



HISTORIC PRESERVATION ELEMENT

Introduction

As the urban realm is in a state of constant change, preservation of historic sites and districts becomes a vital component of any City's land use policy and practices. Historic preservation provides both a physical and emotional connection to the past, and serves as a reminder of the achievements and struggles of previous generations. Safeguarding the existence and appearance of historic elements of a community provides educational and cultural value that enriches community life through linkages to the past. Any city needs to grow and progress forward in its development, however preserving the history and culture of a place allows it to remain true to its roots while also having an eye toward the future.

This element is prepared in accordance of the NJ Municipal Land Use Law which states that a Historic Preservation Element may be prepared as a portion of a municipal master plan, 40:55D-28.b:

“A historic preservation plan element: (a) indicating the location and significance of historic sites and historic districts; (b) identifying the standards used to assess worthiness for historic site or district identification; and (c) analyzing the impact of each component and element of the master plan on the preservation of historic sites and districts;”

The purpose of the Historic Preservation Element is to provide an overview of the existing historic and cultural resources in the City of Paterson, while also identifying potential strategies to preserve and maintain them in a way that balances other needs of the City with the need for preservation.

Historic Context

INDUSTRIAL HISTORY

Paterson's civic and industrial history is closely entwined with the Great Falls of the Passaic River, which set the location of the City because the seventy seven foot high falls provided tremendous motive power for manufacturing when water-powered mills were the technological state of the art.

The Society for Establishing Useful Manufactures (S.U.M.) incorporated in 1791, set a standard for cooperative public/private investment in order to create the infrastructure of waterways. These waterways would then offer private mill owners a chance to build on lots that had access to power. Although water power was rendered obsolete only a generation or so later, when the steam engine came into use, the mill owners adapted to new technologies and stayed within the City because it had already acquired important transportation connections to the coal fields of Pennsylvania and the markets of New York, via the Morris Canal, and a strong workforce, which was largely drawn from immigrants to the United States.

Paterson, New Jersey was founded in 1792 as the nation's first planned industrial city. It was a manifestation of Alexander Hamilton's response to his political rivals who idealized rural life and argued that agriculture was and would continue to be the source of the young nation's prosperity. Cities and industry did indeed prevail over agriculture as the source of American wealth in the arc of the 19th century, and Paterson boomed with the Industrial Revolution. Its many factories turned out firearms, locomotives, heavy machinery, bridges, countless technological innovations, and all sorts of textiles, especially silk, giving the City its late 19th century nickname, "The Silk City".

Dozens of factories generated much wealth for the factory owners and managers, and the buildings themselves are sometimes seen as representations of American prosperity and ingenuity. But their workers did not share the wealth,

and often sacrificed life and limb to the machines, the drudgery of repetitive jobs, and the limited opportunities for advancement. The labor unrest that peaked in Paterson in 1913 is an important moment in American labor history, offering a different view of the same factory buildings, as places of oppression rather than uplift. In the standard recitation of Paterson's history, the worker's strikes of the early 20th century accelerated the closure of many mills and factories and the decline of the industrial city, but shifting patterns of labor across the country left much of the northeast in similar circumstances.

Although there was a boom in industrial activity in the 1940s related to the production of materials for the war effort, including the manufacture of aircraft engines by the Wright Aeronautics Company, Paterson's industrial base and then its population declined following World War II. Like so many other American cities, their suburbs overtook the core in housing a middle class population, and in providing automobile-friendly settings for commerce and the service-industry-based offices that increasingly supplanted heavy industry as the nation's economic driver.

It is in the response to this post-war, center-city industrial decline, that a difference can be seen in contemporary cities. "Urban Renewal" began as a targeted removal of the industrial areas in cities across the United States, without necessarily offering anything in their place. When coupled with the construction mandates of the Interstate Highway System, urban renewal practices produced catastrophic damage to urban neighborhoods around the country. The proposal for Paterson was to do just that – build a highway to create a scenic route along the Passaic River, tearing down the old factory buildings there. As early as the 1960s, Paterson's citizens recognized that the history and structures related to Paterson's founding under the Society for Establishing of Useful Manufactures (SUM) were worthy of preservation, and that the "demolish and build new" mentality of the era was inappropriate for this

unique asset within Paterson.

HISTORIC PRESERVATION EFFORTS

For over half a century, Paterson has realized that the mills, the Great Falls, and their role in the City and nation's history had to be preserved. However, the tools to do so were limited in the 1960's and have remained modest compared to the scale and scope of the historic resources. A first step was using the National Register, established in 1966 as the nation's listing of significant historic and architecturally important sites, as a way of gaining statewide and national recognition for a large group of buildings, to be known as the Great Falls/SUM Historic District (GFHD). The GFHD initially consisted of 89 acres near and including the Great Falls, including mill complexes and the SUM raceway system.

The Great Falls/SUM Historic District was listed on the New Jersey Register of Historic Places in 1970 and on the National Register of Historic Places by 1971. In this period, designation of districts or groups of buildings, where the "whole was greater than the sum of the parts", was a new idea for historic preservationists, who had earlier focused on the individual homes of Founding Fathers or on High Victorian mansions or Civil War battlefields. Establishment of the Great Falls Historic District at this time was also an initial effort to protect and recognize America's industrial and technological heritage that was especially assisted by the establishment in 1969 of the Historic American Engineering Record within the National Park Service. National Register listing meant that any public expenditure, such as for highways, had to consider the impact of the new proposed use on any listed historic sites or districts. Following initial establishment, the boundaries of the GFHD were expanded twice, once in 1975 and again in 1986, to include additional buildings, archaeological sites, and the raceway system that harnessed the water power of the Great Falls into a useable force. The total

acreage of the Great Falls Historic District now is 119 acres, comprising of ownership by both public and private entities.

In 1976, The Great Falls Historic District was elevated to the status of a National Historic Landmark District, further distinguishing it among a small number of the nation's most significant historic districts. The designation ceremony at the Great Falls was attended by President Ford and was important for linking Paterson's industrial core with the nation's Bicentennial celebrations of that year. It sent a message that American history extended well beyond the American Revolution, which was being celebrated that year, and that industrial history and the role of working men and women through time was also an important part of American heritage.

PATERSON GREAT FALLS NATIONAL HISTORICAL PARK

Soon after the initial establishment of the GFHD in 1970 and especially following the Presidential visit in 1976, preservation sentiment and efforts in the Paterson community intensified greatly, to include the idea of the GFHD to be designated as one of America's national parks. While efforts were made by citizens, city and other elected officials in the decades that followed, the effort finally came to fruition only recently, since the 2000's. Congressional authorization of an area of about 33 acres within the larger GFHD boundaries to become a new National Park came, however in 2009 at a time of financial contraction throughout the United States, and of increasing concern about federal spending.

The Paterson Great Falls National Historical Park (PGFNHP) as it is officially known was legally established in November 2011 to contain 9 acres of property to be acquired by the National Park Service (NPS), while the remainder of the 33 acres within the park boundary will remain owned by either the City of Paterson, the Paterson

Municipal Utilities Authority, or the Passaic Valley Water Commission. The National Park Service will initially acquire Mary Ellen Kramer Park, and Overlook Park. The PGFNHP contains a core of significant buildings and features including the SUM Hydroelectric Plant and the raceways. Visitors to the National Park can use the resources of the city-owned Paterson Museum or the Great Falls Cultural Center, but clearly the mixed ownership means that tremendous cooperation and trust need to be built between the different entities that have ownership of lands in order for the overall Great Falls Historic District to be rehabilitated and to serve as the best setting for the jewel that is the Paterson Great Falls National Historical Park. Parameters of the cooperative relationship between the City of Paterson and the National Park Service were set down in an agreement that was formative to the legal establishment of the PGFNHP in 2011 by the Secretary of the Interior.

