry and Macclesfield, dominated Paterson’s silk industry. The town of Macclesfield alone had contributed approximately 15,000 immigrants in a chain migration from England to Paterson that infused English culture onto the Paterson urban landscape. For example, Catholina Lambert, a prominent Patersonian silk industrialist born in Yorkshire, England, built an English-style castle, named ‘Belle Vista’ and known as ‘The Castle’ by the locals, on top of Garrett Mountain that overlooks the city of Paterson (Figure 4).

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73 Marcia Dente, 67, 78.
74 Ibid., 63.
76 Ibid., 5.
78 Scranton, 18.
79 Margrave, “Paterson, NJ Silk Industry”, 54.
In the last quarter of the nineteenth century, Paterson was manufacturing nearly half of the silk produced in the United States and became known as Silk City.\footnote{National Park Service, Setting the Stage. Accessed February 11, 2017. https://www.nps.gov/nr/twphp/wwwlps/lessons/102paterson/102setting.html.} During this time, the community of foreign skilled laborers in Paterson had expanded to include other immigrants from France, Italy, Poland, Germany, and Russia.\footnote{Dente, 90.} By 1900, Paterson was at the forefront of the silk industry, with approximately 175 companies operating in
the city.\textsuperscript{84} SUM would again use technology to harness the power of the Passaic River at the Great Falls site with the construction of a 4,849-kilowatt hydroelectric plant, built 1912 to 1914 that is currently still in operation.\textsuperscript{85}

In 1913, the mounting labor tensions and increasing demand for manufacturing output culminated in the well-publicized strike in Paterson.\textsuperscript{86} About 24,000 silk workers and International Workers of the World (IWW) union members led the strike in protest against wage cuts and demanding eight-hour work days.\textsuperscript{87,88} The labor strike was devastating for both sides, the workers and business owners, who lost approximately five to ten million dollars in wages and business.\textsuperscript{89} The strike led to a decrease in silk output that resulted in Paterson’s competitors from Pennsylvania gaining an increased share of the silk market.\textsuperscript{90} Paterson, however, still had three advantages: its close proximity to New York City, newly arriving Italian immigrant workers, and the Passaic River, known to be the best water for dyeing silk.\textsuperscript{91} These three advantages kept the silk industry in Paterson. However, it could never recapture its position as a market leader. Still, the wealth in Paterson did help the city to economically overcome urban disasters such as fire and flooding.

\textsuperscript{84} Scranton, 4.
\textsuperscript{85} Ibid., 53-54.
\textsuperscript{86} Ibid., 5.
\textsuperscript{88} Dente, 93.
\textsuperscript{89} Ibid., 104.
\textsuperscript{90} Scranton, 4.
\textsuperscript{91} Ibid., 4-6.
On February 9th, 1902 at 12:05 in the morning, a trolley company’s car shed in Paterson’s lower Broadway area caught fire that devastated the city’s downtown. The destruction resulted in the loss of about 456 buildings, 26 blocks, and eight to ten million dollars’ worth of business properties (Figure 5). Unregulated manufacturing, rapid economic growth, Paterson’s densely-built environment, and insufficient fire codes contributed to the acceleration and expansion of the fire. Paterson’s robust economy softened the devastating blow to businesses, which contributed to the city’s rapid recovery. By 1903, the New York Tribune newspaper proclaimed that Paterson had rebuilt more than half of the destroyed downtown area. John Hinchliffe, Paterson’s mayor at the time, vowed to use only local funding to promptly rebuild the devastated downtown; furthermore, he boasted that “Paterson can take care of its own.” This accomplishment demonstrated the resilience of Paterson and the strength of its local economy and businesses. However, the city’s future economy would not share the same growth of the late nineteenth and early twentieth centuries.

From 1860 to 1930, Paterson’s population grew from approximately 20,000 to 138,000. By World War II, the demand for silk in the United States had steeply dropped because of supply cuts from Japan and the introduction of new fabric technologies such as the development of the synthetic fiber, rayon. Paterson’s prosperous period waned. In 1945, SUM was dissolved and its properties were acquired by the City of Paterson. During the 1960s and 1970s, the city’s economy continued to

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99 Scranton, 4.

100 Scranton, 5-6.


102 The American Society of Civil Engineers and The American Society of Mechanical Engineers Dedication Program, “The Great Falls Raceway and Power System Paterson NJ, National Historic
deteriorate while other urban issues emerged, such as social unrest among disenfranchised groups, suburban sprawl, changing demographics, and pervasive city corruption. These socio-economic issues took a toll on Paterson’s urban building fabric, which will be discussed in Chapter Three.

Despite Paterson’s economic challenges in the twentieth century, the city has not experienced high population loss because of continued immigration, which is atypical among deindustrialized cities in the United States (Table 3). As well as having an abundant immigrant population, Paterson’s development has been shaped by diverse immigration. The first immigrants to Paterson were the Dutch and English in the early eighteenth century followed by the Irish, German, and African Americans in the early nineteenth century. In the late nineteenth and early twentieth centuries, Paterson population included Italians, East Europeans, migrating African Americans from the south, and Jewish immigrants. In the late twentieth century, immigrants emerged from Latin America: Mexicans, Columbians, Puerto Ricans, Peruvians, and Dominicans. Later, in the late twentieth and early twenty-first centuries, Paterson experienced an inflow of Turkish, Arab, and Bangladeshi immigrants. The immigrant population continues to advance Paterson’s social, cultural, and economic fabric.

References:


Table 3. 1950-2010 Paterson Population Trends

<table>
<thead>
<tr>
<th>Year</th>
<th>Paterson City, New Jersey Population</th>
<th>% Change</th>
</tr>
</thead>
<tbody>
<tr>
<td>1950</td>
<td>139,336</td>
<td>-</td>
</tr>
<tr>
<td>1960</td>
<td>143,663</td>
<td>3.00%</td>
</tr>
<tr>
<td>1970</td>
<td>144,824</td>
<td>0.80%</td>
</tr>
<tr>
<td>1980</td>
<td>137,970</td>
<td>-5.00%</td>
</tr>
<tr>
<td>1990</td>
<td>140,891</td>
<td>2.10%</td>
</tr>
<tr>
<td>2000</td>
<td>149,222</td>
<td>5.60%</td>
</tr>
<tr>
<td>2010</td>
<td>146,199</td>
<td>-2.10%</td>
</tr>
</tbody>
</table>

Although Paterson remains the third largest city in New Jersey, it has been unable to reclaim its previous strength as a major industrial city.\(^{107}\) It was the forward thinking of Alexander Hamilton, SUM, and the Colt family that helped to develop the infrastructure to support Paterson’s industries and labor. Unfortunately, the erosion of Paterson’s industrial manufacturing economy combined with the city’s inability to manage the changing social and economic environment has led to its current physically blighted neighborhoods that include abandoned, demolished, and decaying architecture. There are many factors that affect the value of heritage assets, such as increasing unemployment and the rise of the illegal drug trade, which Chapter Three will address. The section

\(^{106}\) Ibid., ch 4, p.4.

\(^{107}\) Ibid., ch 2, p.6.
below discusses the status of Paterson’s demographics and economy for the purpose of understanding the city’s current economic and social conditions.

**Paterson’s Population, Demographics, and Economy**

Paterson is a city with a current population of about 148,000 and is located approximately 21 miles from New York City. Paterson’s residents represent more than 52 different ethnic backgrounds, with the majority emigrating or migrating to Paterson during the mid-twentieth and early twenty-first centuries.\(^{108}\) The city’s current ethnic composition is approximately 60% Hispanic, 27% Black, 8.6% White, and 3.8% Asian (Figure 6). By contrast, the 2010 census describes Passaic County’s ethnic makeup as 37% Hispanic, 12.8% Black, 62.6% White, and 5% Asian. Similarly, the state’s ethnic background is listed as 17.7% Hispanics, 13.7% Black, 68.6% White, and 8.3% Asian.\(^{109}\) According to the United States Census between 2011 and 2015, Paterson’s foreign-born population represented about 34% of the city population. By comparison, the second largest city in New Jersey, Newark, has a 29% immigrant population; in the state of New Jersey, 21.7% of the population are foreign-born.\(^{110}\) Paterson has a large immigrant population that contributes to its cultural diversity.

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\(^{108}\) Ruben Gomez (Paterson Economic Development Director), interview by Niall Conway, December 8, 2016.


Since the mid-twentieth century, Paterson’s government and residents have endured financial hardship resulting from a shrinking and stagnant economy. In 2014, Paterson’s average household income was about $33,000 whereas the New Jersey state average was approximately $72,000. Education is a major factor in the low household income since only 71% of the city’s population have graduated from high school or higher while 10% of the city have a Bachelor’s degree or higher (Figure 7). Paterson’s underachieving educational system and limited financial support to advance education have left the city’s residents with few job opportunities and narrow potential for economic growth. It has become harder for high school graduates and less-educated workers to earn a wage that can counter the rising cost of living in Paterson. In addition, the city’s inflated rental housing market has greatly affected the cost of living, which is caused by property owners increasing rent because of property tax hikes. These factors

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112 Paterson City Master Plan, ch 3 p.5.
contribute to the poor streetscape from inadequate maintenance of properties, as well as adversely affect historic buildings.\textsuperscript{113}

![Pie chart showing education levels in Paterson](image)

**Figure 7.** Paterson’s Education Level of Persons Age 25 Years and Older, 2011-2015. Source: United States Census Bureau

In 2015, 56,639 people were employed in Paterson, with the leading occupation listed as production and transportation, directly followed by sales and the services industry. The health service industry in Paterson has been steadily growing due to the city’s hospital, St. Joseph’s Regional Medical Center, which is one of the largest hospitals in northern New Jersey.\textsuperscript{114} The manufacturing industry in Paterson has been in a slump since the 1950s. However, it has been estimated by the United States Census that

\textsuperscript{113} Ibid., ch 2 p.10.

