

# The Potential of Paterson

## as a Metropolitan Center in Northern New Jersey

*A Supplemental Report of the Second Regional Plan to the Planning Board  
of the City of Paterson, New Jersey*

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### INTRODUCTION

#### Centers for the suburbs

The rapidly expanding population of the suburban northeastern counties of New Jersey no longer is heavily dependent on either Manhattan or Newark as its "downtown," but no substitutes are being constructed. Instead, burgeoning office jobs are spilling over the countryside, on large campuses in Morris County and central Passaic County, at highway interchanges in Bergen and in smaller buildings lining almost every main highway. Department stores are growing in shopping centers along major expressways.

As a result, north and west of Newark, there is no focus for the people of North Jersey through which they can get together to support high-quality hospital service, social services and the arts, or to prosper from the economies of scale which come from clusters of economic activities within walking or local bus distance of each other. Public transportation (except to Manhattan and Newark) is spotty and lacks riders because destinations are too scattered. Higher education, social services, health services, and many lesser-skilled jobs are, therefore, not accessible to people without a car, who especially need such services and jobs.

Regional Plan Association has raised the question of whether North Jersey should have modern centers of offices, shopping, higher education, health services, and the arts, mixed with the apartments that households without children will want. Such centers, the Association suggested, would improve the quality and efficiency of these activities, make possible good public transportation, and save disappearing countryside from needlessly being overrun by campus-type facilities surrounded by large parking areas and acres of groomed, yet unusable open space.

The study was directed and written by Richard T. Anderson, with the advice of John P. Keith and Boris Pushkarev, assisted by Laurie M. Hollman, Heman B. Averill, Caroline D. Moore, John P. Milsop, and Michael Grier. William B. Shore prepared the Summary.



### Where should centers be?

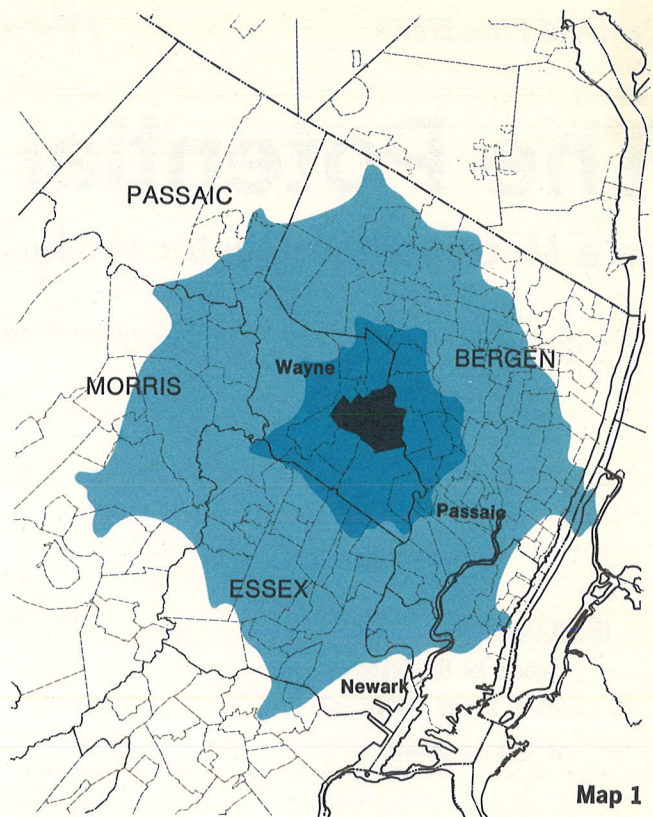
Regional Plan also suggested that wherever feasible, these office-service-cultural downtowns should grow out of existing city downtowns. These downtowns are traditional centers of activity and transportation for economic as well as historic reasons. They are at the center of more population than any other potential site. They welcome modernization and growth, unlike most suburban areas, and if they do not become centers of major activities again, they will be abandoned and forgotten by all who are able to turn their backs. There will be little interest and no profit in maintaining and rebuilding them. Not only will investment pass by the older cities, but jobs and opportunities and adequate services will pass by the poor who have little alternative but to live there—particularly poor blacks and Puerto Ricans.

### Paterson a center?

Following a Conference on The Future of Bergen and Passaic Counties held in May, 1969, in which these ideas were presented for discussion, officials of Paterson—one of the possible center sites suggested—asked Regional Plan Association to see whether such a center **could** grow up in Paterson. This report is the answer: in brief, our research leads us to conclude that Paterson can and should become a metropolitan center. Three basic points stand out from all the others analyzed; they can be shorthanded as (1) access, (2) acceptability, and (3) actions.

First, Paterson by 1985 will be the center of a highway network which will bring it within 30 minutes of 2.8 million people, a commutershed comparable to the Washington Metropolitan Area today and greater than available to downtown Pittsburgh or St. Louis. Of course, there are substantial pulls upon this population from other directions in the Paterson case but, nevertheless, this provides an impressive opportunity. Furthermore, the increase in office jobs estimated by Regional Plan for North Jersey makes the development of a high accessibility center like Paterson an economic possibility without reducing the share of other potential growth areas like Passaic, whose commutersheds reach out in somewhat different directions. In fact, these older places have much more to gain by working with each other against spread growth than by competition; indeed the success of Paterson is likely to stimulate growth in nearby communities. More important, if Paterson demonstrates that an older downtown can become suitable for major office activities and services, these major activities will be inclined to go to other downtowns as well.

Second, the conclusions and recommendations have been discussed with city officials, business leaders, and a wide range of community leaders. They have unanimously embraced the concept of Paterson as a down-



**Map 1**  
**ACCESS TO DOWNTOWN PATERSON BY AUTOMOBILE, 1985**

■ 30 minutes  
■ 15 minutes  
■ City of Paterson

By 1985, 2.8 million people will be within 30 minutes drive of downtown Paterson, a substantial labor force and retailing market.



In discussions held during and after the study, community leaders have unanimously supported the idea of Paterson becoming a major urban center.

town for a large surrounding area and have expressed a willingness to undertake the tasks and accept the difficulties to achieve it. State and county officials also have been involved from the start. All of this is essential, for no new center will rise unless it is the will of the people of that community that it do so **and** there is dedicated citizen leadership. This is being demonstrated in other older centers of the Region like Brooklyn, Jamaica, White Plains, Bridgeport, and



Stamford. Furthermore, the analysis that follows clearly indicates a magnitude of growth that the new and mature suburbs cannot easily accommodate without environmental and transportation disturbance. Consequently, the suburbs and old cities have a common cause in any effort to save the countryside.

Third, little progress will be made on this report's recommendations unless its objectives become the common goals of state, county and municipal governments alike. Only actions taken in concert will turn these proposals into reality. Even with the best will in the world, achieving such commonality of approach has proved difficult. In older, built-up places like Paterson, each move is predicated on some other move. These have to be "orchestrated" so that builders are not frustrated by endless delays beyond their control. To achieve the goals of this report, Paterson will need a "conductor" and we have found that this means that the City must have one person charged with the authority and responsibility, and the business and civic community needs to supply a counterpart to foresee, cajole, pressure, and assist the many small moves that taken together will add up to a metropolitan center.

This report, a supplement to *The Second Regional Plan—A Draft for Discussion* (November 1968) was financed by the U.S. Dept. of Housing & Urban Development through the Planning Board of the City of Paterson. By the contract, the Association was asked to determine whether Paterson had the potential to be one of the metropolitan centers called for by the Second Plan and what steps might be taken to overcome obstacles to such potential. In so doing, the Association was completely free to find against Paterson. Our initial skepticism gave way to guarded optimism in the face of the facts as the study proceeded.

Regional Plan gratefully acknowledges the advice and assistance of many governmental agencies and civic groups. Of particular help were the Planning Board and Redevelopment Agency of Paterson, the State Departments of Transportation and Community Affairs, the Planning Boards of Bergen and Passaic Counties, the Planning Association of North Jersey, and Forward Paterson—whose stimulus helped launch this study. Nevertheless, Regional Plan Association takes full responsibility for this report and the slide presentation that accompanies it.

The report primarily explores the economic and physical potential of Paterson as a metropolitan center. We believe it points the way to further investigations of the health, education, welfare and other social needs of the people of the Paterson area. The report is not intended to be a comprehensive plan: it is a pointed statement of where one city in the New York Urban Region—like a number of others—can and should head.

John P. Keith  
President



Several older downtowns in the Region are moving toward becoming metropolitan centers for a wide surrounding area, including Bridgeport (top), White Plains (center), and Jamaica, where the New York Telephone Company has just completed a ten story building. (bottom).

Wilson



The present and potential market area for Paterson includes portions of Bergen, Passaic, Morris, and Essex Counties—one of the fastest growing sectors of the New York Urban Region, shown here, and of the nation.

Map 2



## SUMMARY

### 1. Centers of large activities are important to the whole of Northern New Jersey.

a. To the cities, expanding office jobs along with higher education and other services in their downtowns will be the only way to keep them in the economic and social mainstream. It will be the only way to channel substantial profit-seeking private funds into their maintenance and renewal.

b. For the suburbs and open countryside, major metropolitan centers are a feasible alternative to spreading large urban facilities throughout the whole area. In the 1965-85 period, the four counties of Essex, Bergen, Passaic and Morris (Map 2) can expect to attract up to 40 million square feet of office space. This would amount to about 150 of the larger office buildings in the suburban parts of these counties (e.g., along Route 9W in Englewood Cliffs) and about 800-1000 of the typical new highwayside office buildings sprouting in many corners of the area. Further, these four counties will have to find higher education space for over 100,000 students, over 3,500 more general hospital beds, over 2 million square feet of department store space. All of these would penetrate more countryside by scattering, and each would

use far more space than in the kind of metropolitan center Regional Plan has recommended. The offices generally use fifteen to twenty times as much space, for example. Further, if the office buildings scatter, the small shops and services that fit among them in a downtown instead line the highways in a continuous commercial strip. None of this can be served by public transportation, so auto traffic proliferates.

c. For the whole area, the quality of medical, social and cultural services will be raised if there are a few large centers, because the centers can focus adequate support to achieve high quality.

### 2. Paterson is acquiring all the physical attributes needed to become a major metropolitan center for Northern New Jersey, second only to Newark.

a. Highways underway and firmly planned will make downtown Paterson more accessible than any other place in Passaic County. By 1985, 2.8 million people will be living within thirty minutes by car of downtown Paterson, slightly larger than the number living within that range of Passaic and 2½ times as many as will be within thirty-minute range of central Wayne.

Well over 700,000 people will be within fifteen minutes of Paterson, 10 percent more than Passaic will have, over three times the number central Wayne will have.



Downtown Paterson will be exceptionally well served in highways: over 14 lanes of expressways and 16 lanes of other major roads will be feeding it. By comparison, Passaic will have 6 lanes of expressway and 12 lanes of other major roads; Willowbrook shopping center in Wayne will have 12 expressway lanes but no other major roads. This means that about 48,000 persons will soon be able to arrive in downtown Paterson during the peak hour by car compared to about 32,000 who could arrive in Willowbrook and 24,000 in Passaic.

b. Paterson is the center of bus service in Passaic County. There are now over 180,000 persons living within thirty minutes of downtown Paterson by bus, 86,000 within fifteen minutes—substantially more than could reach Passaic in the same time by bus. Only 12,000 can get to central Wayne by bus within thirty minutes.

c. Within the Northern New Jersey labor market live an extremely varied population with a wide range of skills. A disproportionate percentage are white collar workers, with a sharp increase anticipated—perhaps two-and-a-half times as many in 2000 as there were in 1960.

d. Through urban renewal, downtown Paterson already has cleared land, with enough low-intensity uses adjacent so that expansion of the cleared area would be relatively uncomplicated by large-scale relocation. (In a center, offices and service facilities take little space. For example, half of all the new office space needed for the four Northern New Jersey counties over the rest of the century—about 30 million square feet—would fit on 120 acres at moderate downtown densities.)

e. The cost of new office space in Paterson is no higher than in Wayne now. Future office rentals are likely to be lower in Paterson because urban renewal pays the cost of land clearance and relocation, and tax-limitation is possible under the New Jersey Fox-Lance-Crane law. Furthermore much of Paterson's infra-structure is in place compared to building on a completely vacant site, and there are external economies in restaurants, parking garages and bus and rail service.

f. Paterson is the County seat; counties are very likely to increase in activities and responsibility—more people working for them, more people dealing with them.

g. Its library, one of the largest in New Jersey, and the only one in Bergen and Passaic counties meeting American Library Association's standards, has been designated an area library under the State Library Plan and serves more than the City.

h. Although Paterson's business activities have not been growing recently, there is a great deal there. Some 30 percent of downtown shoppers come from outside the City, for example. There are

several banks and over a million square feet of office space already—the sixth largest amount of office space in a downtown outside Manhattan in the whole New Jersey-New York-Connecticut Urban Region surrounding the Port of New York.

3. **Nevertheless, Paterson is not likely to become a metropolitan center, serving a wide area around it, without specific steps toward that goal because:**

a. People generally and business in particular are not thinking about older downtowns—the mood is “new towns” or office campuses. (This mood must pass because neither new towns nor office campuses can satisfactorily absorb all the urban facilities and jobs that will have to be located in Northern New Jersey, nor can we just turn away completely from the older cities. But it will take persuasion and constructive action to end this attitude.)

b. Among older cities, Paterson in particular would not be considered on the face of it as a potential office center. Its history has been manufacturing. Its image to a national corporation has been lacking in prestige.

c. Even if a corporation considered Paterson, it would hesitate to try to shift its office force there. Crime, while apparently not high for an older city of this Region, has been higher than suburban areas report. Paterson has not been physically appealing, and has not offered many advantages of a lively downtown, particularly at night. Furthermore, current trends look no more promising: services are moving out, not in. The bulk of Paterson General Hospital, Paterson State College (some years ago), even the Passaic County Technical High School are or soon may be outside Paterson. A businessman is likely to react that if the public won't put its facilities in Paterson, why should the private sector? On the other hand, the new Passaic County Community College has opened in Paterson. Paterson General Hospital has agreed to retain and modernize a substantial portion of its present physical plant in Paterson. Deliberate efforts by Paterson leaders were needed to achieve this, however.

d. In Paterson itself, most of the resident work force is not white collar, and the educational system is not now geared to educating white collar workers.

e. Existing zoning on vacant land surrounding Paterson will not allow for an adequate housing supply for the jobs that would want to locate in Paterson—particularly for the \$8,000-\$12,000-a-year-employee and for men and women without children.

Within Paterson, housing construction has not been keeping pace with obsolescence.

4. **There are answers to these reservations, however. If all the facilities that could benefit from being in**



**a renewed and enlarged downtown Paterson agreed to come there and contribute to its becoming an attractive, exciting and progressive place, it could certainly become that. This means that everyone must have confidence that all the other necessary ingredients will come if they do.**

a. The State must demonstrate its determination to build a Paterson center.