There may eventually be an expansion of the official holdings of the PGFNHP to include more lands within the boundaries, if those properties can be donated to the National Park Service and remediated of any environmental contamination. Nevertheless, a significant majority of the area in and around the Great Falls National Historic Landmark District will remain outside the National Park boundaries. Thus it is critical that the Paterson Historic Preservation Commission strengthen its capacity and continue to work closely with the NPS, and branches of the City government, to protect and enhance the buildings and the setting of the Great Falls Historic District.

With the incorporation of part of the Great Falls Historic District into a National Park, there are changes afoot for the management of the core historic area. The National Park is currently developing a General Management Plan (GMP). The GMP will respect the character of the historic buildings, and recognizes the need for opening the Passaic River and the Great Falls to visitation. Further discussion of the General Management Plan can be found in the Open Space and Recreation Element



Paterson Great Falls



Great Falls Historic District

PATERSON GREAT FALLS STATE PARK

In 2008, a master plan was developed for the NJ Department of Environmental Protection for the Great Falls area to be a State Park. Although this plan was never officially adopted, it does offer a number of interesting recommendations for the Great Falls area. Further discussion of this particular Plan for the Great Falls can be found in the Open Space and Recreation Element.

LOCAL PRESERVATION EFFORTS

Paterson established a municipal focus on preserving the Great Falls Historic District through the creation of a City Historic Preservation ordinance in 1979. It was clear that National Register listing alone had little influence on private property owners, and privately owned mills were being demolished or significantly altered by some, while others were being proposed for restorations of poor quality. A local historic preservation ordinance, enacted as part of local land use regulations, provided an opportunity for Paterson to gain some control over the appearance of historic buildings in the Great Falls Historic District. However, New Jersey did not adopt enabling legislation specifically authorizing communities to undertake historic preservation regulation as part of municipal land use functions until 1986. Paterson's ordinance subsequently received minor amendments in 1988 to bring it into conformance with the state statute, and the Paterson Historic Preservation Commission (PHPC) was able to become fully functional in 1988. Further amendments were made to the local preservation ordinance in 1992 again to comply with changes made to the State's land use statutes. The City's ordinance has not been revised since. A draft of a new and expanded historic preservation ordinance is currently underway at the time of this writing, and could potentially be adopted prior to the adoption of this Master Plan.

The proposed Historic Preservation Ordinance provides an update to the current ordinance, a clearer process for identifying and designating a local property to the Paterson Register of Municipal Historic Places, and establishes a more clearly defined role for the Paterson Historic Preservation Commission. The proposed ordinance provides the following:

- A set of definitions for historic preservation
- Establishes a Paterson Register of Municipal Historic Places, including all nationally and state designated places
- Establishes criteria for designation as a local historic site or district
- Establishes procedures for designation as a local historic site or district
- Establishes procedures for removal from the Register of Municipal Historic Places
- Establishes a historic marker program to aid in education and outreach
- Grants greater authority to the PHPC as a “strong commission” with the authority to review construction and alterations on all locally designated historic properties
- Establishes clear standards for the PHPC to provide recommendations to the Planning Board or Zoning Board on an application
- Requires that the Planning Board or Zoning Board provide their own explanations and factual basis to the PHPC if they go against a recommendation of the HPC on any application

Since the adoption of the Historic Preservation Ordinance and its last update in 1992, the PHPC has been charged with reviewing and offering approval, approval with conditions, or denial of the occasional efforts by the private sector to rehabilitate structures in

the Great Falls Historic District through the Certificate of Appropriateness process. There has been some outstanding preservation work within the Great Falls Historic District, but its sheer size and under-utilization means that there are many more buildings still in need of maintenance and sensitive repair. And buildings that were once restored in the late 20th century may need attention again, as maintenance of historic fabric is a perpetual commitment on the part of building owners and managers.

The public sector has a more complex relationship to the Historic District, and to the PHPC. The locally-designated Great Falls Historic District includes portions that were owned by the Passaic County Utility Authority, the State of New Jersey, and the City of Paterson. Under the law, public agencies at a county or state level are not subject to municipal ordinances, and so the PHPC found themselves with little authority in local preservation efforts through the 1990s and early 2000s as some key sites were owned by Passaic County and the State of New Jersey.

Current Historic Resources

HISTORIC PRESERVATION ORDINANCE

The City's current Historic Preservation Ordinance calls for a Commission of seven members to review applications for exterior work on buildings within the Historic District, as presented to the PHPC through the City's Construction Official. The PHPC may also review applications before the Board of Adjustment or Planning Board, if requested by those bodies. The PHPC reviews exterior changes according to their standards, which incorporate by reference the Secretary of the Interior's Standards for Rehabilitation.

The Commission makes decisions in a public meeting, and sends the results of the deliberation through a letter to the Construction Official (or Zoning or Planning Board if they seek PHPC comment) recommending the proposed work, accepting the proposed work with conditions, or denying approval for the proposed work because it does not meet the stated standards. The Construction Official is instructed to deny the permit for planned work if the PHPC recommends denying a project for incompatibility with the standards, and therefore incompatibility with the characteristics of the historic district. For Planning and Zoning Board applications, the PHPC's recommendation is considered by those Boards in their deliberations, but it cannot be the sole or final determinant of those Boards' acceptance or denial of an application.

The tension between a desire for economic development and the standards and processes for historic preservation within the Great Falls Historic District has been evident for as long as the historic district has been in place. There is also a tension between a desire by applicants for a fast-track approval of projects by the PHPC staff and the desire of the full Commission to hear applications for changes to historic buildings in a regularly scheduled public meeting. In addition, the PHPC reports that there is a significant amount of non-compliance with building laws in the City, so that frequently work is carried out without proper

permits, and damage is often done to historic buildings before any review or even notice can be received by the PHPC or any other City agency charged with oversight of building practices.

The design standards of Paterson's ordinance clearly build upon The Secretary of the Interior's Standards for Rehabilitation. There are also specific, local Design Guidelines developed in 1999 for the Great Falls Historic District. These Design Guidelines incorporate advice on working with specific building features and materials, and illustrate the results expected. Helping the public, the Construction Official, and members of the Planning and Zoning Boards, as well as the members of the PHPC really understand what the impact of designs would be upon an individual building and the overall historic district is very important in sharing the vision of a rehabilitated Great Falls Historic District. The Paterson Historic Preservation Commission is also charged in the local ordinance with identifying and documenting the historic sites and districts within the City. There was a survey which inventoried the City in 1986, that identified sites and districts outside the Great Falls Historic District. An update of this survey was carried out in 1995, but since then, no official updates have been made.

A complete survey of the City's buildings, including those in the Great Falls Historic District, is long overdue. The existing survey information also is not in a digital format, making it difficult to access. With today's technology, mapping, photography, and cross-referencing block and lot numbers of properties considered historic, it could be widely and easily available to other municipal offices and the general public.

The designation of additional local sites and districts as part of the Paterson Register of Municipal Historic Places to be regulated by the PHPC is not spelled out in the current historic preservation ordinance, but the proposed draft offers a clearer path to local designation. Suggestions

by the PHPC for local historic districts or landmarks are to be referred to the Planning Board for action. The PHPC is set up to be advisory to the Planning Board, with very clear language giving the Planning Board the sole power over height, bulk and other land use issues. This is consistent with the NJ Municipal Land Use Law, but better cooperation between the Planning Board and the PHPC could result in more outcomes where historic sites are considered important assets in planning new development.