\textsuperscript{114} Ibid., ch 5 p.3.
the number of people employed in manufacturing in Paterson is approximately 9,000.\textsuperscript{115} These numbers demonstrate that Paterson’s manufacturing remains a strong contributor to the local economy (Figure 8). Paterson is still susceptible to industries leaving or shrinking as seen with the loss of approximately 2,300 jobs between 2010 and 2015.\textsuperscript{116} This data suggests that the industrial sector is still fragile in Paterson. In addition, this decline in industries results in a reduction of the city’s tax base; pushing Paterson’s government to consider new development to enlarge the tax base by constructing larger buildings and utilizing vacant land rather than renovating or rehabilitating historic buildings. The next chapter will discuss these concerns as well as the influences on the multidimensional values of heritage assets.

![Graph of Paterson's Economy of 2012](https://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?src=bkmk)

**Figure 8. Paterson’s Economy of 2012. Source: United States Census Bureau**


\textsuperscript{116} Ibid.
Chapter III: Contributing Factors to the Value of the Historic Urban Landscape in Paterson

The multidimensional value of historic buildings and landscapes can be greatly affected by several factors such as the local real estate economy, property owners’ attitudes, illegal drug use, civic politics, and the natural environment. These factors are further impacted by interactions of the government, property owners, and community members with the historic built environment. These stakeholders can influence the conditional status of a historic building through the success of rehabilitation or by neglect. The following sections will discuss how these factors contribute to the challenges facing historic preservation in Paterson.

Economy

The value and condition of historic urban landscapes are dependent on the economy. Historic preservation largely deals with real estate economics that include interactions between the local government, property owners, and buyers.\(^\text{117}\) Early preservationists in the United States understood that the protection of tangible heritage required regulation by local preservationists to prevent an unrestricted market; these preventions led to federal landmarks and historic district designations.\(^\text{118}\) The real estate industry, the pivotal element in determining a property’s value, can be summed up by its


“location, location, location”, a statement attributed to English real estate mogul, Lord Harold Samuel. This implies that the real estate market will experience higher demand for residential and commercial space, located in attractive areas of a community.

Paterson’ real estate market is greatly influenced by high property taxes, a high crime rate, a deficient educational system, and impoverished neighborhood aesthetics, all of which will be discussed later in this section. In addition, these factors contribute to the decrease in demand and attention from developers and property owners who switch from owners’ occupancy to renting with tenants. For the most part, property owners and developers anticipate maximizing their returns on purchased property whether it is a structure or vacant lot. In effect, historic buildings are left vulnerable to demolition since property owners and developers can raze or board up neglected buildings to save on property taxes, allowing them to wait until the housing market rises to gain larger profits.

As the director of Paterson Economic Development department, Ruben Gomez, notes, a blighted streetscape is a large economic obstacle for the city since the perception and branding of Paterson is greatly influenced by its image, thus negatively effecting Paterson’s tax base.

In the United States’ economic structure and political system, city governments contribute strongly to the economy by stimulating and providing employment, services,


120 Paterson City Master Plan, ch 2 p.11-17.


122 Ruben Gomez (Paterson Economic Development Director), interview by Niall Conway, December 8, 2016.
and policies that maintain the city. The local government sets the tone of development through zoning laws and federal grants; conversely, it can also cause a drain on the economy, especially through inefficiencies, wasteful spending, and mismanagement. City agencies’ motives, education, and knowledge of preservation can provide additional safeguards and support toward the sustainability of historic buildings as a long-term investment in the revitalization of Paterson’s city core.

Illegal Drug Trade

In 2013, Paterson was ranked tenth in the state as an area with a high violent crime rate that is attributed to the profitability of the illegal drug economy and drug-related social problems. In addition to negatively impacting the social, economic, environmental, cultural conditions in Paterson, the city’s drug epidemic has severely affected the historic urban landscape by contributing to property maintenance problems, property neglect, and unsafe spaces. Recently the illegal drug trade has been experiencing an economic boom from the increased demand of cheap heroin. Paterson borders eight municipalities (Elmwood Park, Fair Lawn, Clifton, Haledon, Hawthorne, Prospect Park, Totowa, and Woodland Park) that provide easy trade routes to the city and complicate law enforcement’s tactics because of the multiple police jurisdictions. David Borzotta, the lieutenant of the narcotics task force of Bergen County Prosecutor’s Office, estimates that 300 people travel to Paterson each day from surrounding towns for drugs.

124 Ibid.
125 Ibid.
Many vacant and abandoned historic buildings are perceived by community members and the local government as negative features of city because these structures become places for vandals, homeless, and drug addicts that cause buildings to deteriorate from broken windows and doors as well as garbage, theft of copper pipes and heating units.\textsuperscript{126} Urban crime further illustrates the difficulties in owning property in Paterson as some property owners do not invest in their buildings because of theft and vandalism. This further increases the vulnerability of vacant and abandoned historic properties because the priority for Paterson’s government and community is to combat the city’s drug problems. In addition, increases in neighborhood blight and high crime rate lead community members to leave Paterson, which further results in economic and social divestment of the area.

Politics

Civic governmental agendas and corruption can create a negative atmosphere for Paterson’s historic preservation and cultural heritage management. For example, the abuse of federal funds, the shift in the allocation of resources, and quid pro quo between government agencies and developers are situations that affect the city’s overall economic goals and lead to a general disregard for historic preservation.\textsuperscript{127}

For many years, political and government corruption has afflicted the city of Paterson; a recent example is the conviction of Jose Torres, the former mayor of Paterson

\textsuperscript{126} Ibid.

who served Patersonians from 2002-2010 and 2014-2017 on corruption charges regarding improper use of city employees, a situation that demonstrates the ongoing issue of corruption in the city. In the past, Paterson’s city council members condemned Jeffery Jones, the city’s mayor of 2010-2014, for an overtime pay controversy, while in the 1997-2002 mayor of Paterson, Martin Barnes, admitted to receiving gifts from contractors and was imprisoned for mail fraud. This pattern of corruption is not a recent occurrence for Paterson. In the early twentieth century, William H. Belcher, who was Paterson’s mayor at the time, received a twelve-year prison sentence in 1906 for money embezzlement. These corrosive political habits can become commonplace in the city government’s culture due to the lack of accountability, oversight, and safeguards to prevent the overreach of local officials and agencies. This negative culture of economic corruption can affect the way local government agencies and officials view vulnerable historic assets.

Environment


129 Ibid.


In Paterson, there are over 70 contaminated sites mainly situated around the Great Falls National Park and the Great Falls Historic District that have received ongoing
mitigation and revitalization efforts by the state and the local government.\textsuperscript{137} \textsuperscript{138} Despite this, there have been some successes in the rehabilitation of contaminated sites in Paterson. For example, in the 2000s, Boris Knoll Mill, an industrial building, was converted into apartments after the mitigation of an abandoned fuel tank and an unknown source of pesticide contamination.\textsuperscript{139} The redevelopment of these sites requires additional planning permits and resources such as soil and water testing, which can increase project costs and drive developers away from restoration of buildings, especially if the market economy is not robust and there are few government incentives for investors and community members.

The impacts of natural disasters can also severely devalue, alter, or destroy historic buildings. For example, in 2011, the Passaic River flooded a section of Paterson’s historic neighborhood, Riverview, which developed circa 1890. The federal buyout program approved 140 flood-damaged properties for demolition and allowed the area to remain as open space.\textsuperscript{140} \textsuperscript{141} Paterson’s historic property owners are facing difficult times.

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and these environmental issues only add to their growing concern of increasing project costs and decreasing property values.

Historic Property Owners

Historic property owners can range from individuals to multiple property owners and developers. The factors that influence property owners to sell or maintain property include high property taxes, local area crime, and low return on investment as well as low property ownership by local community members. Paterson’s City Master Plan of 2014 cited that high property taxes were a frequent response from stakeholders and property owners at a public meeting, a focus group, for the Master Plan. Moreover, high property taxes can hinder historic property owners from investing, maintaining, and protecting their properties. For example, Ruben Gonzalez, who owns a 1878 historic two-story brick house built in Paterson’s Dublin neighborhood, echoed the typical concern that many residences face in paying high taxes. In this case, it placed a burden on the Gonzalez family who did not want to raise their tenants’ rent because they were also financially struggling. Consequently, Gonzalez had to cover a larger portion of the annual property tax, which was listed at $13,922 in 2016. Some property owners felt that there was no support from the local government regarding restoration grants and incentives. To give another illustration, David Dushey, CEO of Jenel Management Corporation headquartered in New York City, owns a historic property in Paterson’s

142 Paterson Master Plan, ch 2 p. 4-7.
143 Ruben Gonzalez (owner of property at 93-95 Marshall Street) and Carlos Gonzalez (son, who assisted and provided personal input), interview by Niall Conway, March 6, 2017.
downtown area and believes that the annual property tax is a major issue, since commercial tenants occupy only the first floor to save property taxes. According to Dushey, the company feels there is little potential for investing in Paterson. The equalized tax rate for Passaic County Towns and Cities ranks Paterson City as the third highest rate in the county (Table 4).

Table 4. Passaic County Towns and Cities Equalized Tax Rate.