1. Highway access to downtown Paterson must be expedited. Specifically, top priority in Northern New Jersey must be assigned to the completion of N.J. Route 20 Expressway from the vicinity of Market Street in downtown Paterson, through the interchange with Interstate 80 and south to the connection with an existing spur of the Garden State Parkway. Concurrently, the interchange of Route 20 with the Ward Street leg of the Inner Loop arterial in downtown Paterson must be completed, to provide a workable first-stage circulation system.
2. Provision of direct rail service via Paterson to Manhattan must be expedited. Specifically, the construction of a direct rail connection between Pennsylvania Railroad and Erie-Lackawanna tracks at Secaucus must be given high priority, and agreements with the New York MTA concerning the operation of turbo-electric trains from Orange County, New York to Pennsylvania Station in Manhattan negotiated in such a way that the high-speed trains stop in Paterson.
3. A combined rail-bus terminal should be built at the site of the present railroad station in Paterson, with the provision of airline offices and check-in facilities serving Northern New Jersey.
4. All State offices serving the Bergen-Passaic area should be gradually consolidated in Paterson.
5. Increased State aid for housing construction should be available for Paterson.
6. State funds should support demonstration programs in Paterson on improving education, law enforcement and urban environment programs. These improvements, when tested, could benefit all the State's older cities in the position that Paterson is in—having great potential if only these key problems are solved.
7. The State's long range planning for Northern New Jersey should be reoriented to enable the emergence of Paterson as a major metropolitan center. Specifically, this means:
  - a) Re-orientation of past plans for an east-west expressway across northern Bergen County to deflect it further south, and pro-

vide access to the Paterson Center from the northeast and northwest.

b) Revision of the alignment and design of Route 20 north of Market Street in downtown Paterson, so that it can accept future highway connections from the north but not form a barrier between the new Central Business District and the waterfront of the Passaic River—the key amenity feature of the future center.

c) The inclusion of Paterson as one terminal point on the rapid transit system currently being planned by the Port of New York Authority to feed the proposed new Trans-Hudson tunnel to 48th Street, Manhattan.

b. The County should:

1. Permanently locate the Passaic County Community College in Paterson.
2. All important County services should be housed in downtown Paterson unless they require a great deal of space.
3. The County Planning Department should take the lead in proposing a pattern of housing that would fit the concept of a major center in Paterson.

c. The City should:

1. Get the best possible design for the center and make sure that every square foot of space is used in the best way. This should be graphically portrayed for community review and discussion. Too-low density makes an inefficient and dull center, with poor retailing opportunities. Poor design makes a reasonable density congested. Generous access from the Center to the waterfront and ample parkland framing the Falls are particularly important.
2. Publicize Paterson's potential, perhaps through a broadly-based development corporation.
3. Involve all the people of Paterson in the common enterprise of enlarging opportunities for all. A "Committee on the Future of Paterson" which systematically organizes widespread discussion of goals and means might be valuable.

d. Business should:

1. Join in a consortium of perhaps a half-dozen major corporations, each intending to locate substantial office activity there and, at the same time, willing to work with the community to assure that downtown Paterson will become a first-class location for their employees and for their corporate image. This is a way for businesses concerned with solving urban problems to do something both valuable and visible.

e. The federal government should:



1. Give Paterson a high priority for middle-income and low-income housing funds. In July 1971, Paterson was one of 20 cities selected by the U.S. Department of Housing and Urban Development to participate in "Planned Variations" of the Model Cities Program. The purpose is to allocate substantial funding to selected urban areas, \$4.1 million in the case of Paterson, so they can demonstrate how local initiative can solve key problems if given the authority and resources.
  2. Establish Alexander Hamilton National Park, including the Falls and historic buildings related to the Society of Useful Manufactures, initiated by Hamilton.
- f. The shaping of new urban development in Northern New Jersey will not be wholly satisfactory until:
1. The real estate tax for schools is eliminated as the primary consideration in local planning and zoning.
  2. The tremendous burden of poverty borne by the State's older cities is alleviated by much greater federal investment in anti-poverty programs, including public health, housing, compensatory education and training as well as welfare. Otherwise, we are asking the poor to help the poor. Since the poor are concentrated in the older cities, because that is where lower-cost housing is, these cities are hobbled in their efforts to perform the function for which cities were created, to bring people together for diverse purposes easily and pleasantly. Therefore, relief of the City of Paterson's real estate tax load requires State and/or federal aid, primarily to meet the costs of education and poverty-related services.

### In sum

Paterson can and should become a metropolitan center serving a wide area surrounding it in Bergen, Passaic, Morris and Essex Counties—both to save the City from deterioration and abandonment and to save the countryside from being overrun by large urban facilities and traffic. It can become such a center if business and government take appropriate steps.

## NORTH JERSEY'S FUTURE

Paterson's potential has been studied in the context of (1) the 31-county New York Urban Region, (2) the four Northern New Jersey Counties of Bergen, Passaic, Morris and Essex, and (3) the lower portion of Passaic County consisting of Paterson, Passaic, Clifton, Wayne,

Little Falls, Haledon, North Haledon, Hawthorne, Prospect Park, Totowa, West Paterson, and Pompton Lakes.

Each of the three contexts requires consideration because they all have a bearing on the City's future. The entire Urban Region is tied together by economic and social threads that exert pressures on the whole as well as its component sectors. The North Jersey sector generally is one of the Region's most affluent and rapidly developing parts studded with pockets of tired urban fabric and social decay. Within the 66 square miles of Lower Passaic County are a dozen municipalities striving, in competition with each other, to attract ratables and to keep out consumers of municipal services. Yet together they constitute a healthy and growing common market in which actions in one part affect the remainder.

### Paterson's economic history

The manufacturing history of Paterson stands in direct contrast to North Jersey's economic future today. Even before its founding in 1792, the area seemed destined to become a manufacturing center. With abundant natural resources and a natural riverway, the location chosen by Alexander Hamilton has experienced manufacturing greatness. Occasional decline was always counteracted by new industries.

Shortly after the formation of Passaic County in 1837, Paterson was designated the county seat. By this time, it had become a transportation hub and was linked to the west and north by the Paterson-Hamburg Turnpike and other routes into Bergen County.

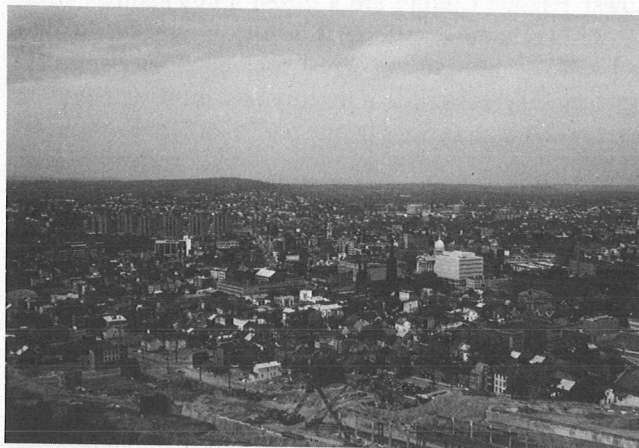
Paterson continued its industrial climb steadily between the 1830's and the Civil War, despite periods of depression and nationwide monetary failure. The 1857 depression closed nearly all the factories in the City, throwing 5,000 people out of work. Later, the production of silk surpassed that of cotton and wool, offering better wages and greater profit. During the same period, the locomotive industry developed and prospered. By 1882, Paterson was estimated to have a population of 55,000. Its per-capita debt was less than any other large city in New Jersey.

The turn of the century brought trouble, however. The depression of 1894 led to severe labor discord and fiscal despair. Caught largely unprepared with a large number of immigrants, the City was faced with shortages in housing, jobs, and public facilities. Wages were cut and strikes disrupted the entire economy. In the aftermath, the silk industry was damaged critically.

The 1929 depression marked the final demise of the silk and locomotive industries and unemployment soared. World War II brought full employment temporarily back to the City, as Curtiss-Wright became the War's largest airplane engine manufacturer, employing as many as 17,000 workers. The War's end, which brought prosperity to most, brought Paterson the opposite when Curtiss-Wright moved out in 1945.



Since the Second World War, a diversified economic base has been established in North Jersey, as a wide variety of manufacturing establishments either relocated from the Region's core or were newly established. But in Passaic County most of this development took place on vacant land in places such as Clifton and Wayne, leaving the older City of Paterson in need of a new economic base, faced with manufacturing decline and with emerging social ills and public-service needs.



The skyline of Paterson is devoid of private office buildings, unlike virtually any other downtown in the Region. Yet the Region's economy is shifting to office work and Paterson must attract its share, if it is to keep up with the economy.

### North Jersey growth

The growth rate of North Jersey is expected to continue to outpace the New York Urban Region as a whole, not only in population, but particularly in office construction and development of large population-serving facilities like universities and hospitals. Conversely, both the Region and North Jersey will increase only slightly in total manufacturing jobs, and Passaic County is expected to experience a net loss of such jobs.

Table 1 shows projected population changes for the various geographical areas analyzed in this report.

**Table 1.**

#### POPULATION CHANGE, 1965-1985

|               | 1965       | 1985       | Percent Change |
|---------------|------------|------------|----------------|
| Region        | 18,980,900 | 24,700,000 | 30%            |
| Four Counties | 2,567,100  | 3,430,000  | 34             |
| Lower Passaic | 402,500    | 445,000    | 10             |
| Paterson      | 147,100    | 160,000    | 9              |

Source: U.S. Bureau of the Census and Regional Plan Association

Of the four North Jersey counties, Morris will experience the largest population increase. Lower Passaic County's growth probably will slacken as its relatively few remaining vacant tracts are developed. Whether Paterson's population will increase (or should increase) is conjectural.

Employment expansion—mainly office and service jobs—will be the main reason for continued population growth in North Jersey.

**Table 2.**

#### EMPLOYMENT CHANGE, 1965-1985

|               | Region | Four Counties | Lower Passaic |
|---------------|--------|---------------|---------------|
| Manufacturing | 7%     | 7%            | — 5%          |
| Office        | 61%    | 76%           | 39%           |
| Other         | 40%    | 53%           | 23%           |

Source: Regional Plan Association

Office jobs are expected to increase by 115,000 in North Jersey over the twenty-year period, while jobs in manufacturing increase by only 22,500. Only Bergen and Morris Counties are projected to gain manufacturing jobs; the other two counties seem likely to lose, with Passaic County dropping about 5,000.

Except for manufacturing, growth of major urban activities is expected to proceed at a rapid pace in Bergen, Passaic, Morris, and Essex Counties.

**Table 3.**

#### NON-RESIDENTIAL FACILITIES NEEDED BY 1985

Assuming 900,000 more people in the four counties, 1965-1985

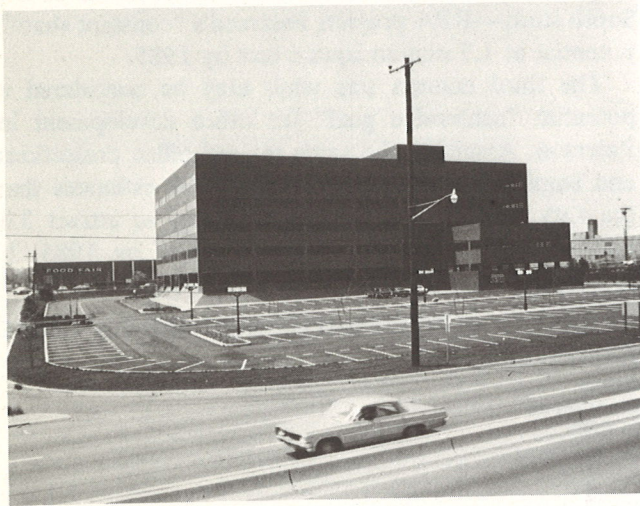
- 40 million square feet of office space at 280 sq. ft. per employee
- 19 universities at 5,000 students each (or their equivalent)
- 8 general hospitals at 450 beds each (or their equivalent)
- 9 department stores at 250,000 sq. ft. each (or their equivalent)

Source: Regional Plan Association

Table 3 illustrates the magnitude of expected growth in large region-serving facilities. For example, total full-time and part-time enrolled college students in the four counties totalled 62,000 in 1967. Assuming an increase in the college-age population and more of them attending some form of higher education, Regional Plan sees enrollment demand being about 158,000 by 1985. This indicates a need for roughly 95,000 additional college places, unless facilities are provided outside North Jersey or prospective students do not attend college.

Equally important as how many of these facilities are built is where they are built. North Jersey has splurged in its post-World War II expansion, consuming large tracts of land and scattering major activities that many people want to reach. The results are highway congestion, disadvantages to those without cars, and monotonous suburban sprawl that can sting one's sensitivities, is costly to service, and turns housewives into chauffeurs. The prospect is for continuation of this development pattern.





Most of North Jersey's recent office and retailing growth has scattered outside of existing downtowns. This consumed much more countryside than necessary. Recent examples are Willowbrook Mall in Wayne (top), an isolated office along Route 4 east of Paterson (center), and major new offices along Route 9W in Bergen County (bottom).

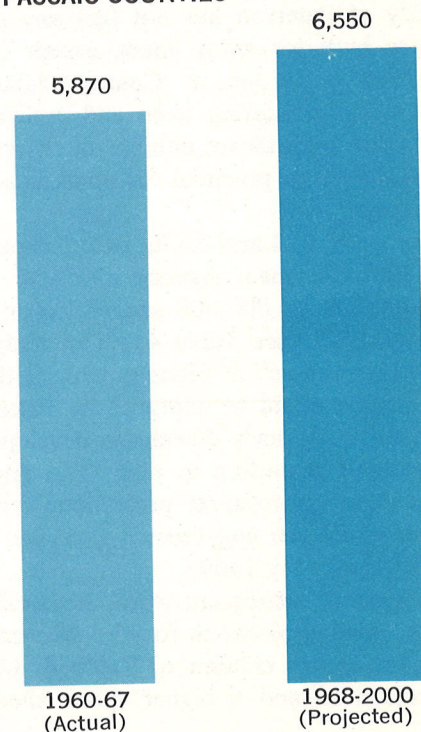
## Importance of office locations

Regional Plan has identified office development as the key shaper of regional form. Office buildings traditionally have been located in downtown business districts at the confluence of high-capacity public transportation routes. Executive decision making and business services have wanted close proximity and the downtowns provided it by bringing large numbers of people together in a relatively small geographic area.

In the New York Region, Manhattan has long been the "national center" and has continued to get the majority of office growth in the 31-county area. Regional Plan research on offices shows that Manhattan got half of the Region's office construction between 1963 and 1969. Only about 10 percent went into other downtown areas. But 40 percent has scattered in the suburbs. Between 1960 and 1967, the average annual increase in office jobs was 5,870 in Bergen, Passaic, Morris, and Essex Counties. According to construction statistics, the number of office projects in these counties increased every year in the 1960's to a high of 258 in 1969, with a total value of more than \$110 million in that year alone.

But the important point is that North Jersey's office growth is not expected to be a short-lived "boom." Regional Plan's projections indicate a long-term trend that will add 200,000 office jobs and 56 million square feet of office space to the four counties in the next 30 years. The average annual rate will be 6,550 jobs or ten percent more than the 1960's annual rate.

Chart 1.  
ANNUAL INCREASE IN OFFICE JOBS, MORRIS, ESSEX,  
BERGEN, PASSAIC COUNTIES







Typical new North Jersey office building.

What this means for the near future is 40 million square feet of new office space between 1965 and 1985. Part of this increment is already built—along Routes 9W, 4, 46, 17, and other highways. If current trends are continued, the vast majority of the next 40 million square feet will be housed in small roadside structures of perhaps 20,000 to 40,000 square feet each. At 40,000 square feet each, about a thousand office buildings will be required, plus highway and parking facilities to serve them.

An alternative to scattered office sites is large metropolitan centers, such as Newark, White Plains, or Paterson. In the Second Regional Plan, RPA recommends that much of the new office space to be located outside Manhattan by the year 2000 can and should be located in such centers. Recent performance shows only 10 percent going into the 15 largest subcenters. The goal of the Second Regional Plan is to raise this to about one third.

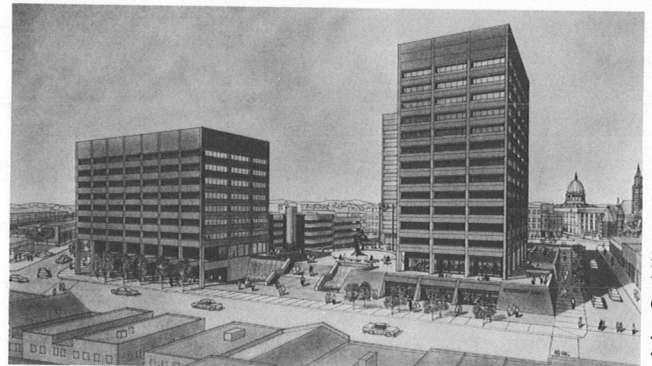
### Paterson as an office location

The City of Paterson has not had any major new office space built for many years, except for the recently-finished expansion of County facilities. It is known as a manufacturing town and, unlike Newark, never attracted a significant number of offices.

What is the City's potential for construction of new office buildings?

A recent study by Larry Smith and Company for the Paterson Redevelopment Agency estimated Paterson's office potential to be 800,000 square feet of new construction by 1985 (see Table 4). The study assumed that a "constant share" of office growth in Bergen and Passaic Counties could be captured by Paterson if the Redevelopment Agency's downtown development program proceeded according to plan. The Smith report relied on office employment projections contained in *The Future of Bergen and Passaic Counties* (Regional Plan Association, May 1969).

On the basis of subsequent work, Regional Plan has revised its office projections for the two counties, as shown in the center column of Table 4. Using these higher projections and a higher space allocation per



Proposed office plaza for downtown Paterson: Broadway Bank Building on right is scheduled to open in 1973.

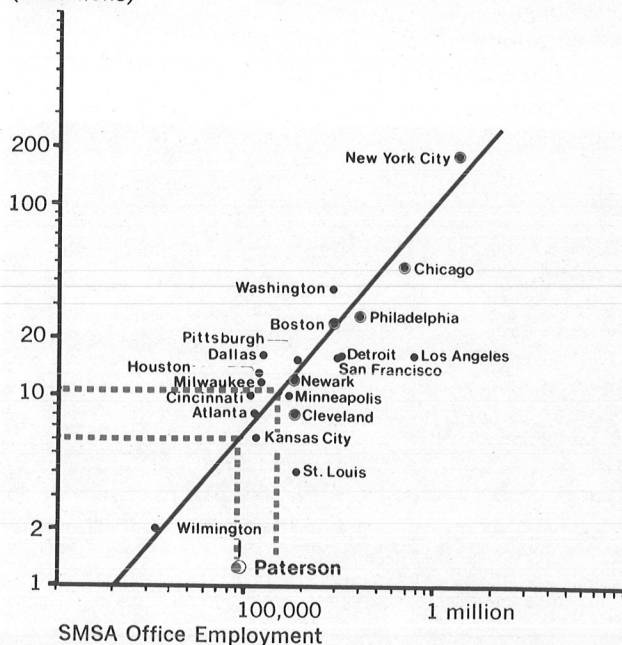
John Carl Warnecke

employee—but otherwise the same assumptions as the Smith study—RPA projects Paterson's "constant share" potential at 1.7 million square feet by 1985.