DESIGNATED HISTORIC PLACES

A place, property, structure, object, or district can be officially recognized for its historic significance on any one of the National, State, or local register of historic places. Each of these designations carries its own set of legal protections and/or financial incentives for historic preservation. National designation focuses primarily on providing financial and tax incentives for the protection of resources, whereas local designation typically focuses on placing regulatory constraints on the alteration of historic resources, as part of zoning and development standards.

The Paterson Historic Preservation Commission lists the Comparison of National and Local Designation on its website outlining the benefits and differences between a listing on the National Register and locally designating a property or district:

FIGURE 11.1

Comparison of National vs. Local Designation	
National Register Listing	Municipal Landmark Listing
<ul style="list-style-type: none">• Identifies significant properties and districts for general planning purposes	<ul style="list-style-type: none">• Preserves a community’s significant historic properties and areas through a design review process related to building and zoning permits
<ul style="list-style-type: none">• Analyzes and assesses the historic character and quality of the property based on uniform national criteria and procedures	<ul style="list-style-type: none">• Preserves the historic character and quality of the property with specific design guidelines.
<ul style="list-style-type: none">• Can consider the character and integrity of exterior and interior as well as site and context	<ul style="list-style-type: none">• Designates historic places on the basis of national and local criteria and local criteria and procedures
<ul style="list-style-type: none">• Makes available specific federal tax incentives for preservation purposes	<ul style="list-style-type: none">• Provides no tax incentives for preservation purposes unless such are provided by local tax law (none in Paterson)
<ul style="list-style-type: none">• Provides a limited degree of protection from the effects of publicly-funded undertakings (projects)	<ul style="list-style-type: none">• Provides no additional protection from the effects of publicly-funded undertakings (projects)
<ul style="list-style-type: none">• Qualifies property owners for federal and state grants for preservation purposes	<ul style="list-style-type: none">• Does not qualify property owners for federal or state grants for preservation purposes if not also listed on those registers
<ul style="list-style-type: none">• Does not restrict the use or disposition of property or obligate private property owners in any way	<ul style="list-style-type: none">• Does not specifically restrict the use to which property is put or require property owners to make improvements to their property or make them open to the public
<ul style="list-style-type: none">• Does not require conformance to design guidelines or preservation standards when property is rehabilitated unless specific preservation incentives (tax credits, Federal grants) are involved	<ul style="list-style-type: none">• Requires local HPC review, based on conformance to national standards and local design guidelines, before a building permit is issued for any “material changes” in appearance to the property
<ul style="list-style-type: none">• Does not directly affect state and local government activities	<ul style="list-style-type: none">• Provides for review of proposed demolition; may prevent or delay proposed demolitions for specific time period to allow for preservation alternatives
<ul style="list-style-type: none">• Does not necessarily prevent the demolition of historic buildings and structures by private owners	

A historic site or district can have a “State Historic Preservation Office (SHPO) Opinion”, offered from the State Historic Preservation Officer; or a “Certificate of Eligibility”, or a “Determination of Eligibility” as a historic resource. A Certification of Eligibility (COE) is issued by the New Jersey State Historic Preservation Officer. For properties not already listed on the New Jersey Register of Historic Places, a COE satisfies a prerequisite to apply for funds from the New Jersey Historic Trust, as well as several county preservation funding programs. A Determination of Eligibility (DOE) is issued by the Keeper of the National Register, National Park Service, Department of Interior. It is a formal certification that a property is eligible for registration. A SHPO Opinion is an opinion of eligibility issued by the State Historic Preservation Officer. It is in response to a federally funded activity that will have an effect on historic properties not listed on the National Register.

Such COE’s and DOE’s are often obtained on a project-by-project basis to confirm the significance of a site, but they are done so without the full documentation required for listing on the National Register. COEs and DOEs, offer a legal “good as listed” status for many types of environmental reviews or grant eligibility, but there is no required follow-up to actually place these sites on the registers. Listing on the State and National Registers (or a Determination of Eligibility or Certificate of Eligibility) confers the opportunity for review of the impact of publicly-funded projects upon these designated historic resources, but the State and National Registers have no effect on privately-funded efforts or any regulatory effect on property owner changes.

HISTORICALLY DESIGNATED PROPERTIES

There are currently 12 different sites and 3 historic districts, along with the Morris Canal, that are listed on the National Register of Historic Places, and 66 sites with SHPO opinions within the City of Paterson. The sites and districts on the State Register include all 16 listed on the National Register, with the exception of City Hall, in addition to other sites and districts that are potentially eligible for listing on the National Register. In addition to the Great Falls Historic District, there are also two other National Register Historic Districts in Paterson: the Downtown Commercial Historic District, which includes the civic buildings and commercial core of the City; and the Eastside Park Historic District, a residential neighborhood surrounding Eastside Park, overlooking the Passaic River. The map of Designated Historic Places and Districts illustrates the locations of these historic resources.

Locally designated historic sites, which are subject to review, and thus approval or denial of work affecting the building exterior by the Paterson Historic Preservation Commission, include the large Great Falls Historic District and the Downtown Commercial Historic District. Currently there are sixteen other individual sites in the City designated as local landmarks. The proposed (2013) Historic Preservation ordinance would automatically incorporate all National Register properties into the list of sites under the review of the PHPC. This consolidation of what constitutes “historic” property in Paterson makes sense, and if approved in adopting the local ordinance, would provide a base for the PHPC to move forward in regulating some scattered sites outside the historic districts. All locally designated landmarks can be found on the Map of Designated Historic Places, and are listed in figure 11.2.

Section 300-13 of the Land Development Ordinance identifies all designated historic sites and districts in the City. There are two historic districts, and 16 individual historic sites currently designated as local historic landmarks in the City.