<table>
<thead>
<tr>
<th>Taxing District</th>
<th>General Tax Rate per $100</th>
<th>County Equalization Ratio</th>
<th>Equalized</th>
</tr>
</thead>
<tbody>
<tr>
<td>Prospect Park Boro</td>
<td>4.987</td>
<td>96.53%</td>
<td>4.81</td>
</tr>
<tr>
<td>Haledon Boro</td>
<td>4.360</td>
<td>98.71%</td>
<td>4.30</td>
</tr>
<tr>
<td>Paterson City</td>
<td>4.339</td>
<td>90.52%</td>
<td>3.93</td>
</tr>
<tr>
<td>Bloomingdale Boro</td>
<td>4.155</td>
<td>92.44%</td>
<td>3.84</td>
</tr>
<tr>
<td>Pompton Lakes Boro</td>
<td>6.878</td>
<td>55.58%</td>
<td>3.82</td>
</tr>
<tr>
<td>West Milford Twp</td>
<td>3.709</td>
<td>90.34%</td>
<td>3.35</td>
</tr>
<tr>
<td>Wanaque Boro</td>
<td>3.648</td>
<td>90.73%</td>
<td>3.31</td>
</tr>
<tr>
<td>Ringwood Boro</td>
<td>3.617</td>
<td>89.62%</td>
<td>3.24</td>
</tr>
<tr>
<td>Passaic City</td>
<td>3.368</td>
<td>94.14%</td>
<td>3.17</td>
</tr>
<tr>
<td>Clifton City</td>
<td>5.260</td>
<td>57.26%</td>
<td>3.01</td>
</tr>
<tr>
<td>Hawthorne Boro</td>
<td>5.671</td>
<td>53.03%</td>
<td>3.01</td>
</tr>
<tr>
<td>Wayne Twp</td>
<td>5.339</td>
<td>54.70%</td>
<td>2.92</td>
</tr>
<tr>
<td>Woodland Park Boro</td>
<td>3.030</td>
<td>95.34%</td>
<td>2.89</td>
</tr>
<tr>
<td>Little Falls Twp</td>
<td>3.121</td>
<td>90.80%</td>
<td>2.83</td>
</tr>
<tr>
<td>North Haledon Boro</td>
<td>2.807</td>
<td>91.26%</td>
<td>2.56</td>
</tr>
<tr>
<td>Totowa Boro</td>
<td>2.349</td>
<td>103.60%</td>
<td>2.43</td>
</tr>
</tbody>
</table>

145 David Dushey (Jenel Management Corporation, CEO), interview by Niall Conway, October 30, 2016.
If owners wish to protect or restore their buildings it is the local, state, or federal regulations and agencies that provide guidance and assistance in these preservation activities. At the federal level, the United States Department of the Interior offers guidelines, known as the Secretary of Interior’s Standards for the Treatment of Historic Properties, that provides best practices for the preservation, reconstruction, restoration, and rehabilitation of historic buildings.147 Local historic commissions use these standards as guidelines for registered historic properties and historic districts. However, some historic property owners have concerns with these standards because of the regulatory conditions that require them to follow strict guidelines. For example, Dan Cezar, a local business owner and owner of a historic mill located adjacent to the Hinchliffe Stadium, does not want his building to be listed on the National Register or locally designated because of the restrictions a designation would impose. He commented that the large windows in his mills are not energy efficient, resulting in higher heating costs, which was one of his two largest expenses: employee insurance and heating.148 He further noted that the city previously offered a tax incentive program for providing energy-efficient windows, although Paterson does not currently support such a program.

Historic property owners interviewed for this study came from various economic and social backgrounds and had an appreciation for their historic properties. For example, historic property owner Ruben Gonzalez, who came to Paterson from Puerto Rico in the


148 Dan Cezar (historic mill owner located at 460 Totowa Avenue in Paterson, NJ), interview by Niall Conway, October 21, 2016.
1970s, demonstrated that one can appreciate and love a late-nineteenth century brick historic building without knowing its full history or heritage. Ruben purchased the historic home in 1996 and rehabilitated the interior. Carlos Gonzalez, Ruben’s son, mentioned that they added a new metal front door which represents an expression of their individualism to the historic home. Thus, the historic building survives from the additional layering of cultural value, which allows the next generation to inherit a historic heritage.

The multiple factors discussed in this section demonstrate the complex network of influences on the value of historic buildings and how Paterson faces numerous economic and social challenges to the preservation of urban/historic industrial fabric. Historic preservation can be a strong tool for changing the status of Paterson’s historic landscapes. Chapter Four will highlight the local government’s efforts in providing historic preservation for the city’s historic building stock and landscapes.
Chapter IV: The Rise of Paterson’s Historic Preservation and its Defensive Measures

Brief History of the PHPCD

Paterson’s formal historic preservation effort began during Mayor Pat Kramer’s first term in office between 1967 and 1971. It was Mary Ellen Kramer, the mayor’s wife, who increased awareness of historic preservation in Paterson. Her ability to connect resources and stakeholders led to the collaboration of the architects from Columbia University, specifically, John Young, and the director of the Paterson Redevelopment Office, Francis Blesso. This fellowship resulted in the designation of the Great Falls of Paterson and the SUM National Historic Landmark District, and included 89 acres of mills, raceways, and the natural cataract, on the National Register in 1970.149 150

In 1978, the city’s Zoning and Land Development Ordinance designated the Great Falls Historic District (GFHD) as a local district. Moreover, alongside the creation of the local district, the Paterson Historic Preservation Commission (PHPC) was appointed to review all plans and designs within the Great Falls Historic District.151 Later, the GFHD would further broaden its boundaries to include additional historic buildings and raceways in 1975, 1986, 2006, and in 2015 with the inclusion of the Hinchliffe Stadium,

151 Ibid., 8.
erected in 1932 (Figure 9).  

Finally, in 2011 the Great Falls Historic District officially became the Paterson Great Falls National Historical Park (PGFNHP), which was a collective effort of many stakeholders, government agencies, and Patersonians (Figure 10). While Paterson safeguarded the Great Falls and its surrounding historic urban landscape through historic preservation strategies, the next section will demonstrate the catalyst that incited the city and Paterson Historic Preservation Commission to create stronger protective measures for historic properties and the post-industrial urban landscape.

152 Ibid., 5.
Figure 9. Hinchliffe Stadium in Paterson, view to east. Photographed by Niall Conway.

The Catalyst and Protective Measures for Historic Preservation

Paterson increased its designation of historic resources and landscapes because of the widely publicized demolition in 2012 of two non-designated (not listed on Federal, State, or local historic registers) historic mills: John Royle & Son Machine Works mill, built in 1888, and the Empire Piece Dyeing Works. In 1978, Paterson’s local government contracted an architectural survey in 1978 and again in 1996 that identified the John Royle mill, located at the corner of Straight Street and Essex Street, as being eligible for the National Register of Historic Places. John Royle & Sons’ company invented early machinery and were large contributors to Paterson’s economy and the industrial revolution. The owners of the Royle Mill believed that the $75,000 annual property tax was too high and for this reason, the mill was demolished to reduce the owners’ property tax, which was subsequently listed at approximately $18,000 in 2016.

At the time, Paterson’s Community Development Director stated that the city was not...
able to offer a tax break to the property owners.\textsuperscript{162} A city council member attempted to arrange a deal with the out-of-state owners of the mill but the owners’ high asking price of $4.0 million was excessively overpriced considering the slow real estate market in Paterson.\textsuperscript{163} In addition, a sale to the city would have generated a huge profit since the owners’ originally purchased the historic mill at $1.7 million dollars.\textsuperscript{164}

At the same time, the Paterson Historic Preservation Commission contracted Hunter Research Inc., a New Jersey cultural resource management firm, to conduct an architectural survey of 30 historic mills in Paterson, which included the Royle mill.\textsuperscript{165} The survey discovered that many of these historic mills were still being utilized by multiple industries, including warehousing and light manufacturing.\textsuperscript{166} The survey data resulted in 28 out of the 30 mills being nominated by the Paterson Historic Preservation Commission to be placed on the National Register and New Jersey State Register and were all subsequently listed on the local Paterson register.\textsuperscript{167}

Except for Paterson’s Great Falls Historic District and National Park, city-wide preservation practices are relatively new to Paterson compared to other post-industrial

\textsuperscript{163} Ibid.
\textsuperscript{164} Ibid.
cities such as Lowell, Massachusetts. In 1986, the New Jersey state government adopted legislation that empowered municipalities to utilize historic preservation regulation on land use. It was not until 1988 when PHPC became completely operational. In 1992, Paterson’s local government amended the city’s preservation ordinance in order to conform with the land use statutes of New Jersey State. The Paterson Historic Preservation Commission was weakened in 1998 because members resigned and the chairwoman, Flavia Alaya, was dismissed by Mayor Barnes. During this time, Alaya ascribed her resignation to the city’s lack of support for the Paterson Historic Preservation Commission. The Paterson Historic Preservation Commission had little authority regarding local preservation during the 1990s and early 2000s because Passaic County and the State of New Jersey owned several historic sites. Historically, the Paterson Historic Preservation Commission placed little emphasis on tax incentives and economically-based preservation tools but has been active in the twenty-first century in providing protective measures for historic buildings. For example, the Paterson Historic Preservation Commission accomplished the designation of multiple historic districts: Downtown Commercial Historic District (DCHD) in 2006, the Eastside Park Historic District (EPHD) in 2014, and the Court House Historic District (CHHD) in 2015.

168 City of Paterson Master Plan, ch 11 p. 6.
170 City of Paterson Master Plan, ch 11 p. 6.
171 Paterson Historic Preservation Commission Division, “City of Paterson Register of Historic Places,” (City of Paterson), 5.
The Paterson Historic Preservation Commission continued to take steps in further establishing protective measures for historic properties with the amendment of the Historic Preservation Ordinance in 2014 as a part of becoming a Certified Local Government (CLG). The amendment and certification provided the Paterson Historic Preservation Commission direct access to federal, NJDEP, and State Historic Preservation Office (SHPO) resources. In return, CLG guidelines required local municipalities to follow certain regulations, including the prerequisite that local municipalities establish a historic preservation commission and preservation ordinance. In addition, the CLG guidelines mandated that the Paterson Historic Preservation Commission also incorporate a Professional Staff category that requires a Historic Preservation Professional staff member to be professionally qualified in methods, theories, and practices of Historic Preservation.\textsuperscript{173} Paterson’s inclusion within the GLG guidelines has helped to strengthen the ability of the Paterson Historic Preservation Commission to manage the city’s historic built environment by preventing unqualified personnel from influencing preservation decisions and policy making.