The third column sets what may be considered a potential "achievable goal" for office development in Paterson. Assuming the same revised office projections and employee space requirements, RPA estimates that the City could take the steps necessary to attract 3.3 million square feet of new construction by 1985. If

Chart 2.  
METROPOLITAN OFFICE EMPLOYMENT AND CBD OFFICE FLOORSPEACE, 1960

Office  
Floorspace  
in CBD  
(In Millions)



The chart shows the relationship between the number of office workers living in a metropolitan area and the square feet of office floorspace in its principal downtown. The downtowns above the line have more than the average share of their metropolitan area's office activity. Those below have less, and Paterson is the lowest of all. If Paterson had an average share of its metropolitan area's office activity in 1960, it would have had 6 million square feet of office space (the bottom line) rather than 1 million. The second line indicates Paterson's share of its metropolitan area's office activity projected to 1985, almost 11 million square feet.



Paterson emerges as a sub-regional office center and no compact center emerges elsewhere in Bergen or Passaic Counties, the City could conceivably gain 7 to 8 million square feet or more by the year 2000.

**Table 4.**

**POTENTIAL OFFICE GROWTH, PATERSON, 1970-1985**

|   | L. Smith<br>Projection | RPA<br>Projection | RPA<br>Potential |
|---|------------------------|-------------------|------------------|
| Office Employment<br>Growth, Bergen and<br>Passaic Counties,<br>1970-85 (000's) | 88.6                   | 103.7             | 103.7            |
| Office Employment<br>Growth, Paterson,<br>1970-85 (000's)                       | 6.5                    | 10.0              | 16.7             |
| Sq. Feet per Employee   | 200                    | 240               | 240              |
| Sq. Feet Required<br>New Construction<br>(millions)                             | 0.8                    | 1.7               | 3.3              |
| Number of Office<br>Buildings at 150,000<br>sq. feet                            | 5                      | 11                | 22               |

Source: Larry Smith and Company, *Office Space Demand, 1970-85, Paterson*; Regional Plan Association.

## PATERSON'S POTENTIAL

### Passaic County journey to work

Although Paterson did not have a dense employment concentration in 1960, Table 5 shows that the City was the largest employer in Passaic County. About 27,000 people commuted to Paterson from outside the City, substantially more than to any other place in the County.

**Table 5.**

**JOURNEY TO WORK, PASSAIC COUNTY AND NEWARK, 1960**

|             | Total<br>Work Trips | Residents | Non-Residents |
|-------------|---------------------|-----------|---------------|
| Paterson    | 62,000              | 35,000    | 27,000        |
| Passaic     | 32,000              | 11,500    | 20,500        |
| Wayne area* | 35,800              | 15,200    | 20,600        |
| Clifton     | 29,500              | 10,600    | 18,900        |
| Newark      | 231,000             | 105,700   | 125,000       |

\*Wayne, Pompton Lakes, No. Haledon, Haledon, Prospect Park, Hawthorne, Totowa, West Paterson, Little Falls

Source: U.S. Bureau of the Census and  
Regional Plan Association

Compared with Newark, Lower Passaic County clearly is without a predominant employment concentration. Its labor force commutes from every direction to several modest-sized employment centers, which, in the case of Paterson and Passaic particularly, are oriented in different directions. (See Maps 3 and 4)

Paterson drew its non-resident commuters in 1960 mainly from north-central and northwestern Bergen County (10,000) and the Passaic County communities

to its north and west (8,000). By contrast, the 1960 Census showed Passaic heavily oriented to Clifton (6,200 workers) and southern and central Bergen County (8,400). It drew lightly from other areas.

Illustrating their lack of centrality, both Clifton and the Wayne area had no compact employment concentration and drew their workers randomly from all directions. (See Maps 5 and 6)

Coverage by the County's two major newspapers also illustrates the different orientations of Paterson and Passaic. *The News* (Paterson) is predominantly a Passaic County daily, with 57,000 of its 75,000 circulation (1969) in the County—mostly in Paterson and its northern and western suburbs. This coverage corresponds with the Paterson commutershed. (See Map 7)

*The Herald-News* (Passaic) sells about 33,000 of its 85,000 daily circulation (1970) in Bergen County. Another 21,000 are sold in Clifton. This coverage corresponds very closely with the Passaic commutershed and together the two indicators trace that City's trade area fairly precisely. (See Map 8)

One point seems evident: Paterson and Passaic have separate areas of influence. Growth in one place is not likely to hinder development prospects in the other. On the contrary, one would hope that investor confidence in one city would help instill similar confidence in the other. Certainly, the two cities' real foe is random growth, and they can each expect to prosper to the extent they can work together to stem it.

### 1970 highway access

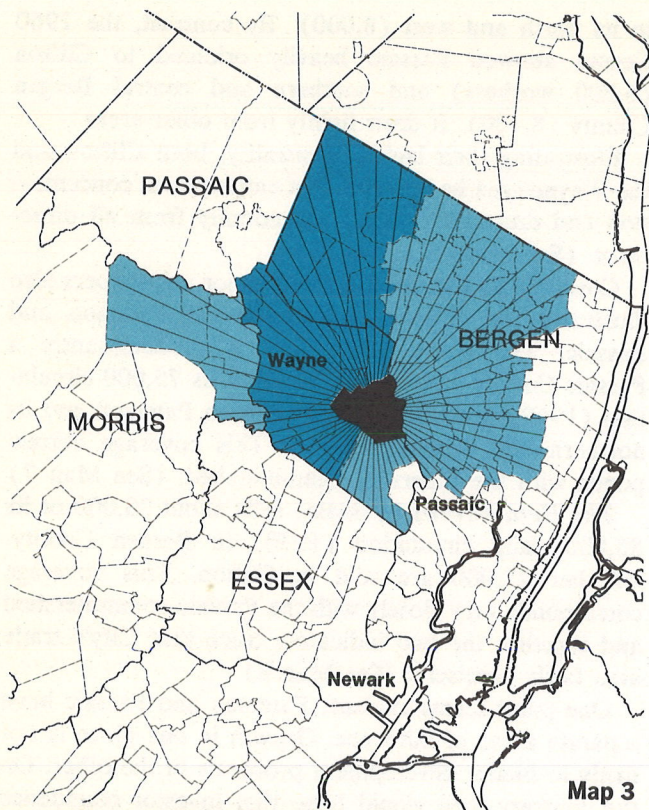
One of the most important measures of a center's potential is its accessibility to a wide range of people. By both automobile and public transportation, a metropolitan center needs a quick and efficient reach, not as wide or intensive as Manhattan, of course, but effective enough to bring workers, shoppers, and others into its compact core from all directions.

In spite of yet-to-be-resolved access problems, Paterson is within peak-hour reach of more than 1.4 million people by automobile today in 30 minutes. This encompasses all of Lower Passaic County and more than 80 percent of Bergen County's population. It is equivalent to a metropolitan community the size of Dallas, Texas.

About 80 percent of Passaic and Essex County residents and about half of Bergen and Hudson Counties are within 30 minutes of Passaic City and about half of Bergen and Hudson Counties—a total of 1.8 million people. This potential trade area, however, overlaps considerably with the 30-minute trade areas of Newark and Manhattan, being diluted somewhat by the strength of those larger centers.

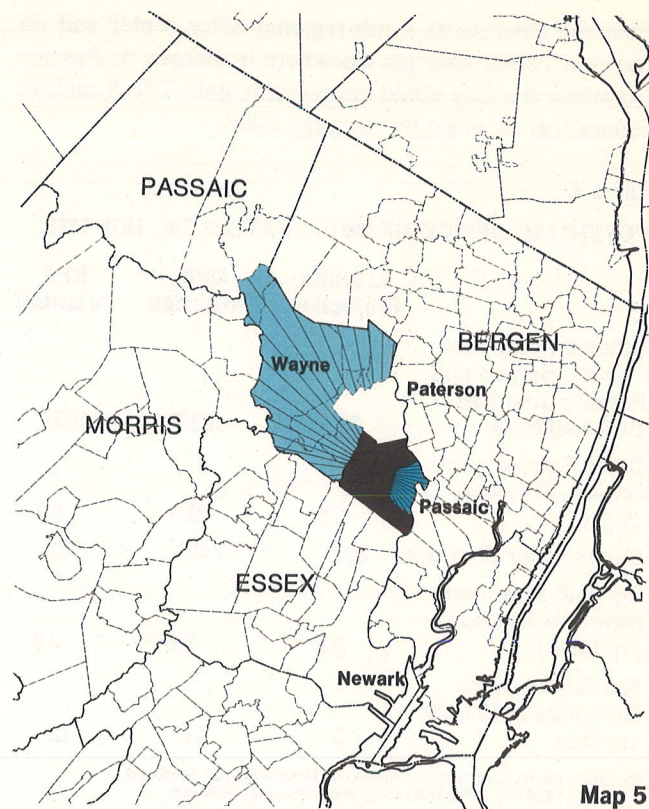
A central point in Wayne (intersection of Preakness and Valley Roads) is within a 30-minute drive of over 95 percent of Passaic County residents. In addition, limited portions of Essex and Morris Counties are with-





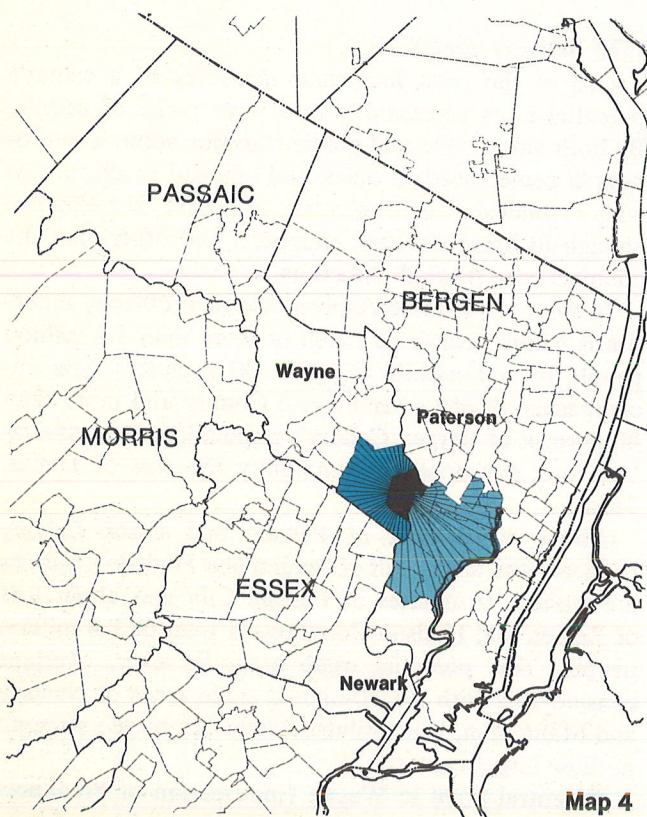
**PATERSON COMMUTERSHED, 1960**

- central city
- over 10% of resident labor force work in Paterson
- 5-9% of resident labor force work in Paterson



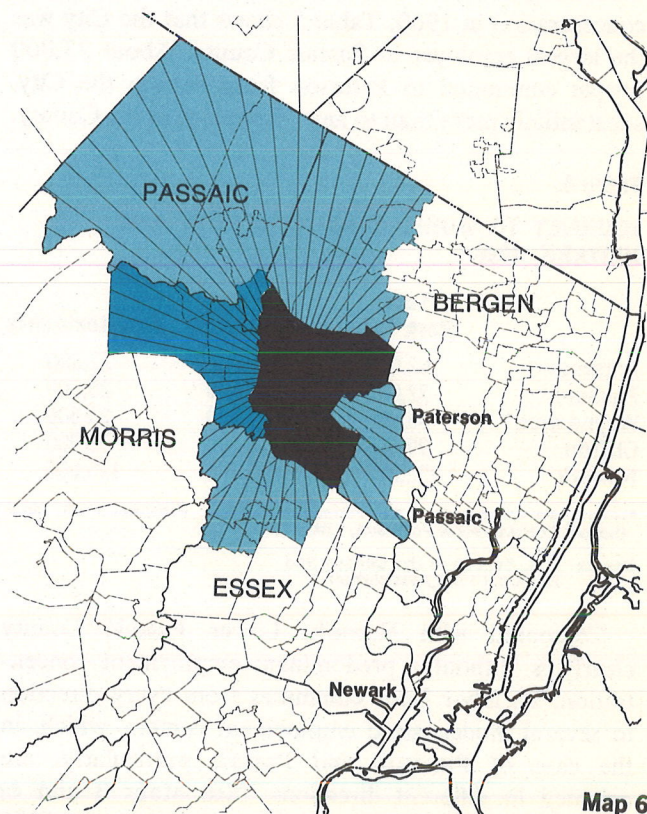
**CLIFTON COMMUTERSHED, 1960**

- central city
- over 10% of resident labor force work in Clifton
- 5-9% of resident labor force work in Clifton



**PASSAIC COMMUTERSHED, 1960**

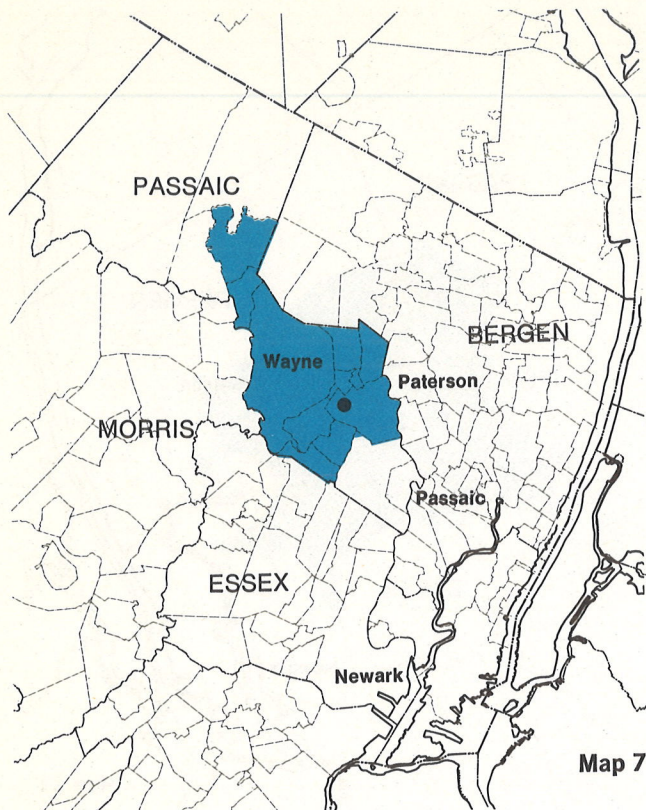
- central city
- over 10% of resident labor force work in Passaic
- 5-9% of resident labor force work in Passaic



**WAYNE (CENTRAL PASSAIC) COMMUTERSHED, 1960**

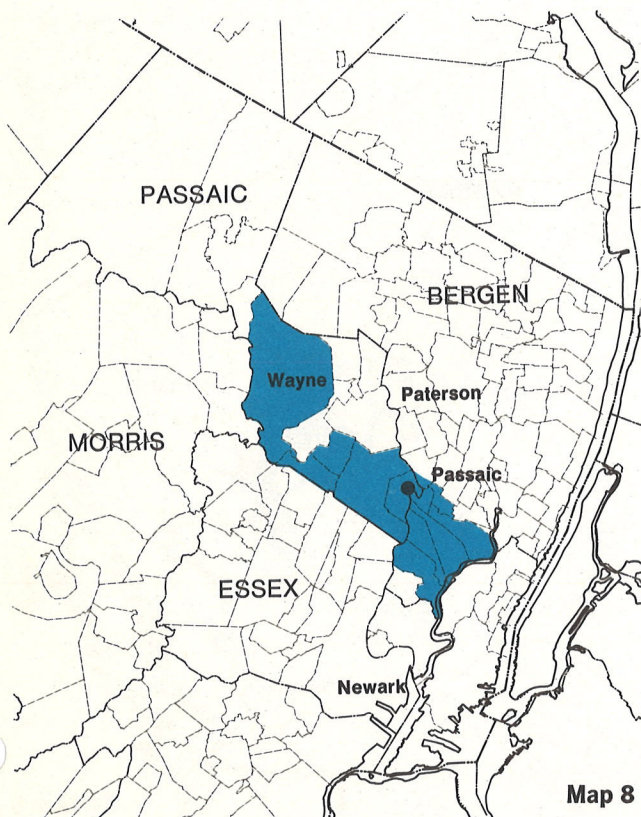
- central area
- over 10% of resident labor force work in Wayne (Central Passaic)
- 5-9% of resident labor force work in Wayne (Central Passaic)





**THE NEWS (PATERSON) 1969**

■ Newspaper Coverage 50% or More by Municipality



**HERALD NEWS (PASSAIC) 1970**

■ Newspaper Coverage 50% or More by Municipality

in 30 minutes but very little of Bergen. The half-hour commutershed covers 800,000 people.