Hamilton Club, DCHD



Thompson and Ryle Homes

CITY OF PATERSON
Master Plan

Designated Historic
Places

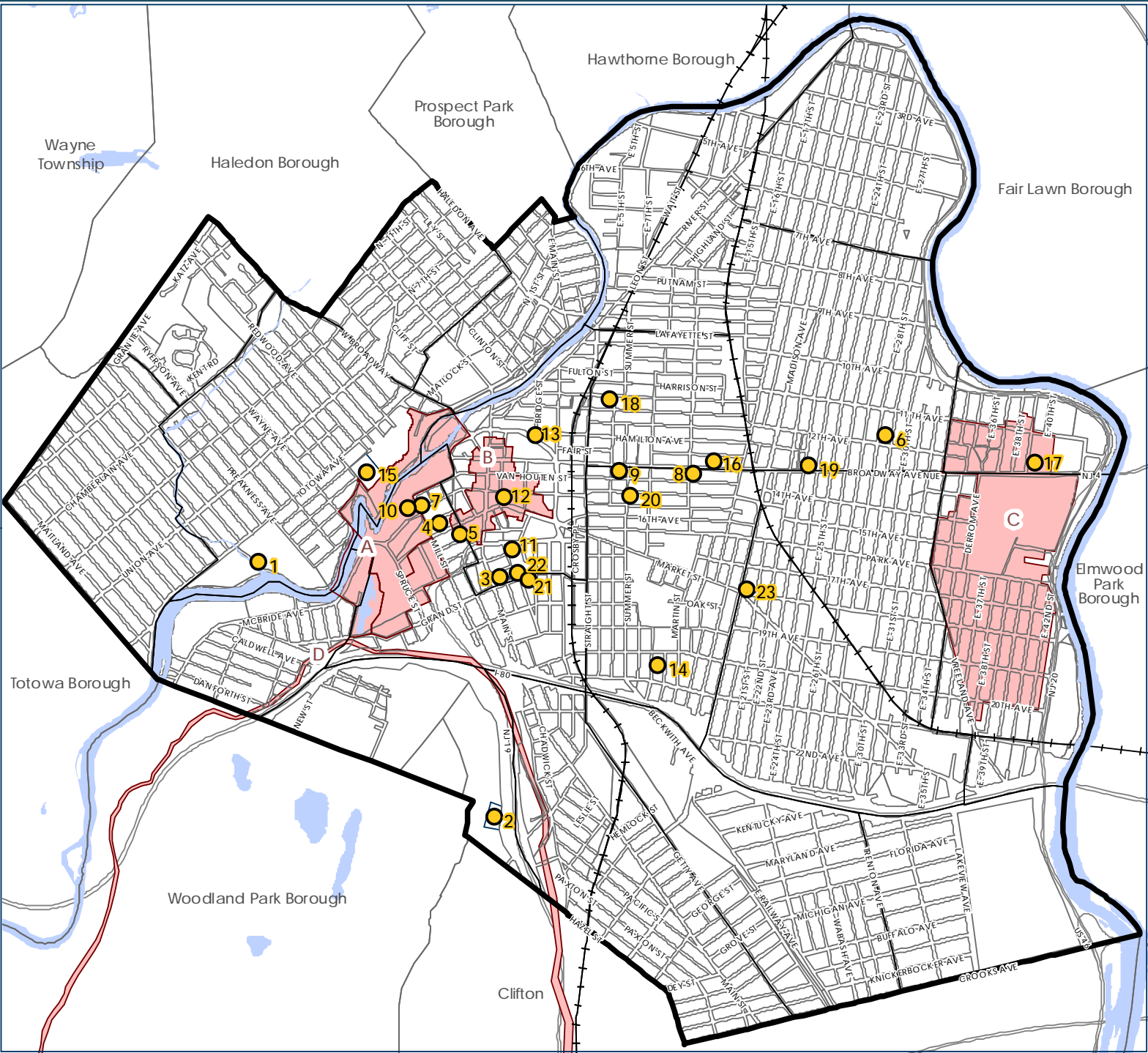


FIGURE 11.2

Designated Historic Places

City of Paterson

Map ID	Site	Survey #	Location/Address	National Designation	State Designation	Local Designation	Construction Date
Historic Districts							
A	Great Falls Historic District	D-11	Great Falls	1970 (addendum 1975)			
B	Downtown Commercial Historic District	D-8	Downtown	1999			
C	Eastside Park Historic District	D-5	Eastside Park	2004			
D	Morris Canal	2784	Delaware to Hudson Rivers/ Garrett Mountain	1974			
Historic Properties							
1	Westside Park and Van Houten House	2401, 1608-415	114-242 Totowa Ave.	1973	1972		1770
2	Belle Vista / Lambert Castle	2385, 1608-431	Valley Rd. in Garret Mountain	1976	1975	1991	1893
3	Cathedral of St. John the Baptist	2367, 1608-226	357-371 Main Street	1977	1977	1991	1860, 1890
4	Public School Number Two	2391, 1608-355	2-20 Passaic Street	1978	1977		1871
5	St. Michael's R.C. Church	2396, 1608-281	74 Cianci St.	1978	1978		1929
6	Ferguson, John W., House	2376, 1608-479	421 12th Ave.	1980	1980		1906
7	Thompson, Daniel, and Ryle, John, Houses	2400, 1608-281	8 and 9 Mill St.	1981	1981	(GFHD)	1830
8	Cooke, Frederick William, Residence (destroyed)	1608-035	384 Broadway	1982	1981	1991	1885 Destroyed 1991
9	Danforth Memorial Library	2371, 1608-022	250 Broadway	1984	1983	1991	1905
10	Argus Mill (GFHD)	2364	6 Mill Street	1986	1986		
11	Passaic County Courthouse Annex	1608-186	63-65 Hamilton Ave			1991	1895
12	Paterson City Hall	2369, 1608-248	155 Market St.	1995		1991	1896, 1903
13	Huntoons Corner (UGRR)	N/A no structure	93-95 Bridge Street			1996	1850-1865
14	Reinhardt Mills	4145, 1608-494	283-297 21st Ave., 122-136 20th Ave., 46-72 Gray St., 45-67 State St.	2003	2003		1900
15	Hinchliffe Stadium	4234, 1608-237	186-216 Maple Street	2004	2004	2013	1925
16	Masonic Temple	1608-036	385-405 Broadway			2007	1923
17	Barbour Estate	1608-115	91-131 E. 39th Street	(EPHD)	(EPHD)	2007	1909
18	Bethel AME Church	1608-002	2-4 Auburn Street	(EPHD)	(EPHD)	2011	1880
19	Community Baptist Church	1608-039	535-539 Broadway			2011	1929
20	First AME Zion Church	1608-125	326 Ellison Street			2012	1924
21	Barbour Flax Spinning Works	1608-175	434-440 Grand Street			2013	1870
22	Memorial Day Nursery	1608-174	397-405 Grand Street			2013	1903
23	New Christian Tabernacle Church	1608-208	1-7 18th Avenue			2013	1900

ELIGIBLE HISTORIC SITES AND DISTRICTS

The following districts and sites have either a DOE, COE, or SHPO Opinion, making them eligible for designation on the State Register:

FIGURE 11.3

Eligible Historic Sites and Landmark Buildings

City of Paterson

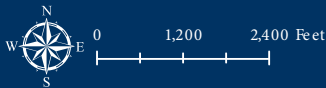
Site	Location/Address	SHPO Opinion	C.O.E.	D.O.E	Notes
Arch Street Bridge		5/26/1989			
Argus Mill	Mill Street	6/7/1979			
Barbour Mill Workers Housing Complex	223 Slater Street			9/13/1978	
Barbour Park Historic District	Portions of Broadway, Carroll, Fair, Van Houten	2/8/1991			
Cedar Lawn Cemetery	200 McLean Boulevard	11/18/1988			
Colt Gun Mill	Great Falls District		1/18/1996		
Cooke Locomotive & Machine Company/American Locomotive/Wright Aeronautical Company Historic District	Madison Avenue and Conrail	8/18/1998			
Doherty and Wadsworth Mill	41 Beech Street	1/29/1999			Demolished
Downtown Courthouse Historic District	Portions of Ward Street, Main Street, Oliver Street, Grand Street	9/7/1990			
Dublin Historic District	Elm Street, DCHD	9/8/1981			
Elm Street Residential Historic District				9/13/1978	In Dublin HD
Engine Company Eleven Fire Station	95-97 Grand Street	5/6/2011			
Erie Railroad Main Line Historic District	Erie RxR ROW	2/20/2003 expanded 3/6/2006			
Essex Mill	2 Mill Street	6/11/1981			GFHD
Fire Truck Company #2	77 Prospect Street			9/13/1978	In Dublin HD
First National Bank of New Jersey	125 Ellison Street	6/7/1979			DCHD
First Presbyterian Church of Paterson	320 Main Street		12/3/2001	9/13/1978	
Garret Mountain Park	Garrett Mountain Reservation	10/26/1979		1/30/1980	
German Presbyterian Church	26-28 Elm Street			9/13/1978	In Dublin HD
81 Godwin Avenue	81 Godwin Avenue	10/21/1993			
Hamilton Club	32 Church Street	6/7/1979			DCHD
126 Market Street	126 Market Street	6/7/1979			
The Masonic Temple	385-405 Broadway	9/8/2004			
Meisch Silk Manufacturing Company	52 Courtland Street	10/16/1997			
Morrisse Building	Main/Ward Streets			9/13/1978	In Dublin HD