In 2016, the Paterson Historic Preservation Commission received a grant from the National Trust for Historic Preservation to create versions of the Paterson historic district design guidelines in Spanish and Arabic languages to better inform the city’s community members about historic preservation principals.\textsuperscript{174} This was an important step in recognizing Paterson’s changing demographics and helping various ethnic groups to


understand historic preservation in Paterson. Other city-designed preservation activities included receiving a rehabilitation grant for the Hinchliffe Stadium and the submission of a research grant for the nomination of the African Shore Historic District in Paterson.\textsuperscript{175}

The Paterson Historic Preservation Commission and James “Jimmy” Richardson, a local historian, have led preliminary research on the African Shore, a late-nineteenth century historic African-American community in Paterson, with the goal of it being designated as a historic district. Additional research is required to understand this lesser-known historic community, which was located adjacent to the city’s downtown area.

Paterson’s current historic preservation tools and funding sources include Federal Investment Tax Credits, Historic Site Management (HSM) grants, Capital Preservation Grants, and Preservation Easements. Unfortunately, even though many of the historic buildings within the Great Falls Historic District, designated in 1979, are eligible for historic tax credits, few projects have utilized them from 2001 to 2011. According to Paterson City Master Plan of 2014, federal investment tax credits have not been exploited for rehabilitation in the Downtown Commercial Historic District since 2004.\textsuperscript{176} The nonexistent demand for federal investment tax credits can be attributed to the slow real estate market and lack of historic tax credit knowledge among historic property owners.

The Paterson Historic Preservation Commission has not significantly utilized historic easements, which is an effective tool in protecting historic buildings’ façades. According to the New Jersey Historic Trust, the Rogers Locomotive Works Storage

\footnotesize{\textsuperscript{175} Ibid., 28. \textsuperscript{176} City of Paterson Master Plan, ch 11 p. 17.}
Building, now home to the Paterson Museum, is the only historic easement listed in Paterson.\footnote{Niall Conway, Paterson Historic Preservation Commission internship (2016).} The nonprofit New Jersey Community Development Corporation (NJCDC) granted the easement for the Rogers’ building in 2014.\footnote{“Rogers Locomotive Works Storage Building,” (New Jersey Historic Trust Easement, Deed), 2011} According to the director of Paterson Historic Preservation Commission Division, Gianfranco Archimede, the easement program has not been extensively utilized in Paterson because of a lack of interest among property owners. The city does not offer a local historic rehabilitation tax credit, and nonprofit organizations that focus solely on preservation are scarce. However, the NJCDC has contributed to the rehabilitation of historic buildings in Paterson.\footnote{New Jersey Community Development Corporation, "Who We Are | NJCDC." Accessed March 2017. http://www.njcdc.org/~njcdc/who-we-are/} For example, in 2010, the NJCDC converted the Congdon Mill into a sixty-unit affordable housing apartment building; in 2012, they rehabilitated the historic Rogers building into a meeting center.\footnote{New Jersey Community Development Corporation, “What We Do | Congdon Mill Apartments | NJCDC.” Accessed February 2017. http://www.njcdc.org/~njcdc/what-we-do/page.php?Affordable-Housing-Congdon-Mill-Apartments-57.} \footnote{New Jersey Community Development Corporation, “What We Do | NRTC Program | NJCDC.” Accessed February 2017. http://www.njcdc.org/~njcdc/what-we-do/page.php?Revitalizing-Paterson-Real-Estate-Development-NRTC-Program-60.}

The Paterson Historic Preservation Commission continues to encourage public awareness through historic educational tours in Paterson. The use of social media has become an integral part of the promotion of heritage tours and relevant historic news. These achievements have been accomplished by the Paterson Historic Preservation Commission, Gianfranco Archimede, the director of the Division, and Kelly Ruffel, historic preservationist. Other contributors to Paterson’s heritage education and
protection include the Passaic County Historical Society at Lambert Castle that offers educational tours and an emerging local nonprofit organization, The Paterson Historic Preservation Society. Despite these preservation programs, historic buildings continue to be vulnerable because of the slow real estate market, government inefficiencies, blight related to criminal activities, and neglect by property owners.
Paterson’s Historic Built Landscape on Fire

Historic buildings in Paterson have been, and continue to be, vulnerable to the destructive forces of fires and neglect in the late twentieth and early twenty-first centuries. In 1991, the iconic 1880s Meyers Brother department store, located at 161 Main Street, was destroyed by a devastating fire of an unknown cause. In 2013, the abandoned historic Abby and Venable Mills’ wall collapsed causing a public hazard on the street. As a result, the city orchestrated an emergency demolition of the designated historic mill located at 68 Ryle Avenue. More recently, in 2015, the historic Paterson Armory, constructed in 1895, was severely damaged by a fire of unknown origin. The famous structure was demolished except for the front section of the building (Figure 11). Vacant since 1990, the city had planned to rehabilitate the 53,800 square-foot historic Paterson Armory in 2007 into a multi-use recreational center for the community (Figure 12). However, the rehabilitation plan stalled and the city lost an opportunity to provide a recreation center for the community and protect its historic resource. These

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188 Ibid.
examples of destroyed historic buildings underscore the ongoing challenges in affording protection and sustainability to the historic built environment in Paterson.

Figure 11. View of Paterson Armory front, facing west. Photographed by Niall Conway.

Figure 12. View of Paterson Armory’s interior, facing southwest. Photographed by Niall Conway.
In Paterson, historic buildings have a high probability of being demolished as a result of neglect or structural fires as well as being stigmatized as public hazards because of criminal activities. The Paterson Historic Preservation Commission has taken steps to improve the city’s historic preservation practices by tightening up loopholes in the city’s ordinances and increasing historic designations to further allocate protective measures to the historic urban landscape. The next section will examine three Paterson government agencies’ policies and strategies regarding historic preservation and the city’s economic development. The focus of the assessment is on intra- and inter-agencies performance and connectivity. The Division of Economic Development, the Community Development Department, and Housing Authority will also be discussed in relation to their policies regarding heritage assets.

Paterson’s Local Government Agencies’ View of Historic Buildings and Landscape

In 2014, the Economic Development department recommendations in Paterson’s City Master Plan stressed the importance of capitalizing on the Paterson Great Falls National Historical Park for economic revitalization. The second recommendation aimed to “enhance the image and perception of the city as an attractive place to live.”\(^\text{189}\) This demonstrates that Paterson local governments does understand that historic buildings and landscapes are important elements in creating a revitalized city. Paterson’s local government agencies that include Community Development (CD), Housing Authority of the City of Paterson (HACP), and Department of Economic Development are public

\(^{189}\) City of Paterson Master Plan, ch. 8 p.22.
authorities that play an essential role in the sustainability of the historic urban landscape. Some of the local government economic development proposals have been insensitive to Paterson’s heritage assets.

For example, the vacant area known as the Vista site, which overlooks the Great Falls, has been sought after by several developers and city government officials. During his 2010-2014 term as Paterson’s mayor, Jeffery Jones supported a proposal for the construction of a 22-story cocoon-shaped hotel at the Vista site, which ultimately did not materialize (Figure 13). This proposal was included in the City Master Plan of 2014 and would have inevitably damaged the natural and historic character of the Great Falls area.190 191 Previously, in 2008, the former mayor Jose Torres supported a proposal to construct 156 luxury apartments at the Vista site by the developer Greentree Development, a development company based in Lakewood, New Jersey.192 Torres advocated for the proposal even though the city council disapproved of the gated apartment project located in a low income area. Furthermore, the National Park Service condemned the project and submitted a letter to Torres. The National Park Service, which manages the GFNHP, noted that the development of the Vista site would degrade the character of the Great Falls National Historical Park. The project was eventually stopped


192 Greene, "Officials Break Ground on 156 Luxury Apartments at the Paterson Vista Site."
by a lawsuit from the Friends of the Great Falls. These two examples demonstrate the complex relationship between economic development and historic preservation. Paterson’s government can capitalize on its historic heritage and avoid the “Disneyfication” of its historic parks and downtown area.

![Vista site proposal. Source: Paterson’s City Master Plan of 2014. ch.6 p.32.](image)

**Economic Development of Downtown Paterson**

Many historic buildings in downtown Paterson are underutilized, particularly buildings with vacant upper floors (Figure 14). According to Rypkema, even a struggling city that utilizes 30 to 50 percent of its downtown capacity is wasting the taxpayers’ money. Clearly, this is a typical scenario in many downtown areas across the United States, where the current building codes prevent the adaptive reuse of the upper floors because the many historic buildings do not have two means of egress. Although

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historic buildings areas are not exempt from the Americans with Disabilities Act (ADA), some historic properties are not able to meet these requirements due to architectural designs.\textsuperscript{196}

![Figure 14. Overview of Main Street in Downtown Paterson, facing north. Photographed by Niall Conway, December 1, 2017.](image)

Paterson government agencies have been focused on the development of the downtown area without a strong emphasis on its historic assets. In 2008, a New York developer, Efstathios Valiotis, and the City Parking Authority constructed the massive Center City Mall at the corner of Main Street and Ward Street in the downtown area with the promise that it would be an economic success (Figure 15). The highly praised mall

has evolved into an economic failure and has been referred to as a ‘White Elephant.’\textsuperscript{197} The mall’s architectural style could have been more sensitive to the historical setting of the downtown area by retaining the ambiances of historic architecture through creative design.