Comparisons are summarized in Table 6.

**Table 6.**

**1960 POPULATION AND LABOR FORCE WITHIN 15 AND 30 MINUTES BY AUTOMOBILE IN 1970**

|          | Population (000's) |         | Resident Labor Force (000's) |         |
|----------|--------------------|---------|------------------------------|---------|
|          | 15 min.            | 30 min. | 15 min.                      | 30 min. |
| Paterson | 260                | 1,420   | 105                          | 630     |
| Passaic  | 330                | 1,860   | 150                          | 750     |
| Wayne    | 101                | 806     | 39                           | 320     |

Source: Regional Plan Association

Table 7 shows that 15 or 30 minutes will not get one very far by bus in Passaic County. Existing bus service has many limitations and provides decidedly inferior access compared with auto travel. Within 15 minutes, however, 86,000 people can reach downtown Paterson by bus, as opposed to 35,000 for Passaic and 4,000 for Wayne.

**Table 7.**

**1960 POPULATION AND LABOR FORCE WITHIN 15 AND 30 MINUTES BY BUS IN 1970**

|          | Population (000's) |         | Resident Labor Force (000's) |         |
|----------|--------------------|---------|------------------------------|---------|
|          | 15 min.            | 30 min. | 15 min.                      | 30 min. |
| Paterson | 86                 | 183     | 34                           | 73      |
| Passaic  | 35                 | 142     | 14                           | 60      |
| Wayne    | 4                  | 12      | 1                            | 4       |

Source: Regional Plan Association

### Future highway access

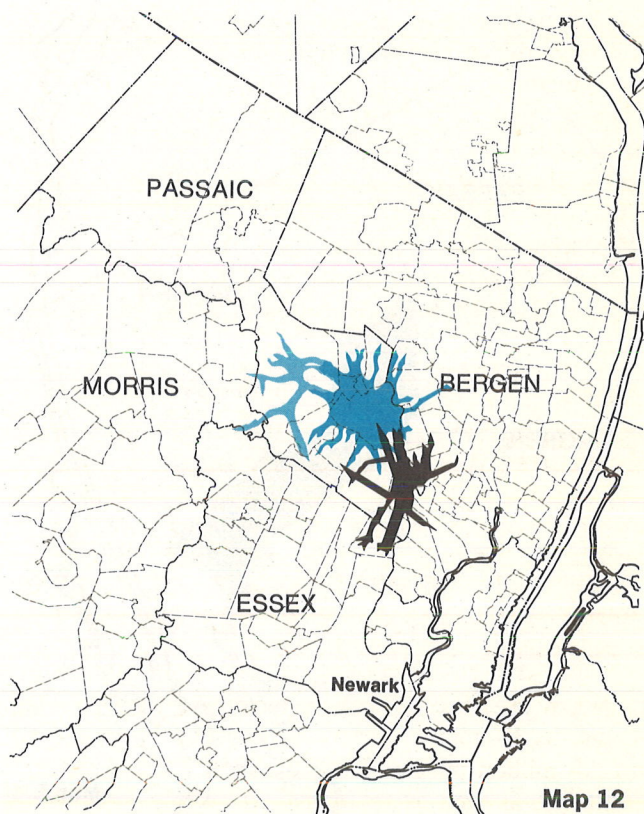
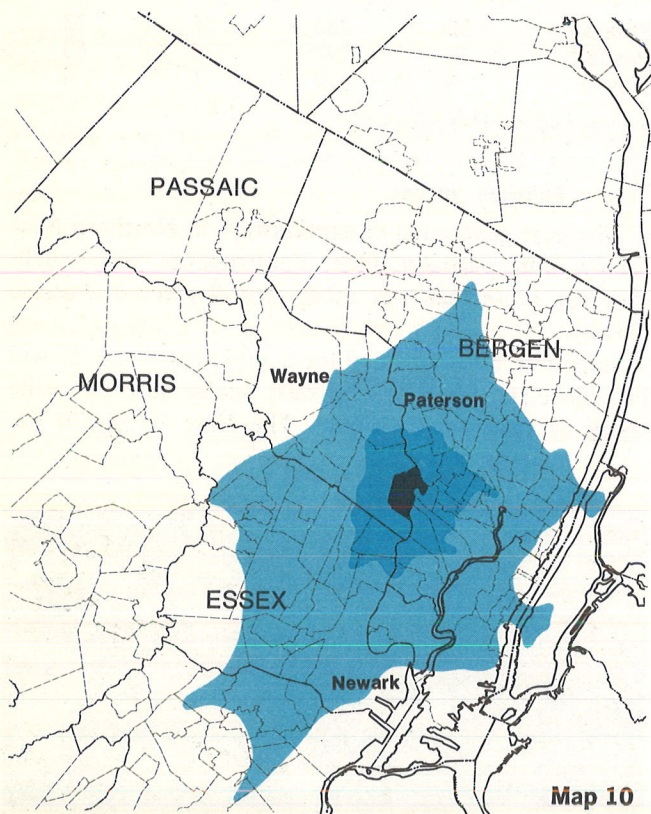
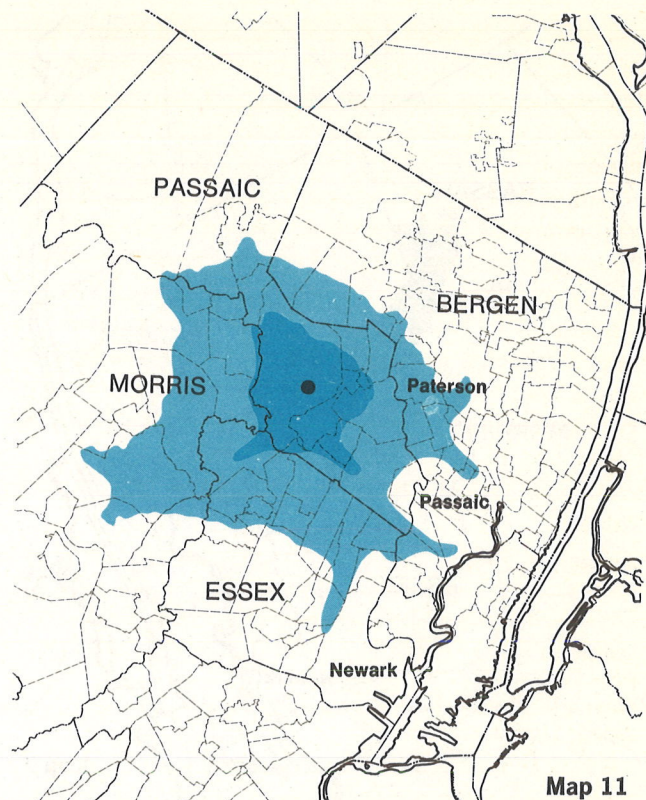
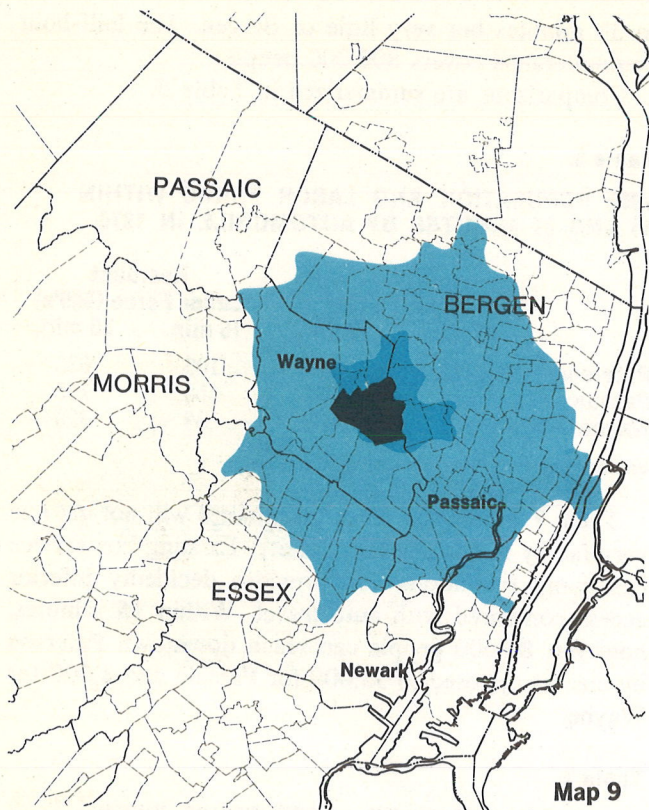
The next generation of expressways in Northern New Jersey, now partially under construction, will benefit Paterson more than any other central place in Passaic County.

Interstate 80, scheduled for completion in 1972, will provide eight lanes of east-west access just one mile south of Paterson City Hall. The New Jersey 20 ex-



Interstate 80 will provide direct expressway access between downtown Paterson and points to the east and west.







pressway will connect I-80 and the Garden State Parkway directly to an inner-loop roadway encircling the Paterson central business district. Property is being acquired for NJ-20 and it is scheduled for 1975 completion.

With completion of these currently-programmed highway improvements, Paterson will have substantially more lanes of expressway and arterial access than either Passaic or any part of Wayne. Table 8 gives a rough comparison of the difference. From the standpoint of vehicle capacity, downtown Paterson's major roadways will be able to deliver about 36,000 vehicles per hour, compared with 24,000 for Willowbrook Shopping Center and 18,000 for downtown Passaic.

**Table 8.**  
**HIGHWAY LANES INTO CENTRAL AREAS, 1980**

|                                    | Expressways | Other Major Roads |
|------------------------------------|-------------|-------------------|
| Paterson                           | 14          | 16                |
| Passaic                            | 6           | 12                |
| Wayne (Willowbrook area)           | 12          | 0                 |
| Wayne (Preakness and Valley Roads) | 0           | 5                 |

Source: Regional Plan Association

What this means for Paterson—and to a lesser extent for Passaic—is a vastly enlarged tributary population from which to draw workers and shoppers within 15 or 30 minutes. By 1985 (assuming I-80, NJ-20, and the CBD loop system are completed), downtown Paterson will be within a 30-minute drive of 2.8 million people—an increase of almost 100 percent over 1970. (See Map 1, page 2). This tributary area, the size of metropolitan Washington, D.C. today and larger than the St. Louis or Pittsburgh regions, is expected to include over 90 percent of Bergen-Passaic residents and 85 percent of Essex County.

Table 9 compares Paterson's tributary area by automobile in 1985 with downtown Passaic and central Wayne.

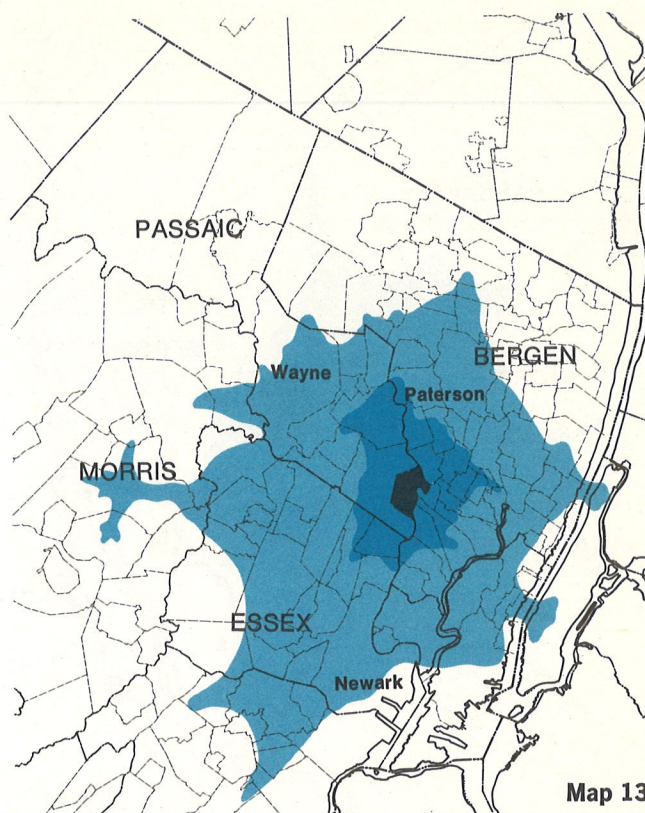
**Table 9.**  
**1985 POPULATION WITHIN 15 AND 30 MINUTES BY AUTOMOBILE (000's)**

|          | 15 minutes | 30 minutes |
|----------|------------|------------|
| Paterson | 735        | 2,760      |
| Passaic  | 670        | 2,710      |
| Wayne    | 230        | 1,080      |

Source: Regional Plan Association

When NJ-21 is finished, downtown Passaic will increase its 30-minute automobile coverage by 46 percent to 2.7 million people. Virtually all of Essex County is included, as well as two-thirds of Bergen and half of Hudson.

The central area of Wayne will increase by 130 percent the number of people within reach by car in 15



**Map 13**

**1985 ACCESS TO PASSAIC BY AUTOMOBILE**

■ central city  
■ 30 minutes  
■ 15 minutes

minutes, mainly because of population expansion occurring in the area. But traffic congestion on local arterials may reduce this, particularly due to the lack of expressway service. Lack of internal freeways may also be expected to hinder Wayne's 30-minute coverage, which is projected to increase less (34 percent) than either Paterson or Passaic. About 1.1 million people will be within 30 minutes by 1985.

Table 10 compares expected improvements in access between 1970 and 1985, by means of additional numbers of people reached.

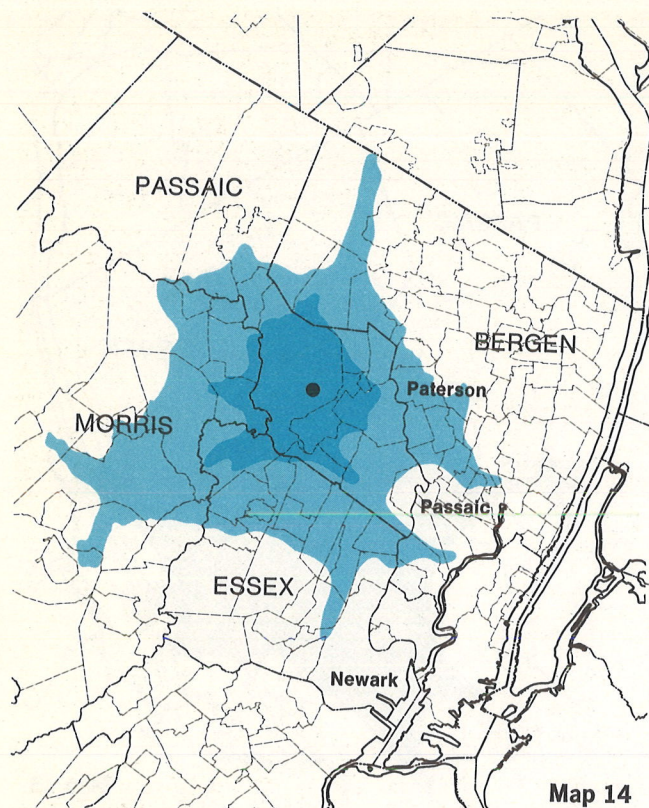
**Table 10.**  
**INCREASE IN POPULATION WITHIN 15 AND 30 MINUTES BY AUTOMOBILE, 1970-1985 (000's)**

|          | 15 minutes | 30 minutes |
|----------|------------|------------|
| Paterson | 470        | 1,340      |
| Passaic  | 340        | 850        |
| Wayne    | 130        | 270        |

Source: Regional Plan Association

Perhaps most striking is the projection that almost a half million more people will be within 15 minutes of downtown Paterson than presently. Of the 1.3 million more that will be within 30 minutes drive, 1.0 million are expected to be added from the white-collar suburbs of Bergen and Essex Counties.