Site	Location/Address	SHPO Opinion	C.O.E.	D.O.E.	Notes
Passaic River Bridge	NJ Transit Main Line, milepost 17.34	2/3/1999			
Paterson Armory	461-473 Market Street		8/12/2011		
Paterson Post Office	194 Ward Street	11/2/1994			
Paterson Viaduct Historic District	Essex Street, Ward Street, and Market Street Bridge	11/2/1994			
Pennington Park World War Memorial	Pennington Park	2/21/2012			
Phoenix Mill	Van Houten/Cianci Street	6/11/1981			GFHD
Quackenbush Department Store	186-196 Main Street	6/7/1979			DCHD
Question Mark Bar	20 Van Houten Street	6/7/1979		9/13/1978	GFHD
Riverview North Historic District		3/13/1997			Rescinded Opinion 1992
Riverview South Historic District		3/13/1997			Rescinded Opinion 1992
Rogers Locomotive Company Frame Fitting Shop	16-32 Spruce Street		4/19/2000		GFHD
Ryle Avenue Streetscape	35-39 Ryle Avenue	1/24/1991			
Sacred Heart Armenian Catholic Church	163 Barclay Street	10/16/1997			
Saint Joseph's Hospital	683-735 Main Street	10/16/1997			
Saint Michael's Sisters Home	45-47 Ward Street			9/13/1978	In Dublin HD
Saint Paul's Episcopal Church	424-432 Broadway		12/19/1994		
Southwest Residential Historic District				9/13/1978	In Dublin HD
Saint Mary Help of Christians Roman Catholic Church	410-420 Union Avenue		1/22/2009		
Straight Street Bridge	Straight Street over Passaic River	3/13/1997			
William Strange Silk Mill	44 Beech Street	1/29/1999			
Telsa Mill		6/7/1979			
John Nicolas Terhune House	McLean Boulevard/Market Street	8/11/1998			
United States Custom House and Post Office	63-65 Hamilton Street		10/17/2012		Passaic County Courthouse Annex
US Route 46 over Passaic River Bridge		1/15/1991			
West Broadway Bridge	West Broadway over Passaic River	3/14/2002			

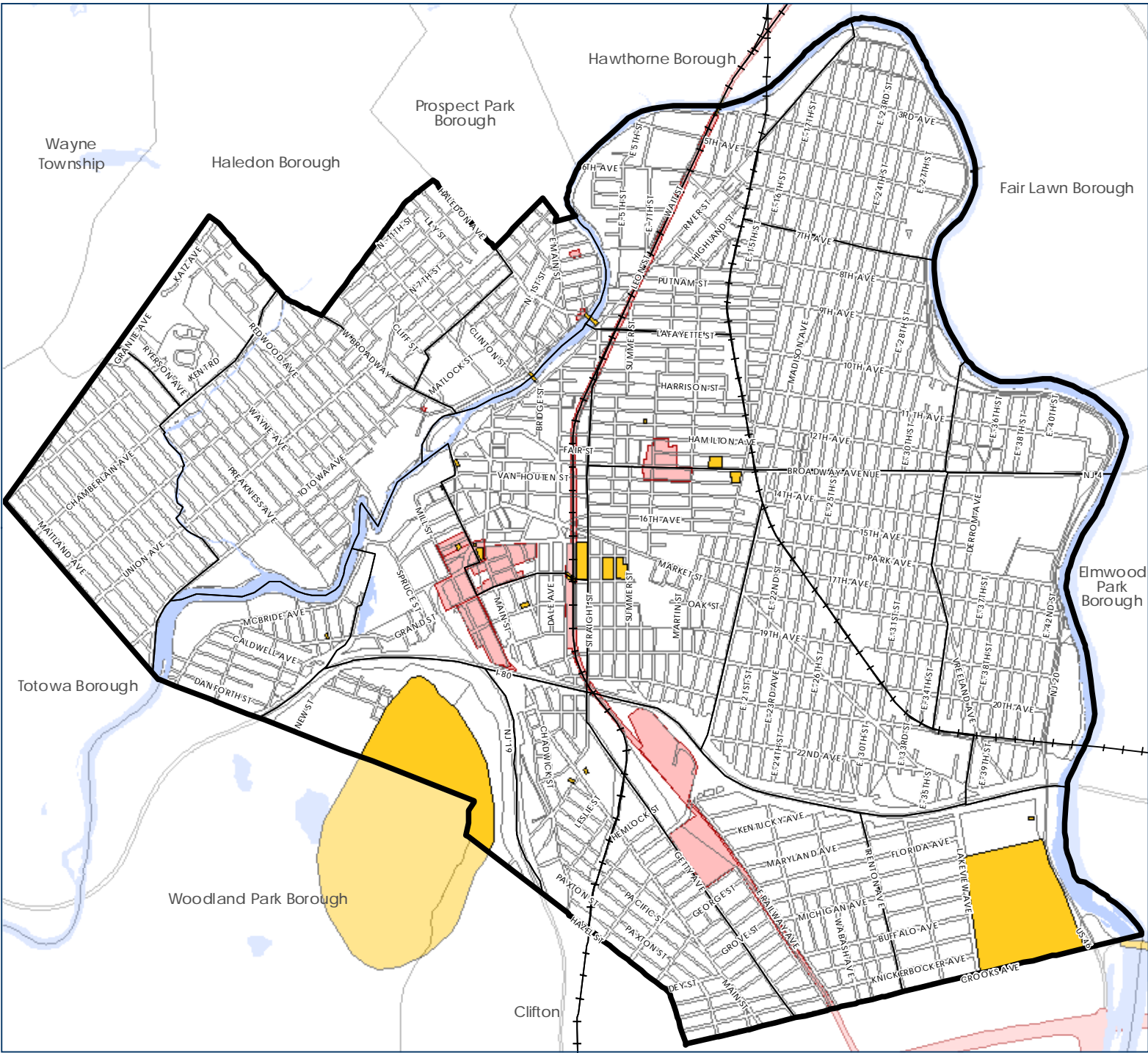
CITY OF PATERSON
Master Plan

Historic Districts
and Places Eligible for State Designation

- Eligible Places
- Eligible Districts



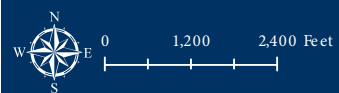
Source: NJGIN, NJDOT, NJDEP, NJ Transit
*As of May 31, 2011. Not all places may be represented.