The Economic Development Division, established in 2014, and developers now have the task of creating a plan to remediate the eight-year-old Center City Mall. This equates to more resources and funding being diverted from other projects. The mall has been unable to revitalize the downtown area and is devoid of cultural connections to Paterson’s heritage. In addition, the mall is deficient in visual aesthetics, it blocks the

\begin{figure}[h]
\centering
\includegraphics[width=\textwidth]{CityCenterMall.png}
\caption{City Center Mall in downtown Paterson, facing west. Photographed by Niall Conway, December 1, 2017.}
\end{figure}

view of the 1898-1903 historic courthouse, lacks green space, and ultimately devalues the historic city streetscape (Figure 16). Another example of Paterson’s lack of foresight is its failure to recognize a possible connection between the Great Falls National Historical Park and the city’s downtown historic district. Paterson has not directed resources to connecting these two heritage assets, which are only an eleven-minute walk apart. Currently, the city government has made some effort to incorporate cultural characteristics into the historic streetscape. For example, a historic building in the downtown has been adapted for reuse as the Paterson Masjid Jalalabad mosque, located at 57-61 Van Houten Street. This demonstrates that Paterson recognizes the changing ethnic composition of city and connects the old with the new.

Figure 16. Passaic County Court House Annex located on Ward Street in Paterson, facing west. Photographed by Niall Conway, December 1, 2017.

Other supporting organizations have been involved in the revitalization of downtown Paterson. For example, Paterson’s Urban Enterprise Zone (UEZ) is a state government program that assists businesses with low-interest loans, façade improvement programs, and lowers taxes within the zone. The UEZ works with the Department of Economic Development in a joint effort to revitalize Paterson’s communities.\textsuperscript{199} The Paterson Restoration Corporation, a nonprofit corporation, was nominated to “act as the zone development corporation for the city of Paterson.”\textsuperscript{200} It assists the Department of Economic Development with small business low-interest loans, revolving loans, and developing properties for businesses. In addition, it provides aggressive marketing campaigns for local businesses.\textsuperscript{201} Paterson has developed programs and utilized various state incentives to encourage local businesses to remain in the city.

The Department of Community Development and the Housing Authority of the City of Paterson

Paterson’s Department of Community Development (CD) and the Housing Authority of the City of Paterson are underutilized preservation resources and represent opportunities for sustainability of historic buildings. The Community Development applies and receives federal funds from the United States Housing and Urban


\textsuperscript{201} Paterson City Master Plan, 08-19.

Development (HUD) that include the Community Development Block Grant (CDBG), the HOME Investment Partnership program, and Housing Opportunities for People with AIDS (HOPWA).\textsuperscript{203} These programs have the resources that can contribute to increasing the value of historic buildings in Paterson. For example, in 2016, the Community Development funded the renovation of a non-historic house located at 147 Montgomery Street in Paterson as part of the prison re-entry program, which is currently under federal investigation regarding the city’s misuse of federal funds.\textsuperscript{204} As of 2016, Paterson’s Vacant and Abandoned Properties list, which is not completely accurate according to the Paterson government, includes more than 20 designated historic buildings which the Community Development could utilize for rehabilitation.\textsuperscript{205} At the same time, the Community Development granted Paterson Habitat for Humanity $200,000 of HOME funds for new housing.\textsuperscript{206} Even though Paterson Habitat for Humanity does notable work in blighted communities and creates homeownership among low-income families, it rarely rehabilitates buildings. Each Habitat for Humanity operates at the local level and coordinates its own construction. Their expertise is in new construction and the organization lacks experience in the rehabilitation of historic buildings.\textsuperscript{207} This is a

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\textsuperscript{203}“State of the City 2016 Report,” (July 2016), 23.
\textsuperscript{205}“Registered Vacant & Abandoned Properties (RAD) List as defined by Ordinance No. 14-004,” (City of Paterson, 2016).
\textsuperscript{206}Ibid.
\textsuperscript{207}Habitat.org
\end{flushright}
missed opportunity to encourage preservation as Paterson has a richly historic building stock that could be used to help revitalize the community.

The Housing Authority of the City of Paterson has multiple programs and resources that can help to promote and preserve historic buildings and landscapes. For example, the Freedom Village (Apollo Dye I) is a seventy-unit senior housing complex constructed circa 2015 in Paterson’s Fourth Ward (Figure 17). The project, a joint venture between Pennrose Properties, a developer based in Pennsylvania, and the Paterson Housing Authority, received $2.8 million from the federal HUD HOPE VI grant and $14.5 million in Low-Income Housing Tax Credit (LIHTC) with a total project cost of about $18 million. The city-owned site was earmarked for the senior housing complex. Previously, the site was the location of the Apollo Dye historic factory that had been demolished.208 Among all the accolades of the project, Bill Pascrell, the United States Representative of New Jersey, stated: “This project turned an abandoned industrial site which was being used as a drug den into a first-class senior housing community… this revitalization effort will reduce neighborhood crime and create a more integrated community with a sense of place that comes from giving seniors more space and have a walkable neighborhood.”209 This statement ignored the fact that on the adjacent block overlooking the Freedom Village is the landmarked and visually-stunning historic Hinchliffe Brewing & Malting Co. built in the 1890s, which has been vacant, neglected,

208 State of the City 2016 Report, 37.
and is now a haven for criminal activities since a fire in 1997.\textsuperscript{210} \textsuperscript{211} The Hinchliffe Brewing & Malting Co.’s building with its red brick, terra-cotta, and granite façade, which was designed by the Brooklyn based Charles Stoll & Son architectural firm, is a heritage asset to the city (Figure 18).\textsuperscript{212}

![Figure 17. Freedom Village, a senior complex located at 69 Straight Street in Paterson, facing east. Photographed by Niall Conway, December 1, 2017.](image1)

![Figure 18. Former Hinchliffe Brewing Co. building located at 63 Governor Street in Paterson, looking northeast. Photographed by Niall Conway, December 1, 2017.](image2)

Unfortunately, the Hinchliffe Brewing & Malting Co.’s brewhouse and cold storage are both in poor condition resulting from lack of maintenance and a fire which exposed the interior to the natural elements. The Freedom Village was constructed on


\textsuperscript{212} "Hinchliffe Brewery."
city-owned property which made the project cheaper and more attractive to the developers. The project construction plans and designs of the new building required minor adjustments which saved on the cost of the project. However, Paterson is only considering short-term economic advantages. Even though Freedom Village maybe have been cheaper to build, it is the Hinchliffe Brewing building that has historical, social, and cultural value.

Missed Opportunities in Capitalizing on Heritage Assets

Although Paterson has utilized programs like the Community Development Block Grant (CDBG), Housing Urban Development (HUD), and Paterson’s Community Development Department, discussed above, its traditional historic preservation and local government toolkit contains insufficient economic-based incentives and preservation practices to encourage the restoration, preservation, or adaptive reuse of historic buildings. The benefits of rehabilitating a historic building in a historic district are increasing property value as well as indirect spillover effect on neighboring properties.  

Historic preservation promotion results in developing jobs, housing units, and increases tax revenue while providing sustainability to Paterson’s economy and cultural heritage.

Post-industrial cities and community members must cooperate because even the most financially-stable and prosperous city governments cannot restore and manage all of their historic built heritage.  

In the next chapter, the thesis presents a case study of the

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City of Lowell to further delineate the similarities and differences in sustainable preservation, identity, and the value of heritage assets in a post-industrial city.

Van Oers, and Francesco Bandarin (Chichester, West Sussex, United Kingdom: John Wiley & Sons Inc., 2015.), 283.
Chapter V: Comparative Case Study, Historic Preservation in Lowell, Massachusetts

History of Lowell

Francis Cabot Lowell, a Boston merchant, founded the city of Lowell, Massachusetts as the second planned industrial city in the United States, the first planned city being Paterson. The city’s textile industry began in the 1820s along the Merrimack River, which supplied Lowell’s canal system and provided power to the mills. Between 1835 and 1888, the textile industry grew from 22 to 175 mills. Lowell’s population increased from 2,500 in 1820 to about 95,000 in 1900. Immigrants from Ireland and Canada represented approximately 41 percent of the city’s population. By 1900, Lowell began to show signs of economic decline in its textile industry as companies relocated their operations to the southern states. Moreover, in 1912, the city experienced a labor strike that continued to erode Lowell’s economy. Between 1914 and 1937, manufacturing employment dwindled from 30,000 to about 16,000. During World War II, Lowell’s economy flourished as a result of wartime manufacturing causing a small surge in factory employment. However, employment began to decline between 1950 and 1970 from 11,000 to 3,000, a loss of 8,000 jobs, which contributed to the city’s economic problems.