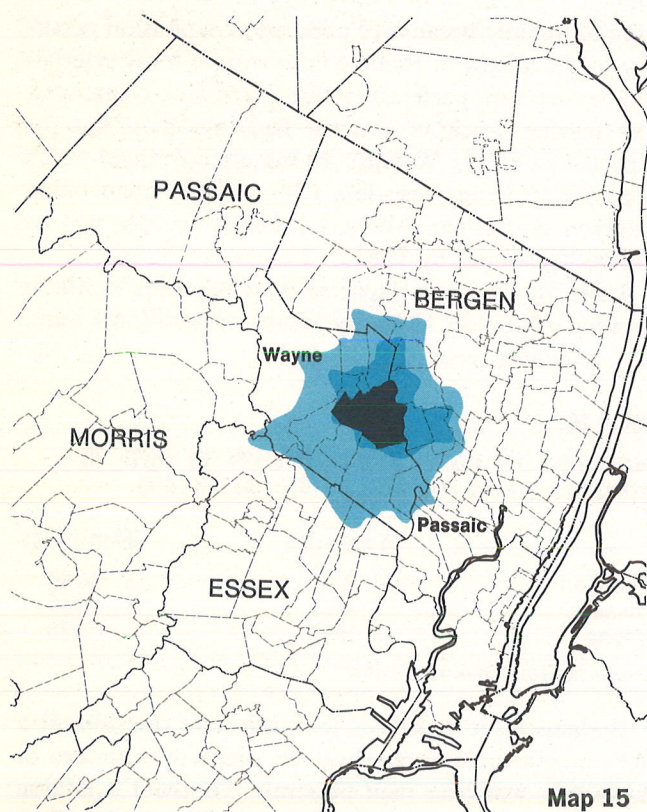




**1985 ACCESS TO WAYNE BY AUTOMOBILE**

■ central city  
 ■ 30 minutes  
 ■ 15 minutes

Map 14



**15 MINUTE AUTO ACCESS TO PATERSON**

■ central city  
 ■ 1970  
 ■ 1985

Note: 30 minute Auto Access to Paterson is shown on Map 1, page 2

Map 15

It is precisely these counties that have a high share of white-collar workers living in them now and are projected to add proportionately more than the Region as a whole. The four North Jersey counties, according to RPA estimates shown in Table 11, are expected to absorb two-and-a-half times as many white-collar families as they had in 1960. Paterson will be able to tap a huge office labor pool.

**Table 11.**

**RESIDENTIAL LOCATION OF WHITE-COLLAR OFFICE WORKERS, 1960-2000 (000's)**

|                | 1960  | 2000  | Percent Change |
|----------------|-------|-------|----------------|
| Region         | 1,971 | 4,496 | 128%           |
| Four Counties  | 262   | 647   | 147%           |
| Passaic County | 36    | 69    | 90%            |

Source: Regional Plan Association

**Other assets**

In addition to its improving transportation situation, Paterson has other assets and improvements underway which should be noted briefly.

**Vehicle entry to downtown.** A five-lane "inner loop" roadway is programmed to encircle the Paterson Central Business District. Part of the southern leg of the loop, along Ward Street, has been completed and final construction of the remainder is anticipated to coincide with completion of NJ-20, to which it will be directly connected. The automobile entry scheme will allow direct access to parking facilities adjacent to the loop.

**Parking.** The Paterson Parking Authority, working in concert with the Redevelopment Agency, is building decked parking structures to permit a relatively tight grain of office development. In the downtown area, it is estimated that there were 2600 parking spaces in 1970, some of which were temporary. Temporary lots will be replaced by vertical garages as redevelopment proceeds. Regional Plan estimates that three million square feet of new office space will require at least 8,000 parking spaces, if 60 percent of these workers arrive by car at an average of 1.2 people per car.

**Land availability.** The Paterson Redevelopment Agency has concentrated on meeting the capital-cost requirements of office development—i.e. land costs, site improvements, parking—and expects to make 29 acres of commercial land and 5 acres of residential available in the Central Business District over the next several years. Now cleared and ready for construction is a five-acre site on Market Street, between City Hall and the Erie-Lackawanna Railroad Station. This area constitutes the Redevelopment Agency's first-stage office project—two 150,000 square foot buildings of 14 stories each scheduled for 1973 completion.

**Tax limitation.** Within designated renewal areas, the New Jersey Urban Renewal Corporation Law of 1961,



## PATERSON'S DOWNTOWN ASSETS

The Paterson News



**Vehicle entry:** An Inner Loop roadway circling the downtown.



**Parking:** New parking structures as redevelopment proceeds.



**Land:** Downtown land cleared and prepared for redevelopment.

known as the Fox-Lance-Crane Act, permits a municipality to grant a period of tax limitations on improvements made through its renewal agency. In essence, the Act means that a renewal developer can be assured of a guaranteed tax limitation for up to 20 years. Office projects outside renewal areas normally face regular annual tax increases. It is expected that taxes foregone



**County facilities:** Passaic County offices in downtown Paterson.



**Services:** One of New Jersey's best libraries and other urban services.

by this arrangement are recouped by new development spurred by the office growth.

**Passaic County complex.** Being the County seat is a major asset for Paterson. The County has 214,000 square feet of floor space in the City including a recent investment of over \$6 million in a new court house and other improvements. County government is growing and assuming greater responsibility for a variety of functions. Passaic County's budget increased 163 percent between 1960 and 1970, from \$9.5 million to \$25.0 million.

**Urban Services.** As a major city with 150,000 residents, Paterson already has many of the facilities necessary to support an influx of new jobs. It has one of New Jersey's best libraries in Danforth Memorial, medical facilities, higher education providing evening study programs, a wide range of retailing, restaurants, law offices, travel agencies—all of which add up to an urban downtown of choice and opportunity.

The Paterson News

The Paterson News



## OBSTACLES TO BE OVERCOME

It would be naive to assert that Paterson's assets outweigh the obstacles to be overcome. This is not yet so. But Paterson's potential is rapidly evolving—if its assets are capitalized on, its obstacles can be overcome.

### Single-purpose economy

The root of Paterson's problems, perhaps, is its traditional single-purpose economy. The City has been a manufacturing center by design, but that is of a passing economic era. Manufacturing in the New York Region no longer is growing over-all and, where it is relocating, it wants space—a lot of horizontal space. Paterson has neither space nor easily-redeveloped land.

Paterson definitely should do everything in its power to retain existing industry. But automation and the attractiveness of locating new facilities on one floor on large sites are slowly changing the composition of the City's factory production jobs, which ranged from 24,000 in 1954 to 22,000 in 1963 to 23,000 in 1967, but shifted to a larger number of smaller establishments.

Office and service jobs, Regional Plan has emphasized, will increase throughout the Region while manufacturing jobs shift from New York, Paterson, and other old cities but will not increase absolutely. New York City, for example, is projected to drop from 740,000 manufacturing jobs in 1965 to 670,000 in 1985.

Such a trend is creating two obstacles which Paterson, other old cities, and the Region must face. First, manufacturing decentralization is aggravating the mismatch between where lower-income people can live (the older cities) and where moderate-skilled jobs are available (the suburbs). Second, the gap between skills required by the economy and those available among a large segment of the Region's population—particularly minorities—may be alleviated only slightly by 1985. Thus, almost 70 percent of all jobs in 1985 will be "skilled," but only 45 percent of the black labor force will have such skills. And 30 percent of all jobs are expected to be semi-skilled or unskilled, but 55 percent of the black labor force will be looking for such jobs.

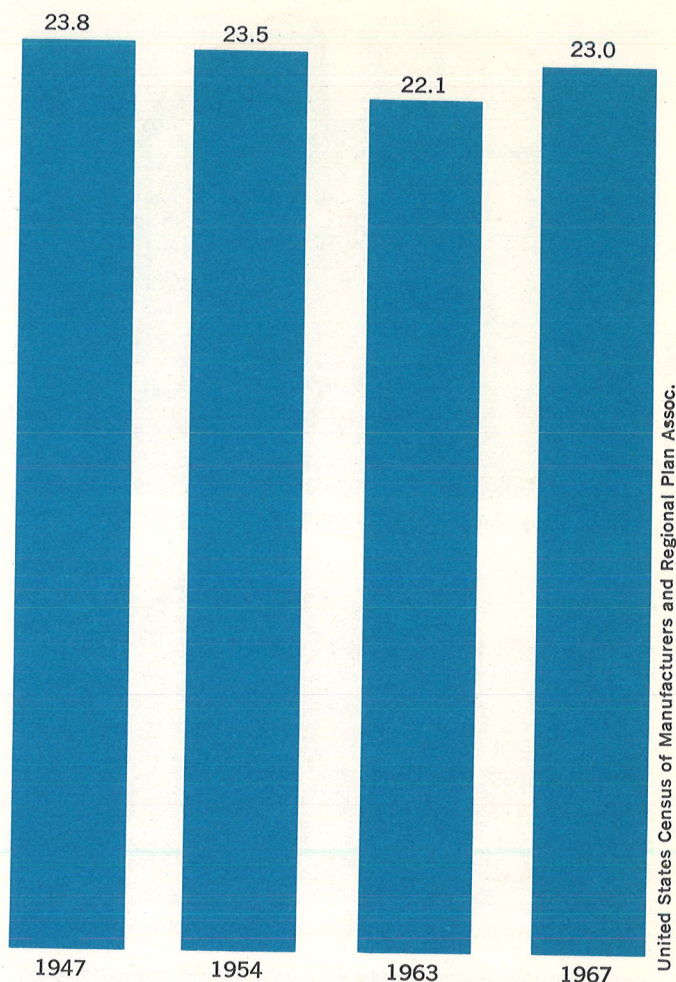
If present trends continue, then, jobs for many Paterson residents will be located far outside the City and many other jobs will require such high skills that the minority labor force will be unprepared for them. Required to change this are radically different housing and manpower-training policies and programs.

### Housing

Paterson not only has an antiquated economic base; it also has an aging housing stock. According to the 1960 Census, 88 percent of the City's housing was built prior to World War II. The comparable figure for all of Bergen and Passaic Counties is 56 percent.

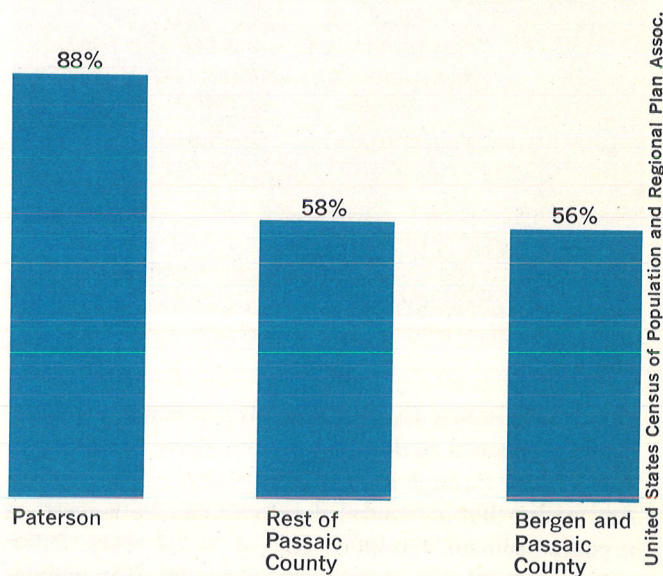
Older, less-costly housing is a major reason for the concentration of minorities in Passaic County's two old

Chart 3.  
FACTORY PRODUCTION JOBS, PATERSON  
(In Thousands)



**First in Industry.** Through great effort, Paterson has stabilized its factory employment while other types of employment declined in the City. But factory production jobs in the Region are not growing.

Chart 4.  
PERCENT PRE-WAR HOUSING, 1960

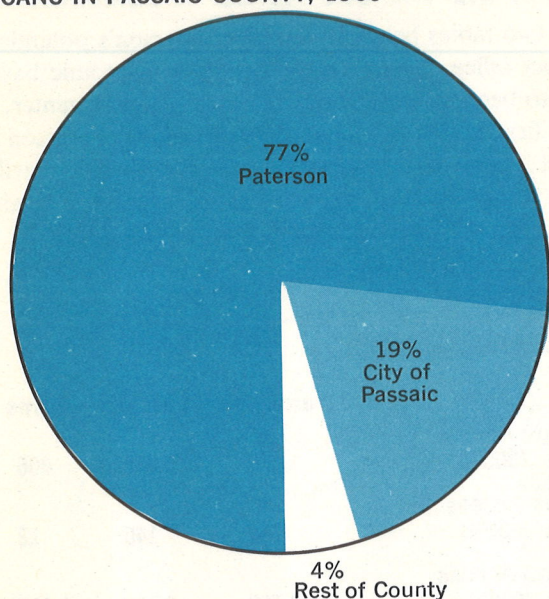


**Old Housing Stock.** Very little new housing has been built in Paterson since World War II.



Chart 5.  
RESIDENTIAL LOCATION OF BLACKS AND PUERTO  
RICANS IN PASSAIC COUNTY, 1960

United States Census of Housing and Regional Plan Assoc.



**Restricted Housing Opportunity.** Since 1960 the black population of Passaic County has increased 84 percent and Paterson's share has remained the same.

cities. There is a dramatic shortage of suburban housing that blacks and Puerto Ricans can afford. Paterson had 35 percent of the County's population in 1960 yet 77 percent of its minorities; another 19 percent lived in Passaic, while the rest of the County had a mere 4 percent.

Not only Paterson, but the suburbs and entire Region as well, are falling increasingly behind in meeting housing needs. Table 12 outlines the need in terms of units for new households and units to replace or rehabilitate those that become obsolete.

Table 12.  
HOUSING NEEDS, 1960-1985

|                | Rehabilitation<br>or Replacement<br>(units) | New<br>Households<br>(units) | Total<br>Needs<br>(units) |
|----------------|---|------------------------------|---------------------------|
| Region         | 1,750,000                                   | 2,473,000                    | 4,223,000                 |
| Passaic County | 25,875*                                     | 37,400                       | 63,275                    |
| Paterson       | 18,750**                                    | 2,500                        | 21,250                    |

Source: Regional Plan Association and  
U.S. Census of Housing

\*The 1960 Census of Housing found 16,784 deteriorating or dilapidated units in the County.

\*\*The 1960 Census of Housing found 10,038 deteriorating or dilapidated units in the City.

Paterson has about 75 percent of the County's obsolete housing stock; all of it urgently requires rehabilitation or replacement. In recent years, the City has been building about 50 housing units a year, as shown in Table 13, while it needs 17 times that many. Just to meet the relocation requirements of the downtown renewal program will require an estimated 200 units a year. The County as a whole is building half of what



Though there is a great deal of well-maintained and even handsome housing in Paterson, high taxes and a reputation for mediocre schools have limited the interest of middle-income families in living in the City.

it needs, and the Region's housing gap, which was 70,000 units a year in 1968, is now closer to 100,000.

Table 13.  
ANNUAL HOUSING NEEDS VS.  
CURRENT AUTHORIZATIONS

|                | Annual<br>Authorizations |         | Average Annual<br>Rate Needed:<br>1960-1985 |
|----------------|--------------------------|---------|---|
|                | 1960-65                  | 1966-68 |   |
| Region         | 132,000                  | 97,000  | 170,000                                     |
| Passaic County | 2,928                    | 1,391   | 2,530                                       |
| Paterson       | 640                      | 50      | 850   |

Source: Regional Plan Association and  
U.S. Department of Commerce data

### Other old city problems

An aging physical plant, antiquated housing, and concentration of the poor have severely burdened Paterson and Passaic. Consequently, the two old cities must tax their residents and businesses heavily to meet the costs of municipal operations.

Table 14.  
EQUALIZED PROPERTY TAX RATES, 1969

|          | Rate   | Percent Greater<br>than Clifton |
|----------|--------|---------------------------------|
| Paterson | \$4.61 | 103%                            |
| Passaic  | 4.00   | 76                              |
| Wayne    | 2.80   | 23                              |
| Clifton  | 2.27   | —                               |

Source: New Jersey Department of Community Affairs,  
Division of Local Finance



Per-capita general-purpose expenditures by Paterson, Passaic, Wayne, and Clifton are fairly similar. But Table 14 points out that property taxes are markedly higher in Passaic and Paterson than in Clifton and Wayne.

Perhaps the most important obstacle facing Paterson is its image. The City is felt by many to provide a generally low level of municipal services, from utilities and schools to safety in the streets. Crime is often mentioned as the single greatest problem.

Table 15 compares Paterson's crime rate with all of Bergen and Passaic Counties. For the first six months of 1970, Paterson had 12 percent of total crimes reported to the Federal Bureau of Investigation from the two counties. That rate is comparable to its share of population and employment. However, it had a disproportionate share of some crimes and lesser shares of others.

**Table 15.**  
**CRIMES REPORTED TO FBI, JANUARY-JUNE, 1970\***

|                     | Paterson as a Percent of<br>Bergen and Passaic Counties |
|---------------------|---|
| Murders             | 34%   |
| Forcible Rapes      | 12  |
| Robberies           | 28  |
| Aggravated Assaults | 18  |
| Burglaries          | 14  |
| Larcenies, \$ 50 +  | 3   |
| Auto Thefts         | 21  |
| <b>Total Crimes</b> | <b>12</b>   |
| Population, 1960    | 10  |
| Employment, 1960    | 12  |

Source: Federal Bureau of Investigation,  
Uniform Crime Reporting, January-June, 1970

\*Comparable data were not available for earlier years.