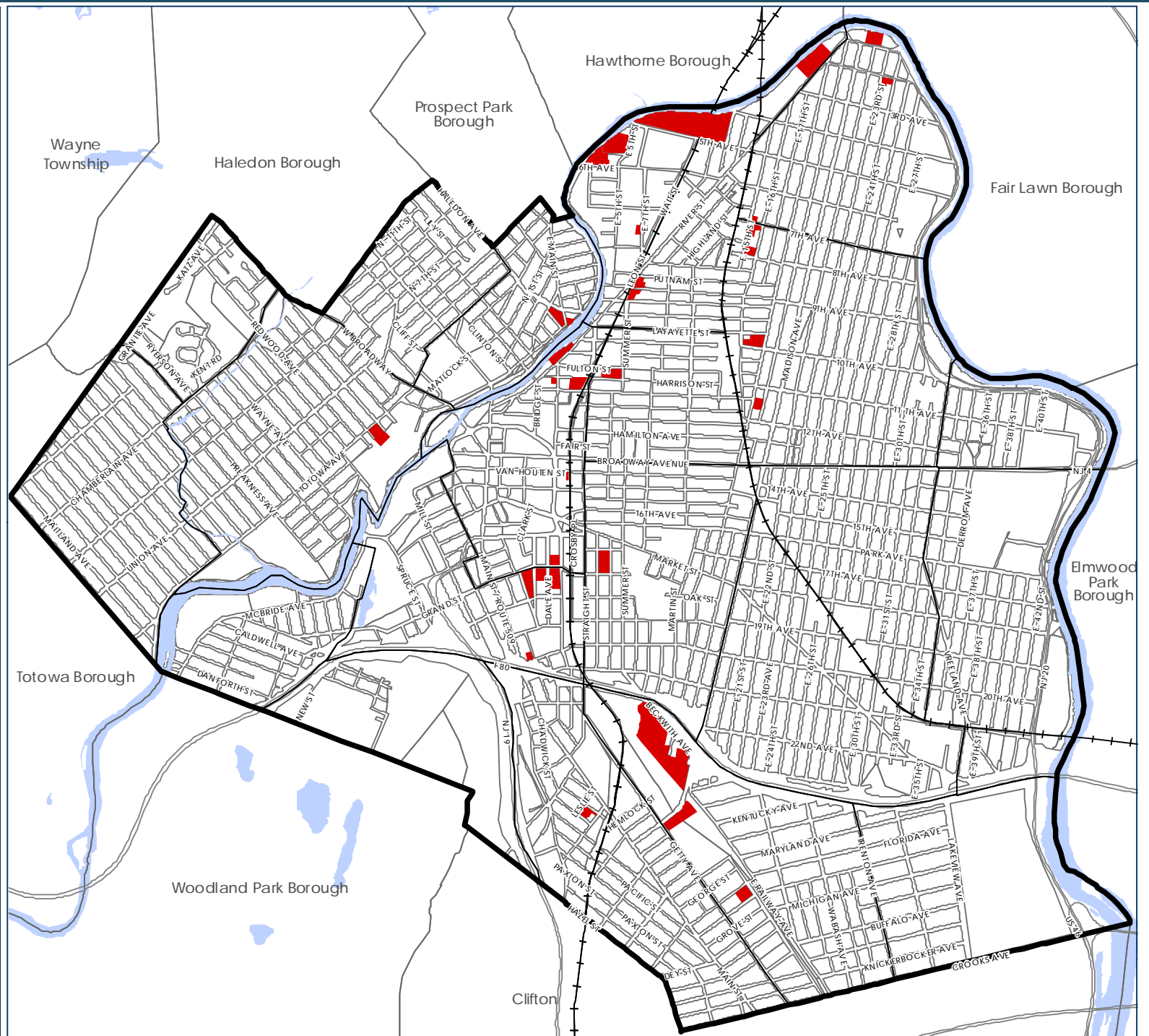
CITY OF PATERSON Master Plan

Historic Mill Survey

 2012 Historic Mill Survey



Source: NJGIN, NJDOT, NJDEP, NJ Transit,
2012 Historic Mill Survey





Royle Mill Demolition



Riverside Silk Mill

PROPOSED HISTORIC SITES/OTHER HISTORIC RESOURCES

The “Mill Survey”, prepared in 2012, identified 28 mill buildings around the City that fall outside the Great Falls Historic District that could be eligible for the National Register of Historic Places. These mills are shown in the Historic Mill Survey Map. Preparation of a “thematic” or Multiple Property Documentation Form may be carried out to facilitate a National Register nomination and listing for these mills. The materials prepared for the survey go a considerable way toward preparing the Multiple Property nomination.

The mill sites could also be adopted into the Paterson Register of Municipal Historic Places. Locally-designated historic sites are, like National Register-listed sites, eligible to use federal historic tax credits, provided the local Historic Preservation Commission is recognized as a “Certified Local Government”. Paterson is a Certified Local Government, recognized by the New Jersey Historic Preservation Office as meeting the basic criteria of this designation, including a local historic preservation ordinance and institutional capacity to act as a designee of the State in historic preservation matters.

In January of 2012, the Paterson Historic Preservation Commission compiled the following list of mills from the Mill Survey, which they recommended to be designated for inclusion in the Paterson Register of Municipal Historic Places, all of which have been deemed eligible for national landmark designation:

- Cooke Locomotive (1183 Madison Avenue)
- Wright Aeronautical (110-124 Beckwith Avenue)
- Miesch Silk Manufacturing (52 Cortland Street)

- John Royle and Sons Mill (10 Essex Street) Recently Demolished
- William Strange Mills (44 Beech Street)
- Barnert/Dale Mills (463 Grand Street)
- Watson Machine (74-102 Railroad Avenue)
- Barbour Flax Mills (404, 440 Grand Street) (designated 6/25/13)
- Miesch Silk Company (468 Totowa Avenue)
- Hinchliffe Brewery (63 Governor Street)
- Hall Mills (94 Fulton Street)
- Aaronsohn Mill (245 Tenth Avenue)
- Riverside Silk Mill (781 River Street)

In April of 2013, the Paterson Historic Preservation Commission indicated that it is recommending approximately twenty properties for designation and inclusion in the Paterson Register of Municipal Historic Places. Those properties are:

- All “Mill Survey” properties, as noted above
- Gaetano Federici Public Art Works
- Public Statues and Monuments
- Eastside Park
- Westside Park
- Eastside Park Historic District
- Courthouse Historic District
- North and South Dublin Districts
- School # 2 (Original Building) (2-20 Passaic Street)
- School # 5 (Old School #5) (430 Totowa Avenue)
- School # 17 (112 North Fifth Street)

Historic Preservation Funding and Tools

- Grand Street Firehouse (95-97 Grand Street)
- Westside Park footbridge across Passaic River
- United Presbyterian Church (375 Van Houten)
- St. Paul's Episcopal Church (424-432 Broadway)
- Paterson Armory (461-473 Market Street)
- Reinhardt/Borris Knoll Mills (20-21st Avenues)
- Silk City Lofts/a.k.a. W.P. Herrmann Building (175 Broadway)
- Our Lady of Lourdes Roman Catholic Church (440 River Street)
- St. Mary's Roman Catholic Church (410-420 Union Avenue)
- St. Joseph's Roman Catholic Church (399 Market Street)
- Shiloh Baptist Church (207-211 Broadway)
- Paterson Libraries (Southside-930 Main Street, Totowa-405 Union Avenue, Northside-60 Temple Street)

Since the designation of a place or building onto a register of historic places puts an additional level of public review and design standards on a property, there are a number of federal and state programs available to be used to help offset the costs of restoring, preserving, and maintaining a historic structure or property.