During the 1970s, the city of Lowell continued to experience declining economic and social conditions. Even government officials and community members were discouraged;


216 Ibid.

217 Ibid. p.69.
Paul Tsongas, who prior to becoming a Massachusetts Senator and a strong advocate for historic preservation, suggested the city should fill in and pave over its historic canals. Similarly, many residents and local government officials shared the same negative view of the city.\textsuperscript{218} On the other hand, there were a few progressives like Patrick Mogan, Lowell’s School Superintendent, who believed in focusing on the city’s cultural heritage as an asset and unifier for the post-industrial city. Mogan imagined the planning and construction of a historic park for the city to express Lowell’s heritage and stimulate economic revitalization. There was tremendous involvement at the local, private, and federal levels in the creation of the Lowell National Historic Park, the first urban national park in the United States, as an experiment to encourage economic revitalization. In 1978, President Jimmy Carter signed a bill for the formation of Lowell National Historic Park, which was granted 40 million dollars.\textsuperscript{219} The city’s economic recovery emerged from pragmatic planning and financial resources through public-private partnerships, including the Central City Committee and the Lowell Plan, the funding of the Lowell Development Financial Corporation, and community effort through the Coalition for Better Acre.\textsuperscript{220} Through the collaborative effort of many stakeholders, by the late 1980s “over 80 percent of the buildings in the downtown were rehabilitated.”\textsuperscript{221} This fact illustrates the level of commitment from multiple stakeholders, government agencies, private, and public entities in Lowell’s revitalization that helped to unify the city through preservation of industrial heritage. These preservation efforts have shaped Lowell’s

\textsuperscript{219} Gittell, “Lowell,” 74.
\textsuperscript{220} Ibid., 72.
\textsuperscript{221} Ibid., 85.
socioeconomics, which continue to improve with the expansion of the city’s economy and community diversity. Lowell’s early adoption of innovative and creative strategies as well as public/private collaborations in historic preservation can offer guidance to Paterson’s historic preservation efforts and economic revitalization.

Lowell’s Population, Demographics, and Economy

The city of Lowell covers 13.5 square miles and is located approximately 28 miles to the north of Boston. The city’s population was approximately 110,000 in 2016, with an ethnic composition of about 45% White, 25% Asian, 20% Hispanic, and 5% Black; 25% of the population is foreign-born. The educational background of Lowell’s residents consists of approximately 79.7% graduated from high school or higher (Figure 19). The city’s median household income was $48,000 between the years of 2011 and 2015. During the same period, the city’s economy was composed of approximately 52,000 employees who mainly worked in educational services, healthcare, and social assistance sectors. In 2011, the city’s top three employers were Lowell General Hospital, University of Massachusetts Lowell (UMass Lowell), and Saint Memorial Hospital. These industries were followed by manufacturing, which employs about

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224 Ibid.
226 Ibid.
228 Ibid.
8,000.\textsuperscript{229} Even though Lowell has strengthened its educational and health services industries, its manufacturing sector is still influential on the city’s economy.

\begin{figure}
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\includegraphics[width=\textwidth]{figure19.png}
\caption{Comparison of Lowell and Paterson education level, 2011-2015. Source: United States Census Bureau}
\end{figure}

\textbf{Lowell’s Historic Preservation Strategies and Tools}

Historic preservation began in Lowell with the nomination of Lowell National Historic Park in 1978, which subsequently created the Lowell Historic Preservation Commission (LHPC), specifically for the national historic park (Figure 20). By 1983, the Lowell Historic Board (LHB) was formed to safeguard the entire city’s historic resources.\textsuperscript{230} The Lowell Historic Board, operated by nine volunteer board members and one administrator, dispenses preservation guidelines, reviews design, and enforces eleven

\textsuperscript{229} Ibid.

The Lowell Historic Board’s outreach includes a quarterly newsletter entitled ‘Presence from the Past’ and hosts the annual event called Doors Open Lowell, that gives an inside tour of rehabilitated historic buildings.234

Figure 20. Lowell’s National Register Historic Places. Source: Sustainable Lowell 2025 Plan: Sustainable Neighborhoods https://www.lowellma.gov/DocumentCenter/View/1519

The Lowell Historic Board incentive program not only includes the traditional federal and state historic tax credits, but also offers several other programs aimed at


rehabilitating historic buildings.\textsuperscript{235} These incentives include tax exemption and state credit for rehabilitation and tax-exempt bond-financing for revitalization and rehabilitation. The Lowell Historic Board partners with The Lowell Development Financial Corporation in providing loan programs that include neighborhood improvement, down payment assistance, and better buildings energy efficiency.\textsuperscript{236} Lowell’s local government actively participates in providing incentives and preservation guidance to generate interest in the sustainability of its historic character and buildings.

Not only has the Lowell ‘experiment’ demonstrated strategic planning in promoting early industrial heritage for economic revitalization, but it has also shown the sustainability of historic buildings. The city is not without tensions when it comes to the identity of its urban landscape and its multicultural community with diverse cultural traditions. For example, Lowell has the second-largest Cambodian community in the United States.\textsuperscript{237} The addition of diverse cultural and historical heritage has tested Lowell’s local community members who had celebrated their industrial heritage and now must acknowledge new ethnic communities. The challenge is to celebrate other cultural histories and traditions while retaining the city’s historic industrial heritage.\textsuperscript{238} Lowell’s local government has taken steps incorporate new community members’ diverse languages into the Sustainable Lowell 2025 City Plan introduction as well as to


\textsuperscript{238} Ibid.
encourage all of Lowell’s citizens to participate in the city planning process. Under the direction of Lowell’s Department of Planning and Development, Research America Inc., a consulting firm, surveyed the city’s residents by telephone and conducted public sessions in English, Spanish, Portuguese, and Khmer languages to analyze and incorporate into the city’s master plan. In May 2017, minority residents in Lowell filed a federal lawsuit claiming the city elections discriminated against them. Although Lowell has made some progress toward becoming more inclusive in the city plan, the city continues to face social and economic challenges.

Comparison of Two Post-Industrial Cities, Lowell and Paterson

Lowell and Paterson exhibit similar civic attributes of declining historic industries and economies. Yet, Lowell has been able to adjust to the changing times and incorporate the city’s heritage assets that include its industrial heritage and historic built environment. Lowell began its urban revitalization early by developing the foundation of public and private partnerships, preservation/economic mechanisms, political activism, and supporting nonprofit organizations that revolved around its historic heritage. Lowell therefore exhibits the best practices for its potential in revitalizing a post-industrial city by acknowledging and highlighting the city’s industrial past; although this has been noted above, this model does not fully address the future challenges of increased cultural

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diversity. Lowell and Paterson need to develop policies that acknowledge new ethnicities and traditions that make up their contemporary cities.

In 2010, Jeffery Jones, Paterson’s mayor, Brian Sweeney, Economic Development Director, and the Paterson Restoration Corporation members traveled to the city of Lowell to examine and experience firsthand the city’s revitalization of its industrial-themed National Park.  

Brian Sweeney noted the following:

[D]evelopment plans come and go…Lowell did not trust high-paid consultants, they hired a research development group to compile questions and then they asked their own residents what they wanted.  

One of the things I took from Lowell, that I think everyone in Paterson should understand is that your land and properties fit into a larger picture when we are trying to create a destination out of our National Park.

Lowell’s local government and community collectively took responsibility in creating a vibrant city that employed their historical assets, which was their foremost economic priority.

The Lowell National Historical Park (LNHP) received about 517,000 visitors in 2013 compared to the Paterson Great Falls National Historic Park (GFNHP) which received 60,000 visitors in the same year.

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242 Ibid., 1.

243 Ibid., 3.


Park outperformed Paterson Great Falls National Historic Park in terms of visitors with approximately 92,000 visitors in 1979. There are several factors attributed to the slow economic performance by Paterson including underfunding, inefficient advertising, and the city’s negative reputation. Visitors to Paterson’s Great Falls National Historic Park dramatically increased to 177,000 in 2016. This demonstrates the economic potential of the Paterson Great Falls National Historic Park, yet many of these numbers still do not translate to the economy of Paterson. From my own experience, Paterson’s National Park and its surrounding neighborhood do not offer many amenities for tourists such as cafes, restaurants, hotels, or shops. People generally drive in and out of the park, thus contributing little or nothing to local businesses and economy of Paterson. From the example of Lowell’s success, Paterson should realize the importance of collaboration between the local government, private organizations, and developers. The Paterson government has not been as aggressive in pursuing these collaborative preservation objectives. Lowell utilized many creative financial/grant programs to reach their goals; Paterson has lagged behind by not advocating for development funds such as economic incentives and federal funds to preserve and reuse the historic industrial landscape.

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Chapter VI. Recommendations and Conclusions

This thesis has concentrated on Paterson’s local government and its understanding of historic properties as heritage assets with multi-dimensional values. Paterson’s government is a long-term stakeholder in the city’s economic performance as well as its management of the city’s cultural heritage. The aim of this chapter is to provide recommendations for the local government to incorporate into its historic preservation policies. The recommendations consist of historic preservation strategies, data collection, and cultural heritage research that are based on generating interest, investment, and appreciation for heritage assets in Paterson.

I. Historic Preservation Strategies

This thesis sought to examine the local government strategies toward the sustainability of Paterson’s historic cultural landscape. The research on three Paterson government agencies – Economic Development, Community Development, and Housing Authority – indicates the need for more efficiency in grant collaboration and coordination with property owners, developers, private agencies and nonprofit organizations in the treatment of historic properties.

The community is an important component in the protection of heritage assets; it is essential for the local government to build links between the community’s diverse
cultural industries and the historic landscape. For example, the 2016 movie “Paterson,” written and directed by Jim Jarmusch, was partially filmed in Paterson. The movie was inspired by the famous poet William Carlos Williams, who wrote about the city during the 1940s-1950s in his epic five-volumes poem titled *Paterson*. Williams had created a marketable product, which was inspired by the city’s cultural landscape. His poetry continues to influence generations of readers and writers as well as screenwriters and cinematographers. Paterson has an abundance of cultural capital of individuals and groups who can establish industries and products such as Paterson’s diverse local food industries and restaurants. A major goal of the local government should be to link the cultural industries with Paterson historic buildings that will revitalize the community and protect the heritage assets.

Paterson’s Economic Development department has capitalized on the city’s wide array of ethnic foods that include Peruvian, Turkish, Caribbean, and Columbian cuisine. The department has been involved in developing a food business incubator, called ‘Paterson Food Hub,’ that is intended to educate, support, and create networks for food entrepreneurs in Paterson. The incubator was initiated in 2016 through a partnership among Paterson’s Economic Development department, Urban Enterprise Zone (UEZ) program, the Paterson Restoration Corporation (PRC), and the Rutgers Food Innovation Center. The Community Development Block Grant (CDBG) was also utilized to purchase a non-designated two-story historic building for the Food Hub (Figure 21).