On the other hand, Paterson appears to experience relatively fewer crimes per capita than similarly-sized cities in the Tri-State Region (Table 16). Only Jersey City and Elizabeth among the eight cities reported fewer crimes per capita in 1970.

**Table 16.**  
**COMPARATIVE CRIME RATES, JANUARY-JUNE, 1970**

| City                         | Population<br>1960 (000's) | Total Crimes Reported<br>as Percent of Population |
|------------------------------|----------------------------|---|
| Newark                       | 405                        | 3.7%  |
| Trenton                      | 114                        | 3.1   |
| Bridgeport                   | 157                        | 2.8   |
| Camden                       | 117                        | 2.8   |
| New Haven                    | 152                        | 2.8   |
| Paterson                     | 144                        | 2.2   |
| Elizabeth                    | 108                        | 2.0   |
| Jersey City                  | 276                        | 1.3   |
| Bergen & Passaic<br>Counties | 1,371                      | 1.9   |

Source: Federal Bureau of Investigation,  
Uniform Crime Reporting, January-June, 1970

## OVERCOMING THE OBSTACLES: A SUMMARY

The two tables below summarize Paterson's potential to attract office development—as a new economic base—and to become a metropolitan multi-purpose center.

The first, Table 17, quantifies downtown Paterson's greatest asset—transportation access—which will emerge from current highway improvements. Passaic and Wayne will also benefit but not quite as much.

**Table 17.**  
**COMPARATIVE ACCESS**

|                                      | Paterson | Passaic | Wayne |
|--------------------------------------|----------|---------|-------|
| 1970 Auto Access<br>30 mins. (000's) | 1,420    | 1,860   | 806   |
| 1970 Bus Access<br>30 mins. (000's)  | 180      | 140     | 12    |
| 1985 Auto Access<br>30 mins. (000's) | 2,760    | 2,710   | 1,080 |

Source: Regional Plan Association

Paterson will derive a 100 percent increase in general accessibility when routes 80 and 20 are completed. However, the City's office potential will not be realized by improved access alone; as Table 18 indicates, improvements are underway basically through transportation and urban renewal, while immediate attention is needed in many other center-building considerations.

**Table 18.**  
**PATERSON'S OFFICE POTENTIAL**

|                                   | Improvements<br>Underway | Immediate<br>Attention<br>Needed |
|-----------------------------------|--------------------------|----------------------------------|
| Access to labor                   | +                        |                                  |
| Access to population              | +                        |                                  |
| Vehicle entry to downtown*        | +                        | X                                |
| Parking*                          | +                        | X                                |
| Bus Service                       | —                        | X                                |
| Rail access                       | —                        | X                                |
| Land availability                 | +                        |                                  |
| Site preparations                 | +                        |                                  |
| Property taxes<br>(renewal areas) | +                        |                                  |
| Utilities*                        | +                        | X                                |
| Housing opportunities             | —                        | X                                |
| Shopping opportunities            | —                        | X                                |
| Educational facilities            | —                        | X                                |
| Public safety                     | —                        | X                                |
| Environmental amenity             | —                        | X                                |

\*Some improvement is underway but immediate attention on other aspects also is required.

Source: Regional Plan Association

Transportation improvements will considerably enhance Paterson's access to one of the best and most diversified labor markets outside New York City. Within 30 minutes of Paterson, there will be white-collar and blue-collar workers of all skill levels.



Immediate attention, however, is needed to assure that people can drive right into the downtown area to a place to park. Work on NJ-20 and the inner loop needs to be accelerated and new parking facilities will have to keep ahead of demand.

Improved mass-transit service needs priority attention. Bus service is deteriorating and only 200 people a day use the Erie-Lackawanna Railroad at Paterson. Direct rail service to Pennsylvania Station (Manhattan) would give Paterson's office prospects a major boost by providing a direct link to the Manhattan Central Business District. Improved bus service requires a single terminal that does not now exist.

The City's downtown renewal program has improvements underway: land has been made available, sites are being cleared and prepared for office buildings, and property-tax abatement is assured.

However, the greatest need for immediate attention is in the general area of social conditions and image. While the necessary physical framework is being readied, opportunities for housing, white-collar education, shopping diversity, confidence in public safety, and environmental amenity are not satisfactory in Paterson. Immediate attention is urgently needed in all of these areas.

## NEXT STEPS

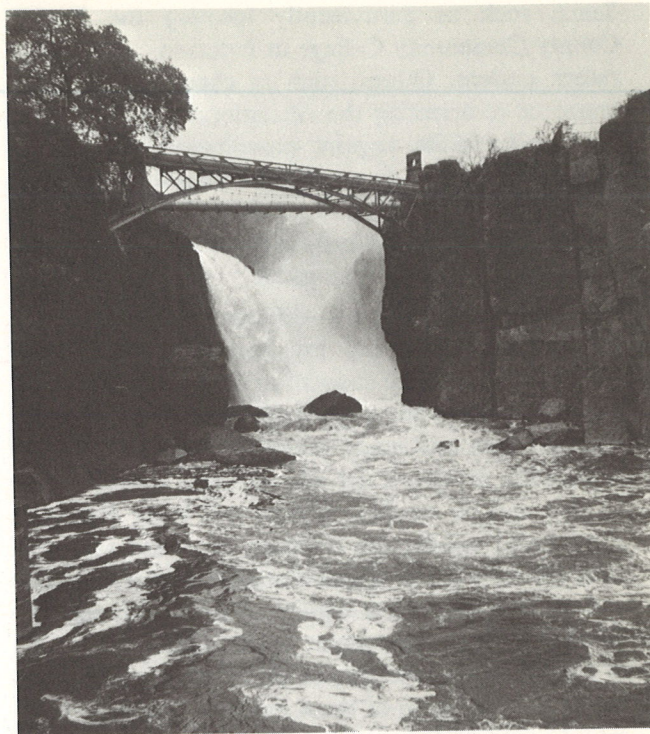
Regional Plan's conclusion is that Paterson shortly could have the basic ingredients necessary to become the capital of the Bergen-Passaic area once again—a metropolitan center of the type suggested in *The Second Regional Plan*.

A new metropolitan center can be created at Paterson, because transportation and downtown renewal improvements are creating the right physical conditions. But additional ingredients are essential. The City's social condition and image in particular need immediate attention.

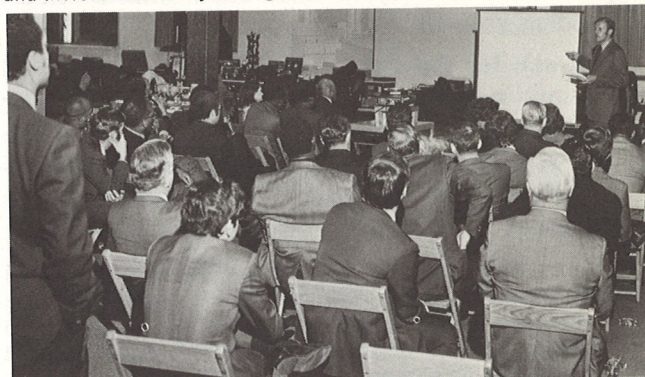
To move forward, next steps will require action by three different groups: (1) the City's leadership—government, business, labor, black, white, and Puerto Rican; (2) North Jersey's leadership—especially County, business, and inter-municipal interests; and (3) the State—its legislative and executive leaders and key agencies. The potential of Paterson and the State's other old cities will not be realized by the efforts of their residents alone. Many people must be involved for success; many people will benefit by success.

### City-wide consultation

This report is not a development plan for the City, nor should it be considered the final word on what steps should be taken to realize the City's potential. It is an evaluation, with suggestions for changes in the way things have been done, that should be placed before all residents of Paterson for their reaction.



The view of Paterson from outside will affect the City's future. That image can and must be changed by improvements such as a diversified park at the Great Falls (above), downtown design standards, and increased amenity throughout the City.



If Paterson is to achieve a new direction, all segments of the community must participate in setting and achieving those goals. Above, the first public meeting to explore the issues raised by this report.

Two steps appear desirable. First, summary presentations of this report could be made before a number of community groups. Each meeting could be structured to elicit comments and these would be recorded. What do Paterson residents think of the directions suggested? Second, the City's leadership could be organized into a widely-representative advisory group. The function of this group would be to evaluate RPA's report and consider steps required to make Paterson a metropolitan center. It might be called the "Committee on The Future of Paterson," have professional staffing, and be officially recognized by the City.

The Committee's programs might include the following items:

1. **Immediate actions**—short-range objectives and ways of reaching them need careful consideration.



Some, such as permanently locating the Passaic County Community College in Paterson, may appear rather evident. Others, such as changing the City's image or re-orienting the educational system toward white-collar skills, require examination with careful consideration of their possible ramifications. A single image-building project, for example, if launched hastily without careful evaluation of its consequences, could do more harm than good.

2. **Community support**—different community interests in the City are involved with specific objectives of immediate concern to them—housing, education, industrial and commercial development, municipal services and many others. If Paterson is to be revitalized, many—if not all—of these individual objectives can be reached. Offices will bring economic vitality and solidify the tax base; increased tax revenues can be used to upgrade municipal services, education, and housing; a variety of new jobs will help provide added employment opportunities.

A Committee on the Future of Paterson can seek to marshal a coalition of these interests. Through community support for common objectives, Paterson will be able to go a long way toward realization of its potential. But everyone must know what a center-building program will mean to them.

3. **Goals for Paterson**—The City and the proposed Committee on the Future of Paterson should consider establishing a "Goals for Paterson" program. On July 4, 1970, in its report to the President, the American Revolution Bicentennial Commission posed a challenge:

The Commission recommends, Mr. President, that you issue a Call for Achievement—a nationwide summons to the people of each community to formulate goals for local achievement by 1976. People should be urged to survey together the conditions of their community in all areas of mutual concern and thereafter, by consensus, to determine their goals—their shared aims—the ways to and the priorities for achieving them. Every citizen should be challenged to help find answers to the question: "Where should we be, and what should we do by 1976?"

Paterson should take up the challenge, which is so relevant to its current situation. Some cities may be chosen for special Federal assistance in this effort. Paterson could be one.

Why not Paterson? This report can serve as a starting point. Other elements of a city-wide consultation on the City's future could contribute to the formation of an effective goals program.

### State action

The State of New Jersey holds the key to Paterson's future. State and Federal investments—through highways and urban renewal—are helping to create the necessary physical framework for downtown revival. If

these investments are to be capitalized on and a metropolitan center is to emerge, the State must adjust the plans and programs of virtually every State agency to fit this conception.

Examples of immediate and far-reaching State actions are:

**Suggested policy on route 20 in Paterson.** To attract office development and other regional activities to Paterson Center urgently requires direct expressway access to the City's downtown. This access, however, should not be achieved at the expense of features which make downtown Paterson distinctive. In the design of the Paterson Peripheral, the following criteria must be met: a) as many as possible of the historic factory buildings in the Great Falls/SUM Historic District must be preserved; b) the system of water races, the backbone of the historic district and a major potential amenity of Paterson, must remain intact; c) ample visual as well as pedestrian access from the Central Business District to the Passaic River must be provided; and d) the highway and its distributor ramps must function as an integral part of the downtown street system, making maximum use of available street capacity.

On that basis:

1. Route 20 and the southern half of its interchange with Interstate 80 can and should be completed according to existing plans as soon as possible, with temporary roadways providing interim access to the CBD and to I-80 ramps.

2. The drainage main from the interchange to the Passaic River should be completed concurrently, provided that the Middle Race is restored at the point where the main passes under it; other than that the main does not violate any historically or naturally valuable objects.

3. The remainder of Route 20 construction from Slater Street to Straight Street should await a basic revision of the current design which has five serious flaws:

- a) It destroys 25 out of 60 historically valuable buildings in the historic district.
- b) It completely obliterates the parks-like system of water races, and blasts off the scenic rock formation at its head.
- c) It separates the Central Business District from the River with an embankment, numerous retaining walls, and up to 7 parallel roadways.
- d) It concentrates a number of the most important on- and off-traffic movements at one point, where there is, in addition, heavy local through traffic; a projected daily volume of some 50,000 vehicles (at Marshall Street and Wayne Avenue Extension) would require a city street some 10 lanes wide.
- e) At the same time, some of the numerous collector-distributor roads are redundant, duplicating of parallel city arterials.



The potential of Paterson as a center for northeastern New Jersey is predicated on greatly enhanced access and amenity which the highway will promote or destroy.

The policy outlined above has been accepted in principle by the State Department of Transportation. Alternative designs were made available by Regional Plan to State and City officials. Further work is in progress.

**Other transportation improvements.** Considerable thought should be given also to replanning the future North Jersey expressway network to provide greater focus on Paterson. The proposed Cross-Bergen Expressway should be realigned and made part of a radial network of expressways focused on Paterson from the north.

The experience of spontaneously-developing office subcenters—such as White Plains, Greenwich, Stamford—indicates that fast rail service to Manhattan is an important element in attracting office development. It makes possible the maintenance of efficient linkages with the Region's center; in the future, when the Region's two largest airports—Kennedy and Newark—will become accessible by rail, the importance of this linkage will increase. At present, rail service from Paterson to Midtown Manhattan is, as Table 19 indicates, so circuitous (via Hoboken) as to be virtually nonexistent. Nor is bus service very convenient. However, this situation can be radically changed with a relatively modest investment in capital funds, by linking the Paterson Erie-Lackawanna tracks with those of the Pennsylvania Railroad at Secaucus, enabling direct access into Pennsylvania Station, Manhattan.

**Table 19.**

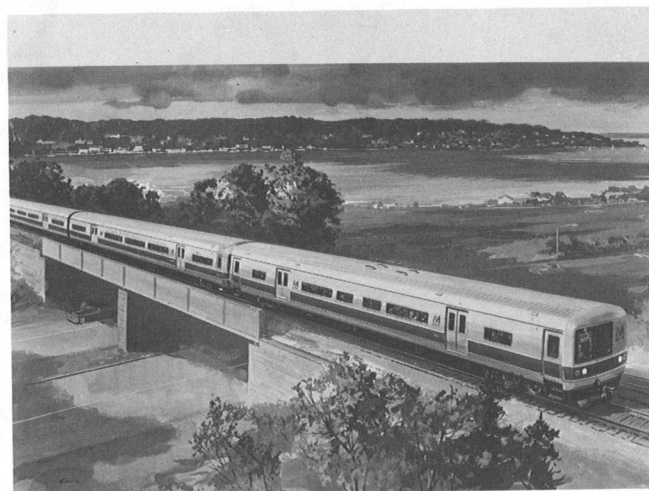
**EXISTING AND POSSIBLE TRAVEL TIMES  
FROM PATERSON TO MID-MANHATTAN**

|                |   |
|----------------|---|
| Auto, existing | ..... 44 min.                               |
| Bus, existing  | ..... 61 min.                               |
| Rail, existing | ..... 78 min. (51 minutes net running time) |
| Rail, future   | ..... 37 min. (18 minutes net running time) |

Pennsylvania Station's capacity to accept additional trains from the west is limited, and so priorities have to be given careful consideration; past thinking has favored providing entry for additional trains from southern New Jersey. However, with a transfer at Newark, southern New Jersey presently does have rail access to Midtown Manhattan, whereas the northern sector of the Region does not (except via PATH to 33rd Street). The relative improvement in service for the northern sector would be much more dramatic: valuing the time of present and diverted users at only \$1.50 an hour, the annual benefit of the improvement would be about \$7 million, which compares most favorably with the estimated capital cost in the order of \$30 million. Moreover, the improvement dovetails with regional plans of the New York Metropolitan Transportation Authority

to operate turbo-electric trains from Penn Station via Suffern to Stewart Airport in Orange County. Of course, operating agreements with the MTA should stipulate that these trains stop in Paterson. Two trains an hour in each direction would provide adequate service and would not overload Penn Station.

Concurrently, the Paterson railroad station should be reconstructed as a transportation center, including a bus terminal for bus lines presently focused on downtown Paterson, which would thus also serve suburban commuters. An airport check-in facility for northern New Jersey should be incorporated in the transportation center. In the longer range future, it should also become one of the terminal points for rapid transit service to the proposed 48th Street rail tunnel under the Hudson, preferably following the old Susquehanna Railroad right-of-way through Bergen County.