FEDERAL INVESTMENT TAX CREDITS

One of the frequently made arguments for designating privately owned, commercially zoned properties to the National Register of Historic Places is that it makes the building eligible to use federal investment tax credits for rehabilitation. Up to 20% of the cost of a “qualified rehabilitation” may be deducted from the owner's federal income tax. This has been proven to work as an incentive to redeveloping historic structures in many parts of the country. While there is a lengthy, formal application process for the use of the tax credits that requires adhering to the Secretary of the Interior's Standards, and review by the New Jersey Historic Preservation Office as well as by the National Park Service, the tax credits have been credited with spurring billions of dollars of reinvestment in the country's designated historic buildings in private use.

However, despite the existing designation of the Great Falls Historic District to the National Register since 1979 and the many buildings within it that might be good candidates for adaptive reuse and rehabilitation using the historic tax credits, few projects took advantage of them between 2001 and 2011 in Paterson. These were former textile mills that were rehabilitated into housing with help from the historic tax credit program. There have been no historic tax credit projects in the Downtown Commercial Historic District since its designation to the National Register in 2004.

HISTORIC SITE MANAGEMENT (HSM) GRANTS

HSM Grants are offered by the New Jersey Historic Trust (NJHT) and provide a source of funding for organizations looking to have professional assessments and planning for a historic site. HSM grants are for non-construction purposes only. These grants focus on feasibility studies or planning and assessments. These grant programs have been extensively used by the City over the years, but eligibility is restricted to public and non-profit owners. For-profit owners are not eligible for HSM grants through the NJHT.

CAPITAL PRESERVATION GRANTS

Capital Preservation Grants provide funding for construction costs and capital expenditures. These are also granted by the NJHT, and are provided in two categories, one with direct 1 to 1 matching of funds requested, and one with a 2 to 3 ratio of matching funds requested. Capital Preservation grants can range from \$5,000 to \$750,000. As with the HSM grants provided by the NJHT, eligibility for Capital Preservation Grants is restricted to public and non-profit owners.

PRESERVATION EASEMENTS

Preservation easements are a legal tool to protect historic properties from demolition or inappropriate changes. An easement that is donated to the New Jersey Historic Trust is also eligible for tax credits and other benefits. This program can provide monetary benefit to for-profit owners through income tax credits.

Review of Previous Plans

The last Master Plan prepared for Paterson, in 2003, had a Historic Preservation section, though this is not a required part of Municipal Master Plans as per the NJ Municipal Land Use Law. However, the commitment to historic preservation shown by the on-going retention of a preservation element in the master plan is a good first step to keeping the mill buildings and Paterson's history as the nation's first planned industrial city in the forefront of future development.

The goals outlined a decade ago encouraged designation of local districts in eleven different historic districts around the City. The 2003 plan made no special mention of Hinchliffe Stadium, the Armory, or the scattered mill sites around the City, all of which have become topics of great interest currently. That is not the fault of the prior plan, but shows that issues can change over time and new priorities deserve to be instituted.

The Downtown Commercial Historic District in Paterson was added to the State and National Registers of Historic Places in 2004. The Beaux Art buildings that dominate the streetscapes in the downtown civic/commercial area of Paterson are an architectural treasure, different in style and meaning from the buildings within the Great Falls Historic District, but just as important to preserve. The DCHD was designated as a local historic district in 2006. The PHPC is currently drafting comprehensive design guidelines for the DCHD as both an educational and regulatory device, to help guide property owners to make appropriate changes to their buildings that would preserve significant architectural features. This is anticipated to be completed in 2014.

The 2003 Master Plan also called for local designation of some residential neighborhoods, including the Eastside Park Historic District. While this area was listed on the State and National Registers of Historic Places in 2004, it has not been included in the Paterson Register of Municipal Historic Places. A draft set of design guidelines is available to offer education to property owners on ways to maintain character and value in these homes through preserving historic architectural features.

Nine additional historic districts were proposed for consideration in the 2003 plan, with the goal of having the City assist residents of these historic neighborhoods in determining if their area should be designated as a historic district.

Recommendations

1. **Work with the NPS to Develop the Paterson Great Falls National Historical Park** – In signing documents to help form the Paterson Great Falls National Historical Park, the City of Paterson committed to several things relative to historic preservation and land use in and around the National Park. These warrant repeating, and incorporation into the Master Plan, as their execution is both a requirement for the successful development of the Park and a positive reinforcement of the Historic Preservation activities of the City of Paterson.

As stated in the “Agreement to Establish and Preserve the Paterson Great Falls National Historical Park”, and signed by NPS and the City of Paterson in November, 2011, the following will be done:

“The City Administration will work with the City Council to amend the City’s land(s) use and subdivision ordinances in order to strengthen the role of historic preservation within the community. The ordinances will be amended, if required, to include:

- a. Specific criteria to be used for historic designation of a site;
 - b. Procedures to be used to designate a site as historic;
 - c. Eligible uses for historically designated and preserved properties;
 - d. Procedures for removing the historic preservation designation from properties;
 - e. Application procedures; and
 - f. Standards for review, design guidelines, and preventative maintenance.”
2. **Adopt a New Historic Preservation Ordinance** – An expanded and revised historic preservation ordinance was circulated for review in summer of 2013, which

addresses many of these issues listed above and required by the agreement with the National Park Service. The new ordinance is recommended to be adopted and implemented as soon as possible by the City.

- a. The new ordinance provides for a system of keeping a full commission membership, even in the absence of active mayoral appointments. The commission has not had a full membership for some time.
 - b. Even beyond the historic areas, enforcement of building maintenance codes should be stepped up, but with sensitivity to the retention and repair of historic features and materials on buildings. “Demolition by neglect” and the erosion of important building features through ongoing minor alterations is a critical problem that erodes the very features that bring value to the City.
 - c. A complete list of all locally designated historic sites, identified by address and block and lot, and a map showing the location of these sites included on the Paterson Register of Municipal Historic Places, should be made available on-line as well as in an accessible form in Paterson’s several City offices charged with land use and zoning regulation.
 - d. The new ordinance would incorporate all State and National Register-listed sites into the Paterson Register of Municipal Historic Places, requiring review power of the Paterson Historic Preservation Commission.
3. **Facilitate the Implementation of the National Park** – The addition of Paterson to the roster of national parks comes at a time when funding for improvements to the park will likely be a struggle for some years to come. Thus, the partnerships that created the park will need to be strengthened and must continue into the future. However, the leadership of the NPS on



Great Fall Historic District



Allied Textile Printing (ATP) Site



Upper Raceway

decisions of interpretation, extent of the Park, and its mission, must be respected.

4. ***Increase the Number of Properties Protected by Local Designation*** – Historic Preservation has been proven throughout the United States to serve as a catalyst for neighborhood improvement and stabilization where residential neighborhoods are designated and regulated locally through zoning powers. The qualities that lead a district to designation also happen to be qualities that make for a good place to live.