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The proposed food hub is a utilitarian style historic brick building built sometime between 1915 and 1931 which is older than fifty years and considered a historic building under the criteria of the National Register of Places. The building has an attached garage that was constructed circa 1950. Although the historic building is not designated on the National, State, or Local Register, it still has noteworthy Art Deco attributes that are uncommon to the streetscape (Figure 22). The historic and architectural attributes of the building should be incorporated into the renovation of the building as well as in the Food Hub’s promotional materials and advertising. The building’s historic elements and character would emphasize Paterson’s historic heritage as a place for entrepreneurship, innovation, and artisans to be inherited by the next generation.

Figure 21. Streetscape overview of the Paterson Food Hub, facing east. Photographed by Niall Conway, December 1, 2017.


Featuring the historic buildings and streetscapes in economic and social programs would promote the city’s commitment to the sustainability of Paterson’s historic heritage. As Anthony Bigio states, “cultural heritage is …still a largely neglected economic resource that can serve as a powerful catalyst for economic and social regeneration, particularly in cities that have few other means of stimulating sustainable economic development.”

Paterson is rich in cultural elements; however, the local community is predominantly lower income, requiring the city to broaden its consumer base. Historic buildings and landscapes help bridge the gap between Paterson and outside communities by attracting people to visit, work, and live in Paterson for its cultural and historic landscape.

Historic preservation strategies must include historic property owners if the local government and preservationists want to effectively preserve historic buildings. Property

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owners can be difficult to contact, but there are many historic property owners who are interested in improving their buildings and should be part of outreach programs through multiple forms of contact: letters, emails, phone calls, and public meetings. Paterson government has opportunities to reach out to these property owners and community members to discuss how they can increase the value of historic buildings or landscapes. Frequently, this opportunity is lost in Paterson because of lack of collaboration and cooperation at the local government level.

In 2016, Community Development acquired a grant of approximately $439,000 for its Homeowner Rehabilitation Program. This outreach program did not contain any historic preservation reference, guidance, or advertising to interest historic property owners. Community Development and the Paterson Historic Preservation Commission and Division could have collaborated on a joint outreach program, which would have generated a larger grant, thus broadening support to historic property owners. Stacking government agencies’ resources and increasing coordination between agencies can create a multiplier effect. This would widen the scope of Paterson’s government in reaching economic, social, and preservation goals. The city of Lowell is an example in which multiple stakeholders have collaborated on a common goal of revitalization through historic landscapes. Community Development can acquire funding for many community improvement programs and could be a leader of government action in the historic preservation movement of a post-industrial city.

There are many urban revitalization programs that have changed city government agencies and the community members’ perceptions of blighted heritage assets and have diversified the customer base that includes diverse ethnic groups and social classes. One example of such a program is the Renew Newcastle in Australia, a nonprofit organization started in 2008. The program connected low-budget artists and cultural events to empty spaces in vacant buildings and empty storefronts in downtown areas. The artists and cultural events were scheduled for short intervals of 30 days. The program outlined the process of acquiring the property for an artist space comparable to lease agreements with cellular towers. The property owner would receive a tax incentive to help encourage participation.\textsuperscript{254} This afforded the historic landscape a new perspective as well as inviting interest groups and other community members, and thus, impressing the importance of the historic building. Renew Newcastle is still an active organization that continues to partner with other government, financial, and development groups.\textsuperscript{255}

Similarly, the creation of an “organic economy” that rebrands a post-industrial historic landscape can contribute to the protection of its cultural heritage. For instance, as previously discussed in the literature review, Rick Smith, a property owner of a grain elevators/silos, and the University at Buffalo cooperated to preserve the late-nineteenth and early-twentieth-century grain elevator/silo complex known as Silo City in Buffalo, New York. This collaboration has led to the Grain Elevator Project, which offers students an opportunity to study, research, and create in studios. The grain elevators have been the


site of a variety of events and programming that range from science/architectural research, music, and art as well as a popular destination for wedding photos and a popular tourist destination. The “experimental elements” of Silo City required minimal public or private funding and few restrictive regulations. What can the government do to stimulate and educate property owners and community members on the potential of similar projects?256 How can Paterson government find progressive property owners and developers who have the interest of the community and landscape in mind? Historic preservation must have flexible approaches, especially in places that have difficulty with preservation goals and are subjected to “follow[ing] conventional professional, political, and economic protocols.”257 This approach requires creative innovative strategies and policies that link the local government, other organizations such as the University at Buffalo, and the historic property owner to pursue historic sustainability.

On a global scale, Paterson’s local government and New Jersey State representatives should lobby for the city to become a World Heritage Site if the United States’ government returns to UNESCO as a council member after its potential 2018 withdrawal.258 The Great Falls and the industrial landscape in Paterson contain both cultural and natural elements and can be called a mixed heritage site and therefore meets

257 Ibid.
one of the ten requirements to be nominated as a World Heritage Site.\textsuperscript{259} The Blaenavon Industrial Landscape World Heritage Site in Wales, the United Kingdom, is an example of a similar industrial landscape that was nominated under the World Heritage List criteria iii and iv, which preserves the unique cultural traditions and outstanding examples of a significant period in human history.\textsuperscript{260} Paterson could qualify under the same criteria.

There are many historic preservation strategies, policies, and tools that can supply the local government with the necessary motivation for sustainability and revitalization, such as local historic tax credits, land banking, historic rehabilitation sub-codes, and revolving funds. The best approach would be to create a nonprofit such as the Paterson Restoration Corporation or incorporate another agency to focus on preservation needs and goals. For example, the revolving fund, also known as ‘protect and sell’ approach, which was discussed in the literature review is an effective way to stimulate the real estate market and create sustainability.\textsuperscript{261} However, this strategy requires the collection of various data on the ground to develop creative tools that could be customized to Paterson’s unique characteristics. Paterson currently does not have a plan to obtain data relevant to historic preservation.

\textsuperscript{261} Jess R. Phelps, 455.
II. Developing Mechanisms for Collecting and Sharing Data

The collection of city data, such as historic buildings’ location and condition, vacant land and buildings, crime, and other data, can enhance efficiencies in the allocation of resources and clarify overlapping goals. Historic preservationists can exploit data generated from various sources, including but not limited to, the real estate market, socio-cultural entities, and property owners’ profiles. The data collection process can include various methods such as cultural resources and architectural surveys, Geographic Information Systems (GIS) spatial data, and building assessments in historic districts. The acquisition of data requires the local government to become exceptionally interconnected and collaborative in networking its data and programs among different civic departments such as the Housing Authority, Economic Development, Community Development, and Health Services.

The importance of collecting data is demonstrated in the first theme of the Action Agenda for Historic Preservation in Legacy Cities, which was examined in the literature review. The Action Agenda discusses the importance of gathering quality data and the multidisciplinary analysis of the conditions to create informative strategies for “decision-makers, prioritize limited funds, support coalition-building with organizations in allied fields, and direct preservationists in refining practices and tools in challenging legacy city and post-industrial cities.”

The information collected from various fields and disciplines, such as real estate markets, property owners, and communities, can provide practical strategies for the

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262 Ibid., 11.
preservation of historic buildings and management of historic heritage. The quality of that data can strengthen the development of innovative financing mechanisms for stabilizing and rehabilitating buildings.\textsuperscript{263} Thus, data provides the platform for developing tools that are linked to preservation in a post-industrial urban environment faced with a weak real estate market.\textsuperscript{264} These tools include improving small-scale rehabilitation projects, expanding local bank involvement, and building a partnership of experts.\textsuperscript{265} The collaborative effort is required especially among city agencies in sharing their data to fully understand the dynamics of the local communities. As discussed in the literature review, Erica Avrami warns of valuable data regarding social and economic conditions being lost after a district or building is historically designated. To avoid this issue, measurements and data should be included in the designation objectives.

The city data must accurately reflect the community in helping to design and implement innovative financial incentives and strategies toward historic preservation goals.\textsuperscript{266} However, in the process of planning and collecting data, it is essential that the data is not biased. Along with collecting data, GIS spatial data of heritage assets, cultural industries, other local resources can be used to address community needs and resources. For example, the Great Falls National Historical Park is an economic driving force for the city of Paterson that the local government has not fully explored. GIS spatial mapping can overlay layers containing the number of tourists, local amenities, such as local cafes, etc.

\textsuperscript{263} Ibid., 14.
\textsuperscript{264} Ibid.
\textsuperscript{265} Ibid.
\textsuperscript{266} Ibid.
restaurants, and hotels, and multidimensional values of heritage assets. Creative solutions to mitigate poverty and gentrification can arise from spatial mapping and analyzing historic building vacancy vs. occupancy, property values of historic and non-historic buildings, and housing availability with local resources.\textsuperscript{267}

III. Encouraging Cultural Heritage Research, Education, and Cultural Capital

The historic preservation and heritage education of the government, community, and property owners is an intricate part of the spheres of action for valuing historic buildings and landscapes in post-industrial cities.\textsuperscript{268} This requires creating a more inclusive branding and identity of the city. The government agencies should be educated on the potential of historic buildings and landscapes as heritage assets as well as their role as part of the development of the city’s neighborhood character.

To increase communication between property owners and local government, Paterson’s Economic Development department, which includes the Paterson Historic Preservation Commission, must create a positive quarterly newsletter that can be mailed to property owners and incorporated into Paterson’s website and social media. The newsletter would target economic development, the improvements in Paterson that involve historic buildings, available grants and funding, new construction, local projects, new and existing industries, and cultural events. This would educate the public about the


economic, civic, and social benefits of cultural industries and sustainable neighborhoods.