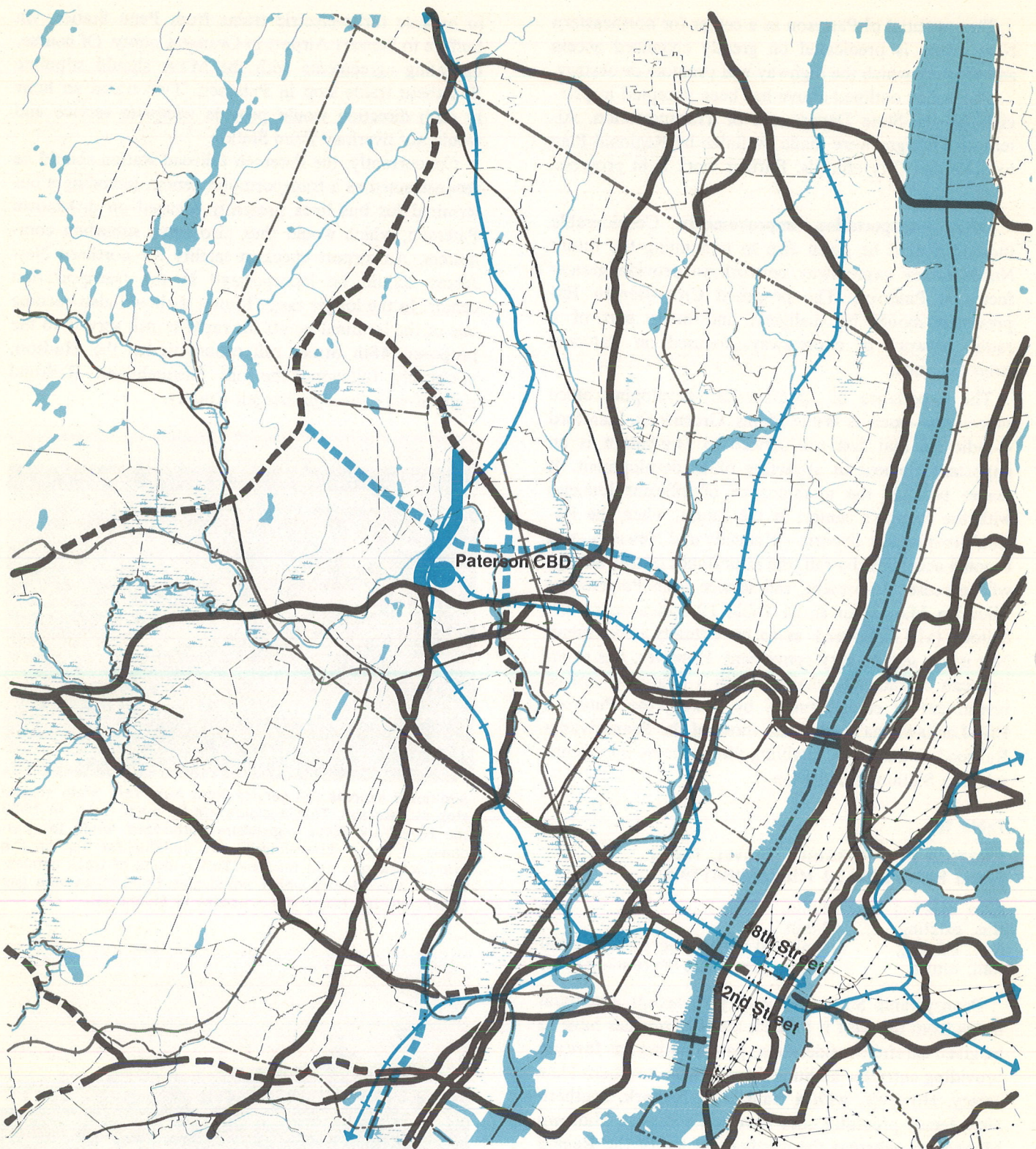
Metropolitan Transportation Authority

Additional express rail service from New York State should stop at Paterson. That decision will be made soon. In 1970 the New York State Legislature authorized funds for purchase of gas turbine-electric cars suitable for use on the Erie-Lackawanna and for New York's share of track connections in New Jersey which would give Erie-Lackawanna gas turbine-electric trains direct access to Manhattan.



Paterson's railroad station should become a modern transportation center with direct service to Manhattan, bus connections, and ample parking.





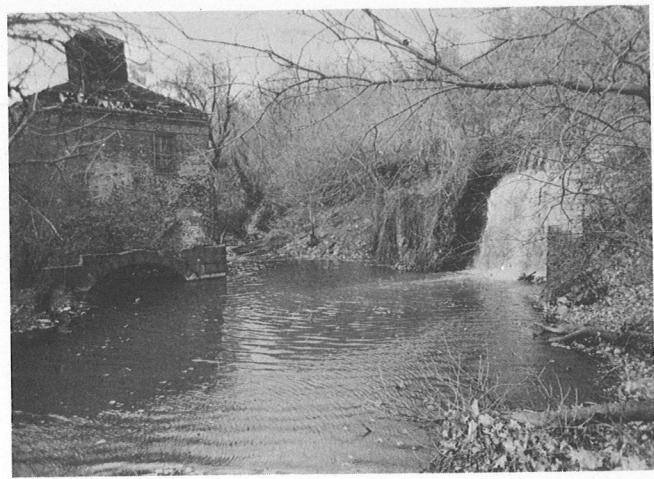
Map 16

# REGIONAL ACCESS TO PATERSON

- Freeways completed or under construction, 1972
- - - Planned freeways
- Other divided highways
- N. J. Route 20 segment to be re-designed

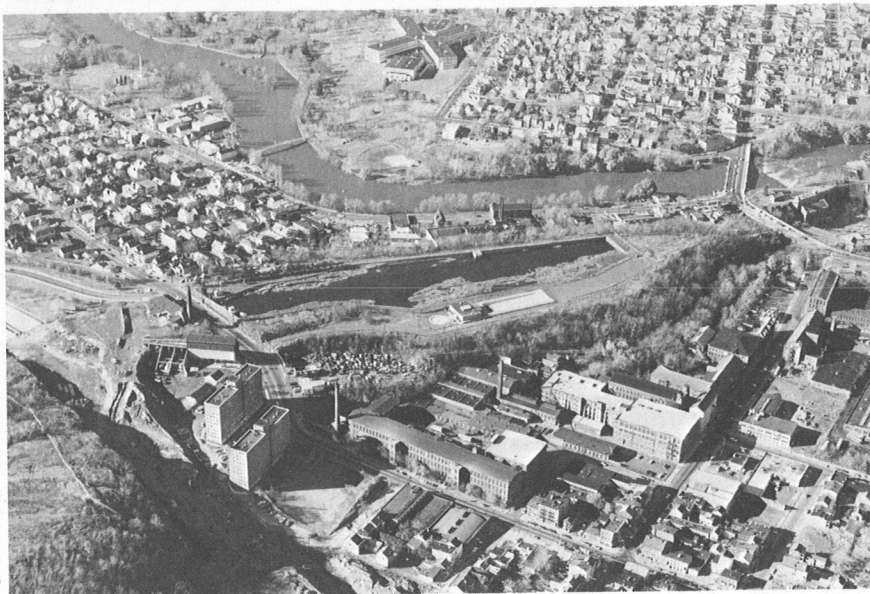
- - - Long-range expressway needs
- + + + Railroads proposed for high-speed operation
- + Secaucus connection
- + + + Suggested rapid transit to 48th Street tunnel





Urban Deadline Architects

The Great Falls Historic District combines within its boundaries scenic open space, historic industrial structures, and picturesque waterways.



Urban Deadline Architects

Preserving history and nature at the Great Falls is a major objective. This requires sensitive design of New Jersey 20 expressway and public action to save and take advantage of the area's assets. The proximity of Garrett Mountain (lower left), the Passaic River, two public parks (upper left), and the Historic District (center) makes the creation of a remarkable central city park system possible. The proposed park system would include the Great Falls, scenic walkways, riverside promenades, educational facilities, and over forty historic structures.

**Great Falls/SUM Historic District.** Paterson Falls and the original location of the Society for the Encouragement of Useful Manufactures are included in the National Register of Historic Sites. As such, the Falls area is protected from "encroachment" by federally-financed projects and it is eligible for matching funds for restoration.

Embracing the Falls and eighty-nine acres of surrounding land, the District presents an immensely-rich historic and recreational resource. This area, originally selected in 1791 by Alexander Hamilton as the site for his Society for the Encouragement of Useful Manufactures, contains over forty historic structures. They range from a raceway designed by Pierre L'Enfant in 1792 to a power plant constructed in 1914.

These historic buildings are extant testimony to the City's industrial preeminence in the 19th century. Facilities constructed by the Cooke, Rogers and Grant locomotive works remain from the days when Paterson

led the nation in locomotive construction. Cotton, silk and paper mills stand as mute testament to Paterson's pioneering efforts in these fields. In the waters of the Passaic, John Holland perfected the nation's first operational submarines.

Many of Paterson's historic structures remain untouched and unaltered from their heyday. According to Robert M. Vogel of the Smithsonian Institution:

"No other American city has the prospect for the imaginative development of a historically important industrial area that is now Paterson's."

Echoing Vogel, John Frisbee and Richard Kearns of the National Trust for Historic Preservation have pointed out:

"As an industrial park, a recreation area, and as a historic district in the central city, the Great Falls/SUM project has a great potential role in revitalizing the quality of the urban environment."



RPA has cooperated with the City of Paterson and Urban Deadline Architects to explore the potential uses of the District. We can envision the following aims for development:

- (1) the renovation of the mill race system;
- (2) the restoration of a number of historic buildings within the area;
- (3) the development of a museum of science and technology;
- (4) construction of walkways, recreation facilities, and visitors' facilities.

These aims focus on the dual uses of the area; ie, historic and recreation. To attain these goals, three alternate approaches are possible:

- (1) encourage the designation of the area as a National Historic Park;
- (2) encourage the development of the area as a State Historic Park;
- (3) work strictly with private resources and organizations.

Both the National Park Service and the New Jersey Historic Trust have recognized the importance of the Great Falls/SUM District, hence either of the first two options would be consistent with this recognition.

Whatever vehicle is used, the Paterson Falls area is a potential regional resource of major importance. The construction of Highway 20 in and around the area will bring close to three million people within 30 minutes of the area, and millions more will be within an hour's drive.

**Urban beautification.** Paterson Falls, the Passaic River, and surrounding mountain ridges provide downtown Paterson with a dramatic natural setting, the amenities of which could, potentially, surpass those of any estate-type suburban setting that many office developers are seeking. However, the present orientation and run-down state of the downtown area negate these potential assets. With relatively modest investments of State and Federal monies, greater enlistment of top design talent, and the application of proper legal tools, the following design objectives could be achieved:

1. A continuous, heavily planted, park-like belt with footwalks and sitting areas along the Passaic River would connect the downtown renewal area with Paterson Falls; offices, retail, and restaurant facilities should be designed to face the river, rather than turn their backs to it; future stages of the NJ 20 expressway must be re-aligned to make this possible.
2. Controls over outdoor advertising signs and overhead wiring can be enacted to remove these eyesores from downtown Paterson and its approaches.
3. An intensive tree-planting program, careful selection and design of street furniture (lampposts, signs, benches), the maintenance of lawn and land-

scaped areas, and high-intensity lighting can improve further the appearance of the renewal area, removing the stigma of an "old" downtown.

**Law enforcement assistance.** The State can assist directly—through its own programs—and indirectly—through federal programs—to improve Paterson's crime prevention and law enforcement efforts. For example, the Federal "Omnibus Crime Control and Safe Streets Act of 1968" provides grants to help states and localities prepare and adopt comprehensive law enforcement plans, grants to carry out programs and projects to strengthen and improve law enforcement, grants for training, education, research, demonstration, and special purposes.

The State receives and processes local applications and thus can lend direct assistance to Paterson.

**Education and social service assistance.** It will be impossible to realize the potential of Paterson as a regional center unless its black and Puerto Rican communities are enabled to participate fully in the fruits of the potential growth. This means, among other things, that new educational programs must be created which will open to disadvantaged youngsters the doors of the white-collar office economy. For example, additional state funding is urgently necessary to expand compensatory education programs in the younger grades, to bring Paterson schools closer to the level of surrounding suburban schools in attainment, as well as to create new vocational training courses geared specifically to the office-economy skills.

The City should establish pilot projects for high-school level training in typing, secretarial skills, skills related to computer operation and data processing, and so on. Teacher retraining should be accelerated and pursued on a much more consistent basis. Early childhood education, begun so successfully at the Dale Ave-



More educational innovation, such as the early childhood program at Dale Avenue School, a converted factory, is needed to prepare Paterson residents for the white-collar economy and broad participation and action in rebuilding the City.

Paterson News



nue School, needs to be expanded considerably. And overcrowding must be reduced if educational goals are to be given any chance of success.

High-priority health programs include improved ambulatory services, through both neighborhood health centers and home care. In addition, Paterson's Health Commissioner recognizes that about 50 percent of the City's children are under immunized, the infant mortality rate is too high, and narcotics addiction needs much greater attention. He recommends additional neighborhood health centers, a major immunization program, expansion of methadone treatment, and means of achieving greater coordination among the City's three hospitals.

Many other forms of State action, as mentioned throughout this report, are necessary and feasible. Examples are manpower training, housing opportunities, tax reform, and revenue sharing to aid general municipal services. Taken together, a coordinated program of interrelated State actions will make it possible to capitalize on current State investments. Without such a program, the prospect is for a great deal of wasted effort and investment, and continued expansion of public subsidies in Paterson.

### **Downtown Design**

It is quite clear that the new status of Paterson, toward which this report points, will require adjustments in the future planning and design of the downtown area, aimed at 1) accommodating greater building density, 2) allowing the delivery of more people, 3) providing more amenities and 4) placing greater emphasis on the preservation of natural and historic features. This requires a downtown design which integrates new office sites, an improved circulation system, and specific plans for the riverside park and Historic District with a new location and design of Route 20, in a "joint development" concept. Regional Plan, in contact with the City of Paterson, the State of New Jersey, their consultants and federal park agencies, is now developing sketch guidelines for such development, which will

be published, after appropriate consultation, in a sequel to this report.

### **Bi-County cooperation**

Bergen and Passaic Counties have a long tradition of close association. When Passaic County was formed in 1837, most of it was carved out of Bergen County. In Paterson's heyday, much of Bergen was linked economically and socially to it. Today the two counties together have 1.4 million people and make up the Country's twentieth largest Standard Metropolitan Statistical Area (SMSA).

The suburbs of Bergen-Passaic generally are maturing. They are largely built-up but growth has not stopped. Change continues. The old cities continue to lose the affluent, gain the poor and their problems. All sections of the bi-county community share increasingly in these problems and should shoulder the responsibilities together. County government is beginning to do that. But much more can be done by the two counties working together.

The model exists in Long Island where the Nassau-Suffolk Regional Planning Board was established in 1965. This bi-county planning body has just produced an impressive comprehensive plan in draft form. It has been lauded by many divergent interests in the two counties and is now being taken to the people for review.

Bergen-Passaic should establish the same kind of relationship. Under the proposed New Jersey State Land Use Planning Law, now under discussion, bi-county regional planning will be strongly encouraged. We encourage the planning departments of both counties to review this report and respond to its recommendations.

Above all, there is hope and promise in Paterson's future. The City can and should become a metropolitan center, not only to save it from deterioration but also to save its environs from formless growth and to widen opportunities for everyone living in Northern New Jersey. "Paterson Center" will become reality if the State, the County, the City, the business community, the Federal government, and the people of Paterson act together.



# Study Sees Paterson 'Metropolitan Center'

Paterson Evening News  
May 12, 1971

## Report Sees City As Regional Center

By DANIEL HAYS  
Evening News Staff Writer

PATERSON — A prestigious planning organization yesterday unveiled a study which indicates this aging factory city has the potential to become a thriving metropolitan center.

The report, drawn up by the Regional Plan Association, Inc., which developed the idea of the Gateway Recreation Area for New York and New Jersey, is due to be presented to Governor Cahill at a luncheon tomorrow. In calling for Paterson as a center for Passaic and Bergen an-

urbs with "the countryside paved over." The North Jersey area, served by the proposed metropolitan center, will require 40 million square feet of office space by 1985, Anderson said. By 1985 highways will make the city accessible to 2.8 million people in a half hour. The study said the city's main drawback is the poor image of aging housing—83 percent of it prewar—inferior schools and a high crime rate. The study concluded that the

Paterson Evening News  
May 12, 1971

### Paterson's Biggest Day We Can Make it Great Once More

This is the day Paterson steps forward to become a major metropolis of North Jersey if its people so want it.

This is the day we could all resolve to buckle down to an herculean task; when the knockers and the doubtful ones shed their pessimism and resolve that just as the founders of Paterson back in the 1790's set their jaws, gritted their teeth and, cutting through forests and roadless terrain, established the first industrial city in America.

This is the day to recall that Alexander Hamilton, the first Secretary of the United States Treasury, came to the Passaic Falls and decided this was the site to launch American industry, and proceeded to do just that.

It is meet that in the hotel that bears Hamilton's name, some 350 prominent citizens of Paterson are joined by New Jersey's Gov. William T. Cahill and the heads of major New Jersey officialdom and captains of industry, profession and statesmanship to hear the honest-to-goodness story of how Paterson can once again become great — "Paterson Center" as the prestigious Regional Plan Association predicts — if we the people so decree it.