- a. The list of sites recommended by the Paterson Historic Preservation Commission for inclusion in the Register of Municipal Historic Places should be annotated and prioritized. The PHPC should prepare short descriptions of why each of the sites recommended are considered appropriate for local designation, and prioritize their inclusion.
- b. The sites in Paterson that have Certificates of Eligibility (COE), Determinations of Eligibility (DOE), or SHPO Opinions should also be thoroughly reviewed to determine whether or not they warrant designation and protection as a local landmark or historic district.
- c. Coordination with the National Park Service for the inclusion of sites near the GFHD is needed, so that locally designated sites are consistent in their period of interpretation with the goals of the National Park. These sites would include those listed above as priority sites:
 - The Allied Textile Printing (ATP) site and Colt Gun Mill
 - The historic raceways
 - Rogers Locomotive Building

5. ***Restore the Historic Raceways*** – The City and the PHPC should work towards restoring the Raceways to their original function and working condition. Currently the raceways are still in place, however no water runs through them. While they are no longer needed to power the City, showing a functioning hydro-power raceway system would be a vital component of displaying the historic character of the entire Great Falls district, and add to the potential for historic tourism to the City. Although the raceways are within the GFHD, they should be considered to be added to the Paterson Register of Municipal Historic Places as designated sites themselves. Protecting and restoring the raceways will contribute to the experience of visiting the Paterson Great Falls National Historical Park.
6. ***Renovate the Colt Gun Mill/ATP Site*** – The Allied Textile Printing (ATP) and Colt Gun Mill site is a historic property in the Great Falls Historic District. Much like the raceways, this is an important piece in the industrial history of the City that can contribute to the experience of visiting the National Park. This site, which is adjacent to the Great Falls, is also within the boundaries of the National Park. It is the intention of the National Park Service that this site be used as an interpretative ground to display the industrial history of Paterson. Much of the original equipment still lies within the ruins of the abandoned site. Like the raceways, the ATP site and Colt Gun Mill are within the GFHD, and are eligible for designation on the national register, should be considered for local designation.

The City should work to help maintain the site, and potentially use it as a grounds for interpretative arts and culture, with works of art that are related to the history of Paterson and the industrial revolution in the United States. This would help facilitate the implementation of the National Park, and serve to tie the experience of visiting the Great Falls

to the industrial history of the City. As a part of a walking trail, this could also act as a place for passive recreation, tying the City's recreation trails with the National Park.

7. **Utilize the Rogers Locomotive Building** – The Rogers Locomotive Building, which currently houses the Paterson Museum on its ground floor, could also potentially be used as office space on the floors above the museum, as well as function as an expanded industrial heritage learning or visitors center for the National Park.
8. **Support the Monument at Huntoon's Corner** – The City should work to support a proposed new monument to honor the site's prominence as a station along the Underground Railroad, where runaway slaves were hidden in the basement of what at the time was a factory. The Huntoon - Van Rensalier Underground Railroad Foundation is currently in the process of raising funds for the monument and its surrounding grounds and landscaping.
9. **Coordinate Zoning and Land Development to Protect the Great Falls** – The Great Falls themselves are a unique, irreplaceable natural feature that prompted the creation of Paterson. The story of the City's founding, and the belief that the 19th century would belong to industry, not agriculture, is a story of national importance and significance. Thus, the view of the falls, and from the falls back to the key buildings of the Great Falls Historic District, must be preserved. (See Land Use Element for further recommendations)
 - a. Site plan and design reviews should ensure that the general public's view of the Falls is not blocked by private development seeking to capitalize on the view to the exclusion of others.
 - b. New development, especially on the north-west bank of the Passaic River, opposite the Great Falls Historic District, must be scrutinized for

height and design sensitivity, so that visitors to the Great Falls have a view that relates to the overall low-rise urban development of the immediate area.

10. **Ensure Consistency between Land Development Ordinance and General Municipal Code** – Regardless of whether or not the proposed historic preservation ordinance is fully adopted by the City, Chapter 45 (Historic Preservation Commission) of the Municipal Code should be amended. This chapter only references the Great Falls Historic District as within the powers and responsibilities of the PHPC. This should be amended to read that all properties listed in the Paterson Register of Municipal Historic Places are subject to review by the HPC, as is stated in Section 300-13 of the City's Land Development Ordinance. The Municipal Code and the Land Development Ordinance should be consistent. This would help clarify the roles and responsibilities of the HPC, as well as signify to property owners what they may expect when applying for any land development permits or approvals.
11. **Develop Design Guidelines** – Adopting similar guidelines for the locally-designated Downtown Historic District, as have been developed for the Great Falls Historic District would be helpful in steering the decisions of the PHPC, as well as providing guidance to property owners.
12. **Strengthen Code Enforcement** – Historic properties, as well as those within designated historic districts, must be maintained properly in order to retain their character. To this end it is vital that building and property maintenance codes, as well as historic design standards be enforced. Property owners must understand the level of expectations that accompany historic status.



Rogers Locomotive Building



Current Historic District Signage



Adaptive Reuse of San Francisco Ferry Station

13. **Conduct an Inventory of Historic Resources** – A complete survey of the City's buildings, including those in the Great Falls Historic District, is long overdue. The Great Falls Historic District is well-mapped, but a property-by-property inventory of the resources, including buildings, landscape features and archaeological resources, is desperately needed, so that individual structures within the district can be more fully recognized. Similar inventories should be conducted for the Downtown Commercial Historic District, and the Eastside Park Historic District.
14. **Support the Paterson Historic Preservation Commission** – Consistent with the goals of creating the Paterson Great Falls National Historical Park, there is an urgent requirement for the Paterson Historic Preservation Commission to be supported by the City, financially and policy-wise.
 - a. Staff and board members of the PHPC, as well as of the Planning Board and the Zoning Board, should have opportunities/requirements for on-going training in historic preservation issues, the local ordinance, and design standards, so that the decisions of all these bodies reflect the highest standards of design and appropriate recognition of the City's historic resources.
 - b. Develop a more robust web presence for the PHPC, clearly identifying historic sites in Paterson and indicating how they are regulated (or not). Locally designated historic sites are not easily identifiable through the website for the Paterson Historic Preservation Commission. It is confusing for property owners to identify their building's historic status and the appropriate review processes without the connection of listings of all historic sites to the PHPC pages.
15. **Encourage the Adaptive Re-Use of Historic Properties** – The 2012 study of mill buildings around Paterson should be used for economic development purposes to encourage adaptive re-use of these landmark parts of Paterson. Designated historic districts and individual sites can qualify for a 20% Investment Tax Credit for the property owner, which can provide significant incentive to take on a derelict mill building and rehabilitate it sensitively to new uses, such as housing, offices, or retail stores and restaurants.
16. **Reuse the Barbour Estate** – The historically designated Barbour Estate on Broadway in the Manor neighborhood sits on a large 12 acre parcel of land that is also shared with what was Paterson Catholic High School (now Paterson Charter School). The property is vast and sprawling. The Barbour Estate, which sits on the southwest end of the property amongst wooded lawns, is currently not being utilized. This building, which was once the private home of Joseph Barbour and his family, could potentially be reused as a banquet hall and catering facility for special events. The location of this property near the Passaic River across from Eastside Park makes it a natural gateway for vehicles entering the City from the east. Maintaining the building and its grounds serves not only as an opportunity for a productive use, but to more formally pronounce the entrance into the City of Paterson.
17. **Integrate the Arts with Historic and Cultural Preservation** – The 2012 Paterson Great Falls Arts + Revitalization Plan links the rehabilitation of the center of Paterson with the cultivation of a vibrant arts community as a key for reactivating the core of Paterson and nudging redevelopment in the City. The proposals in that plan for creating performance spaces, improving awareness and access between the GFHD and the downtown, and preserving the view of the falls all dovetail with

the goals of this Historic Preservation Element of the Paterson Master Plan. Future consideration of the proposals in this plan should be carried out with the review of the National Park Service, as per their agreement with the City of Paterson.

18. ***Consider Archaeological Resources*** – The City should consider the archaeological significance of historic properties. Improvements to any properties within the National Park or Great Falls Historic District boundaries in particular, must be sensitive to the original character, and mindful of potential archaeological artifacts which may be present on the site. The City should seek to form a partnership with the National Park Service to help with identifying potential archaeological resources which may be damaged by new developments in and around the Park.