Paterson’s preservation effort should become more interconnected with other government agencies and collaborative in its social programs, grants, surveys, and development policies. When government agencies create plans and strategies that involve building space, they should first examine the use of historic buildings by reviewing the city’s Vacant and Abandoned Properties List.

Paterson has numerous historical accounts that contain diverse narratives of economic struggles and successes that can be incorporated into the historical context of the city. For instance, stories of the early Syrian immigrants who worked during the early twentieth century in Paterson’s silk industries can be furthered explored and incorporated into existing historical narratives.269 From an economic perspective, these narratives can be capitalized upon by marketing Paterson’s diverse local heritage such as festivals, cultural events museums, arts, tourism, literature, and media content.

During my Paterson Historic Preservation Commission Division internship, James ‘Jimmy’ Richardson introduced me to the history of Henry Hopper, a prominent African-American business owner who was described as the Frederick Douglas of Paterson during the late-nineteenth century.270 Henry Hopper’s story illustrates the challenges and successes of an African-American entrepreneur prior to the Civil War and the Civil Rights Movement. Hopper was born free in 1817 to slave parents who would eventually


buy their own freedom.\textsuperscript{271} Against many odds, Hopper established his business in 1840, manufacturing handles for hammers, axes, and tools in Paterson. His home and business were originally located at 154 Marshall Street; however, Hopper relocated to a larger facility located at 159 - 161 Marshall Street in Paterson. The 1855 New Jersey census of Paterson describes 23 African Americans living in the Dublin section of the city, which is in close proximity to Marshall Street.\textsuperscript{272} After Hopper’s death in 1887 at the age of 70, the business was managed by his son, William H. Hopper, also a prominent figure in Paterson, who was known for promoting education in the African American community.\textsuperscript{273, 274} Unfortunately, the Hoppers’ factory and home were eventually demolished, likely due to the construction of interstate highway 80 which runs near the property.

The analysis of Paterson’s history has described a dynamic social landscape that is portrayed by immigrants’ struggles and successes through labor and entrepreneurship. However, the cultural history of Paterson is missing other residents, such as Henry and William Hopper. To develop a complete picture of Paterson’s cultural history, these and many other narratives require further research from nonprofits and historians as well as interested community members.

\textsuperscript{271} Ibid.
\textsuperscript{273} Ibid.
Conclusions

This thesis has explained the multiplex challenges that Paterson, a post-industrial city, faces in supporting and administering historic preservation policies, strategies, and awareness. The local government is responsible for the historic urban landscape as well as its development. The contemporary evidence has shown that historic preservation is the key to a viable solution in revitalization of the city. However, this requires the local government to reach out and understand the local community’s needs while providing protection to the historic built environment. The examination of historic preservation in Paterson has illustrated factors affecting heritage assets and the role of local interagency collaborations in preserving these assets.

External factors such as illegal drugs, lack of real estate demand, low home ownership, property taxes, and political corruption threatened and challenged Paterson’s heritage assets. The city’s local government agencies have the capacity to counter these negative effects through their understanding of heritage assets as well as interagency collaboration and coordination. The local government can help bridge gaps in resources and fulfill agencies goals, such as creating homeownership and low-income housing from the historic streetscape that keeps the character of the city and invites new investment and interest. The vulnerability of historic buildings in Paterson is still a problem for the city as seen in the recent 2015 fire of the historic Paterson Armory. Historic preservation efforts in Paterson must acquire new preservation tools, especially economic incentives and strategies that can both develop and strengthen the community, thus protecting the historic built environment.
Historic preservation and cultural heritage management in the city of Paterson involves a broad range of issues and stakeholders. This thesis highlighted the relationships between three local government agencies, Community Development (CD), Housing Authority of the City of Paterson (HACP), and Department of Economic Development, in addressing historic buildings in the city’s development and social programs. Paterson is a post-industrial city that must come to recognize its valuable historic landscape and utilize the value of heritage assets to help revitalize the city. Although there are many influences on the conditional status and value of historic buildings, it is the local government’s responsibility to protect the historic landscape as a long-term and intergenerational stakeholder. For example, too often local government’s goal has been to develop sites that appeal to investors and developers while ignoring the historic character of the community and succumbing to short-term economic benefits. The City Center Mall is the result of viewing the project in the short-term; the goal being the development of a large city block.

The city of Lowell was analyzed as a comparative study because of its similar issues as a post-industrial city. Lowell is an example of what a declining city can accomplish through public and private collaborative efforts. Lowell’s successful historic preservation methods, such as building partnerships and creating incentives, can be adapted by Paterson’s local government agencies. The city of Lowell revitalized its downtown through cultural heritage and succeeded in creating the Lowell National Historical Park. The Lowell community and government united in developing the historic setting of the streetscape aesthetics. Unlike Lowell, Paterson has not developed community groups, such as nonprofit organizations, to promote historic preservation and
the importance of utilizing heritage assets. Paterson’s lack of coordination among city agencies, property owners, and other city organizations continues to inhibit efforts to retain and redevelop historic assets. Paterson’s local government has not been a leader in fostering cooperation and collaboration to accomplish historic preservation goals. Too often city politics, rather than historic preservation, has been the motivating force in Paterson. Unfortunately, the absence of a large community presence in historic preservation leaves an opening for heritage loss by neglect, vandalism, and structural fires.

The ramifications of heritage loss in Paterson would hinder our understanding of early industrial engineering, technological innovations, and the cultural imprints from immigrants and migrants. Ultimately, heritage loss deprives Paterson of its historic streetscape aesthetics, economic revitalization, intergenerational cultural exchanges, and historic urban landscape. But Paterson has three advantages that will foster its ability to encourage urban revitalization: its close proximately to New York City, distinctive historic urban and natural landscape, and its cultural diverse communities. Paterson has the potential to tap into the northern New Jersey and New York City markets that include tourism and technological industries. Finally, Paterson’s culturally diverse community will be the driving force in the city’s revitalization and progress in the continued protection of its historic landscape.
Appendix A.
Map

Listed and Eligible Historic Properties in Paterson, New Jersey

Source: New Jersey Department of Environmental Protection Land Use Historic Properties
Appendix B.

Terms and Definitions

**Cultural Landscape** - A term that was introduced in 1992 United Nations Educational, Scientific and Cultural Organization (UNESCO) Expert Group convention on Cultural Landscapes to describe the combined interaction of the natural environment and human development.\(^{275}\)

**Cultural Heritage** – According to UNESCO, cultural heritage is composed of tangible heritage and intangible heritage. Tangible heritage is comprised of movable and immovable cultural heritage such as paintings and artifacts (moveable) and buildings and structures (immovable). In contrast, intangible heritage consists of oral traditions and rituals.\(^{277}\) Preservationists and conservationists place a significant value on the importance on the authenticity and integrity of historic cultural heritage.\(^ {278}\)

**Cultural Capital** – Are the tangible and intangible cultural assets that include but are not limited to works of art, heritage buildings, music, literature, and cuisine that create goods and services of both economic and cultural value.\(^ {279}\)

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Historic preservation - the identification, assessment, and protection of historic and archeological resources which are implemented and sustained at the federal, state, and local municipal levels.\textsuperscript{280} Participants in historic preservation include individuals, nonprofit organizations, property owners, and for-profit organizations. The passing of National Historic Preservation Act of 1966, Public Law 89-665, which was amended in 1980 and 1992, increased the historic preservation toolkit by offering a wider array of protective measures that include the designation of historic buildings and districts.\textsuperscript{281}

Designated - Historic buildings in New Jersey have the opportunity to be designated on three lists: The National Register of Historic Places, the New Jersey Register of Historic Places, and designation by local municipalities. New Jersey state and local communities follow the federal National Register criteria for designating historic buildings. The National Register labels nominated or surveyed historic buildings as listed, eligible, and non-eligible. Generally, the National Register criteria states that the historic building should be older than 50 years; however, there has been some flexibility on the perimeters with considering preservation of post-1950s buildings, objects, and landscapes.

Revitalization – Describes a process of restoring a city or community through a range of stimulating tools that include policies and environmental, economic and historic preservation mechanisms.


\textsuperscript{281} Tomlan and David Listokin 101-104
Rehabilitation – Is the process of rendering a building operational and functional through restoration, renovation, or remodeling.

Appendix C.

Interview Questions

Historic Preservation Commission and Division
1. What are the current/future plans of Paterson’s Historic Preservation Commission (HPC) and Division?
2. Can you describe past historic preservation projects that were successful or failures?
3. What challenges and problems does the HPC face?
4. Which organizations (nonprofit, architecture firms, developers, etc.) do you closely work with?
5. Which city agency does the HPC and Division frequently work with?
6. Is there a city agency that hinders historic preservation? Why?
7. What do you think is required to help historic preservation become more sustainable and prevalent in Paterson?
8. What type of conflicts arise between the HPC and property owners of a historic building?

City Agencies
1. From your point of view, what problems does the city of Paterson face?
2. What are the current and future plans for your agency? Including any building projects.
3. What is your understanding of Historic Preservation?
4. In what capacity does your agency work with the Historic Preservation Commission and Division? If so, how often?
5. Do you see your agency working more closely with the HPC and Division in the future?

Property Owners
1. Can you tell me about your background, including education, employment, and heritage?
2. What is your understanding of Historic Preservation?
3. Do you know about Paterson’s history and heritage?
4. How did you acquire your property? Purchased or inherited?
5. Do you know the history of your property?
6. Why did you purchase this historic building?
7. What are your future goals for your historic property?
8. Do you have any knowledge of the Paterson Historic Preservation Commission and Division?
9. Would you be interested in working with PHPCD in the restoration of your property?
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