We suggest to our expansive family of News readers, augmented by others who will most assuredly seek out the paper, that they read carefully this edition which spells out the Regional Plan's concept of a new Paterson born on the ashes of modern day decline.

Regional Plan Association is an organization whose opinion and support are sought out by the highest government agencies, major industries and businesses. Regional Plan is telling Paterson, its people, its leaders — New Jersey officialdom and others — that Paterson can pull itself out of the doldrums which afflict us as it has older cities all around the country; that there is a great potential for this city; that it rightfully can expect to be the THE metropolis of this area; that with its new highways it becomes accessible to a million people for daily action; that there is a place for myriads of new buildings, office structures employing thousands of people; that it can rebuild beyond its early glories and dreams.

But primary in all these hopes is that every manjack of us all has to pitch into the task and help achieve what is laid out for us.

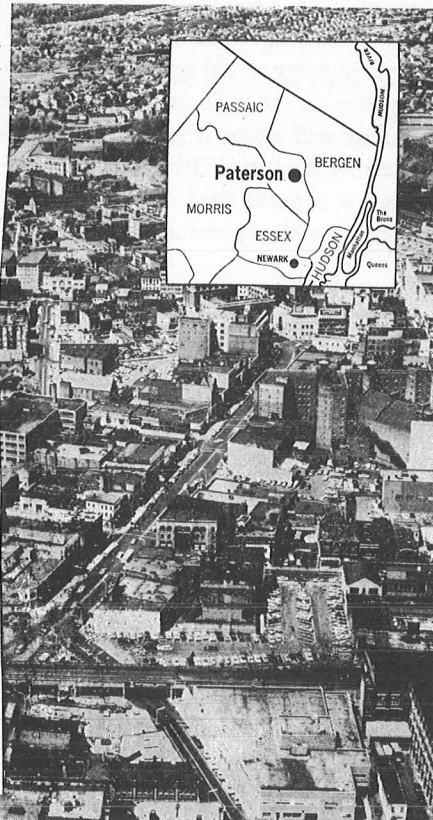
The final conclusion of a magnificent report summarizing "Paterson Center" tells the challenge in a nutshell.

Here it is:

"Above all, there is hope and promise in Paterson's future. The city can and should become a metropolitan center, not only to save it from deterioration but also to save its environs from formless growth and to widen opportunities for everyone living in Northern New Jersey. 'Paterson Center' will become reality if the state, the county, the city, the business community, the federal government and the people of Paterson act together."

Are we prepared to answer the challenge?

Then let's take off our coats and go to work! NOW!



HEART OF THE HUB — This is downtown Paterson, which planners favor as a tricounty regional center.

Bergen Record  
May 12, 1971

## Paterson Backed As 3-County Hub

By JOHNNY CHICK  
Staff Writer

Paterson, Northern New Jersey's greying industrial city is being recommended for official status as the metropolitan hub for Bergen, Passaic, and Morris counties. The Regional Plan Association, a prominent tri-state planning group, will announce today that it favors Paterson for the designation.

The planners rejected Hackensack, Paramus, and Wayne, considered, with Paterson to be the most potentially suitable centers in an RPA report three years ago.

The RPA suggested:

- Merging the Passaic and Bergen County planning boards.

- Marshalling federal, state, county, and city support to develop the regional center.

- Completing Route 20, the Peripheral Highway, and Interstate Route 80 as quickly as possible.

- Beautifying the Passaic Falls.

- Acquiring massive federal aid for crime prevention and control.

- Improving the city's large minority population by upgrading the school system.

- Rerouting railroad lines and highways to focus greater attention on Paterson.

- Pursuing a building program to double the city's housing and office building capacity.

The planners whose work encompasses New York, New Jersey and Connecticut, said they favored Paterson for these assets: bus transportation, labor force, important highways under construction, a good garage parking plan, its position as the Passaic County seat, its existing institutions, its fine public library, land available for urban renewal, retail outlets, the natural beauty of the Passaic Falls, its ability to grant tax breaks to developers, and the administration's aggressiveness in accepting new planning concepts.

#### Future Looks Good

They also cited these obstacles: Paterson's single-purpose mill economy, its grey, bleak image, a high crime rate, the poorest housing of all

three counties and the area's highest tax rate.

But Regional Plan authorities gave Paterson high scores for planning. The 46-page report indicated that although the city's immediate past appeared bleak, its plans were the best in the area.

Regional Plan's conclusion that: "Paterson shortly could have the basic ingredients necessary to become the capital of the Bergen-Passaic area once again—a metropolitan center."

Gov. William T. Cahill is expected to endorse the report at a meeting today with businessmen in Paterson.

"A new metropolitan center can be created at Paterson, because transportation and downtown renewal improvements are creating the right physical conditions," the report said. "But additional ingredients are essential. The city's social condition and

See PATERSON, Page A-6



# Cahill Pledges Paterson Full State Support

## Regional Center A Challenge To The City

Rising to the challenge laid down Wednesday by the prestigious Regional Plan Association which has forecast the development of Paterson as a metropolitan regional center for North Jersey, Gov. William T. Cahill, addressing 400 dignitaries here Wednesday, pledged the state will give full support to an action program for the city.

Details of the Regional Plan findings were unveiled before top state, county and local business, mercantile and professional leaders at a dramatic luncheon meeting in the Alexander Hamilton Hotel sponsored by Mayor Kramer and Forward Paterson.

This was the most representative-assemblage of top figures since Forward Paterson was launched 15 years ago.

The RPA report—the most comprehensive ever made for one of the nation's older cities—was financed with a \$25,000 federal grant. It declares that Paterson can and should become a regional center if the state helps centralize its offices here and gives top priority to improving road and rail transportation. To this end, Gov. Cahill pledged his cooperation.

At the same time, the report presents the city's business, professional and political leaders with what could be the challenge of a lifetime to coordinate

and press forward with the program.

"Up to the People"  
 The need for local cooperation was strongly underlined by the Governor who made clear that "no amount of state or federal money can help Paterson, if Paterson does not proceed to help itself."

"What we really need is people on the local level—good people—to serve together in common cause," Cahill declared. The governor threw a standing ovation with his fervent appeal.

Following through on the theme emphasized earlier by Regional Plan—that the city needs a better image—Cahill

related the saga of the Boston Braves, which for many years held last place in the National Baseball League and then went to Milwaukee where the spirit of the crowds—proud of their home town—infused the players with a determination to forge on and win the pennant.

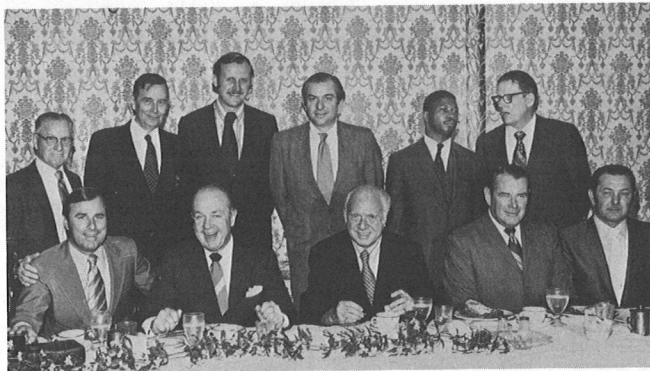
"The people made the players feel like champions so the team played like champions," the Governor pointed out. He urged the game spirit on Patersonians.

**Mayor Pledges City's Hand**  
 Demonstrating the city administration's determination to fulfill its role in work to make

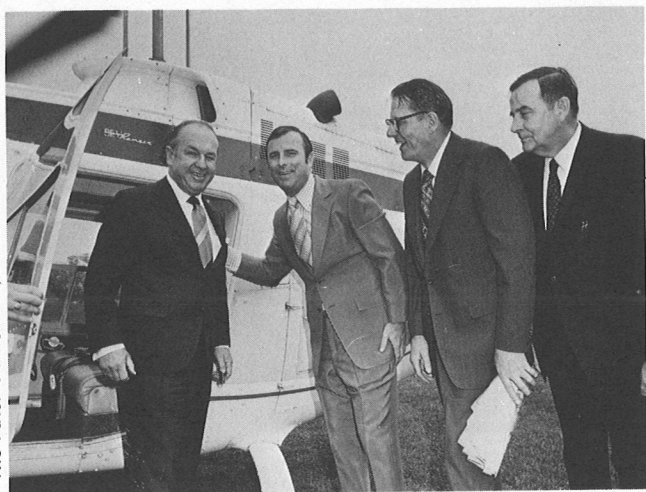
(Continued on Page 46, Col. 4)



IN A FIGHTING speech to officials and some 400 other dignitaries, Governor William T. Cahill Wednesday laid down a challenge to Paterson and called on the people "to serve together in common cause." The occasion was the Forward Paterson dinner at which the Regional Plan Association presented its report which forecast Paterson as a metropolitan center.



JOINING THE GOVERNOR for lunch at the head table were members of his cabinet and representatives of Forward Paterson, the Regional Plan Association, and the city. Seated from left: Mayor Lawrence Kramer, Gov. William T. Cahill, Abe J. Greene, associate editor of The News; Edward T. Hume, Commissioner of the State Dept. of Community Affairs, and Charles W. Horton, vice-chairman of the Paterson Planning Board. Standing: Walter Lindell, of Forward Paterson; John C. Kohl, State Commissioner of Transportation; Richard T. Anderson, assistant to the president of the Regional Plan Association; Morril J. Cole, chairman of the Paterson Redevelopment Agency; Rev. Albert P. Rowe, pastor of the Calvary Baptist Church, and Dr. John P. Keith, president of the Regional Plan Association.



The Paterson News



The Paterson News

On May 12, 1971 the study was presented to over 400 persons at a luncheon held at the Alexander Hamilton Hotel. Governor Cahill arrived by helicopter (left) for the luncheon and was met by Lawrence F. Kramer, Mayor of Paterson, John P. Keith, and John C. Kohl, State Commissioner of Transportation. At right, Gov. Cahill and Mayor Kramer review the Regional Plan report with Martin Sukenick, Chairman of Broadway Bank & Trust Company, Walter Lindell of Forward Paterson, and John Keith. (Mayor Kramer became State Commissioner of Community Affairs on October 15, 1971.)



Sept. 23, 1971

## Peripheral Alignment

# Highway To Miss Falls Area

**Dec. 22, 1971** **Route 80 Paterson Stretch Open**

**PAGE ONE**  
In joint announcements in Paterson and Trenton, Mayor Kramer and Gov. William T. Cahill announced agreement to lock on the highway, Kramer last May enlisted support from the Regional Plan Association, which had designated Paterson as a "red letter day" for the chamber and its members. "This highway will stimulate additional \$500,000 to carry out new designs recommended by the Regional Plan Association."

The state Department of Transportation delivered an early Christmas present for Paterson area motorists with the opening Tuesday of a stretch of Interstate 80 that completes the Basic Expressway for the stretch between the George Washington Bridge and Edgewater. The opening of a

**Sept. 14, 1971** **Mall Proposed For Lower Main Street**

**PAGE ONE**  
A \$3.3 million plan to reconstruct a four-block area of lower Main Street with federal urban renewal aid will be filed by the state Department of Transportation. The plan calls for construction of a four-block area of lower Main Street, from Valley Road to Jersey Street, under construction early next year. DePhillips told

engineers. It calls for construction of an enclosed all-weather mall, new shops, restaurants and theatres and a 1,000-car develop plans to revitalize the lower Main Street area, long thriving center of city commerce, now faced with spread

Nov. 23, 1971

# Bank Panel Seeks to Give Paterson Direction

What kind of city do people who are concerned with Paterson really want? Where should the city be heading in its struggle for survival? What priorities does the man in the street have? These questions were among

be, and, then, when we have determined it, organize and implement a program to make the city not only what we want it to be, but also to evaluate whether we can pay the economic price."

**LBJ Warning Cited**  
Sukienick noted a recent

Jan. 3, 1972 will Lewis Brown, Jr., the Rev. Al Morales, Josephine Ch... rs, bert Rowe, Grace Zimel, the Vera Lorman, Alexander Espar... Rev. James D. Brown, the Rev. ra. Felipe Soto, Ruth Rosen...

Nov. 12, 1971

## Group Will Lay Groundwork For Falls Park Development

The "cornerstone" of all the future development of the Great Falls Park will be laid Wednesday night when the first general membership meeting of Great Falls Development Inc., will be held.

Scheduled for 8 p.m. in the Aldermanic Chambers of Paterson City Hall, the meeting will see the adoption of by-laws of the corporation, and reports to those present of all applications made by the corporation to date.

These include news on the re-routing of Route 20 so that many historic buildings in the Falls district are spared; and a report on the programs presently before the State Department of Community Affairs.

Members of the defunct Great Falls Development, Patrons of the Great Falls Festival, and other persons who have shown interest and volunteered their time and services for the development of the park have been invited.

**Officers to Be Elected**  
Officers of the corporation will be elected, and those proposed by the nominating committee are: president, Kenneth Hayden; vice president, Dr. Allan Gold; secretary, Mrs. Lawrence F. Kramer; and treasurer, Mrs. Martin Krugman.

The proposed corporation will have a 21-member board of directors consisting of the cardinal officers above, 10 representatives of city agencies, and seven chairmen of committees to be formed from the general membership.

One of the main jobs facing the corporation is the allocation of the total of \$3 million in local and federal funds appropriated for open space development and a Museum of Industry and Technology, and the design and construction of an information center at a total cost of \$58,600.



**GOOD LUCK!** Mayor Arthur C. Dwyer, left, extends congratulations to new appointees on Paterson's three top governing boards. From left: Sal Barone, Fire and Police Commission; Italy Rivera, Board of Works, and Charles J. Alfano, Finance Board.

## Dwyer Stresses Need For Community Action



## TWO NEW RPA PUBLICATIONS

By special arrangement with The MIT Press, the following book-length studies by Regional Plan Association will be made available to members at 40 percent off the list price when ordered in advance of publication, and at 25 percent off the list price after publication. (No book club will offer the volumes for more than 25 percent off list price.) Members will be advised when to place their orders.

### THE OFFICE INDUSTRY; Patterns of Growth and Location.

This is the first American monograph on the subject of offices, presenting a historical overview of office growth in the United States, the present distribution of office activity by metropolitan area, and trends in the distribution of offices in the New York Region, as well as projections of future trends in the Region. Policy alternatives of location in Manhattan, in smaller urban centers, and in the suburbs are discussed. The report has formed the basis for Second Regional Plan policies on the subject over the past several years. Contains over 30 photographs, 90 tables, 26 charts and 10 maps. Scheduled for publication in July 1972.

### THE PEDESTRIAN AND THE CITY; Walking Space in Urban Centers.

The vitality and amenity of the downtown environment depend decisively on the quantity and the character of the space reserved for pedestrians. Yet, analytical procedures in the field have been virtually nonexistent, despite a respectable body of theory pertaining to mechanical travel. This is the first monograph on the subject, based largely on empirical observations in Midtown Manhattan, and including sections on pedestrian travel demand, travel characteristics, space requirements at different levels of service, and resulting standards for sidewalk widening, subway entrance design, zoning revision, and related matters. The report formed the basis for the Madison Mall proposal and for other pending New York City projects. Numerous photographs, tables, charts and maps. Scheduled for publication in 1973.

Notice to RPA members: Any member is entitled to receive the RPA Library Accessions List, issued bimonthly. Let us know that you wish to receive it, and you will be kept up-to-date on the planning literature which is available in the library.

The preparation of this report for the Planning Board of the City of Paterson was financially aided by a grant from the Renewal Assistance Administration, United States Department of Housing and Urban Development, authorized by Section 405 of the Housing Act of 1959, as amended, for inclusion in the Community Renewal Program undertaken by the Planning Board.

The printing of this publication was financed by the City of Paterson.



## Regional Plan Association

235 East 45th Street, New York, N.Y. 10013 (212) 682-7750

*A citizens organization dedicated to the development of an efficient, attractive and varied three state metropolitan region surrounding the Port of New York.*

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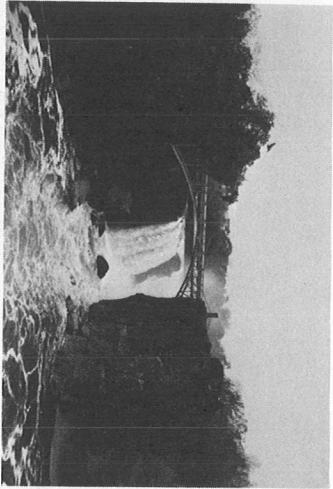
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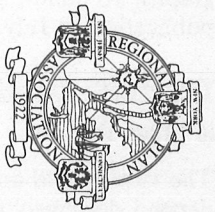
*Report on the development of  
the New York Metropolitan Region*

**NO. 92 FEBRUARY 1972**



**Reminder:**

RPA Sponsors a Field Trip to Paterson,  
March 8, 1972



**Regional Plan Association**

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