

## What is the national park system?

- Since 1916, the American people have entrusted the National Park Service with safeguarding their national parks.
- Today, the National Park Service cares for over 400 places designated as units of the national park system.
- There are many designations for units of the system—national parks, national historical parks, national battlefields, national seashores, national recreation areas, and others.
- Yellowstone National Park was the first national park—created in 1872.
- Paterson Great Falls National Historical Park is the 397th national park, and the 8th unit of the national park system in New Jersey.
- More than 280 million people visit national parks every year.
- The NPS Organic Act provides the fundamental management direction for all units of the national park system, directing NPS managers to conserve park resources and to provide for their enjoyment in a manner leaving them unimpaired for the enjoyment of future generations.
- Today, in addition to managing more than 400 units of the national park system, the NPS assists communities throughout the country with grants and programs to enhance opportunities “close to home” and to preserve the cultural and historic fabric of American life.



# 1. FOUNDATION FOR PLANNING

## Introduction—A Partnership Park for the 21st Century

Opportunity, innovation, immigration, the American Dream—the ideas and principles that formed the cornerstone of the United States are represented today at Paterson Great Falls National Historical Park (Paterson Great Falls NHP or the park.) The stories of our industrial heritage are the stories of America in the 21st century.

Paterson Great Falls NHP consists of the natural, cultural, and historic resources that are associated with the Great Falls of the Passaic, the hydropower system it feeds, and a 220-year period of industrial history. The Great Falls is an outstanding example of the country's natural history, formed millions of years ago. The geologic formation created an extraordinary 77 foot fall into a naturally occurring 280 foot chasm that attracted Native Americans and later Colonial-era tourists. By the late 18th century, entrepreneurs, investors and government officials, led by Alexander Hamilton, sought to harness the power of the river through the Society for Establishing Useful Manufactures. The resulting concentration of 19th and 20th century industrial buildings and structures, connected to a water power system of raceways fed by the Passaic River just above the Great Falls, illustrates the growth and evolution in industrial planning, architecture and engineering in the nation from 1792-1914.

The park is located in and serves one of the most ethnically and socio-economically diverse communities in the country. There are over fifty ethnic groups represented in a population of some 160,000. Many of the descendants of older waves of ethnic immigrant groups live in nearby suburban communities which surround Paterson. Today there is a tremendous opportunity to introduce diverse communities to the National Park Service through outreach, on-site programs, youth work programs, and the enhancement of educational and recreational opportunities within the park's

boundaries; and to do so in cooperation with both public and private partners.

Paterson Great Falls NHP is one of many “partnership parks” in the national park system. In a partnership park many parties cooperate to preserve the park's resources and provide experiences for visitors and to accomplish the vision for the park. The majority of land in most national park units is in ownership of the federal government and managed by the National Park Service. Paterson Great Falls NHP represents an evolving idea of a park in an urban setting that brings a national park experience “close to home” and whose

**Vision:** Paterson Great Falls NHP is envisioned as a place where all people can be inspired by the natural wonder of the Great Falls of the Passaic River and the stories of the nation's first planned city of industry and innovation.

ownership and management are shared by a group of partners. This approach has many advantages and brings great flexibility in responding to opportunities and challenges as technology and innovation are quickly moving forward.

In the park's enabling legislation, Congress identified several parties with whom the NPS will work cooperatively to accomplish the purposes for which the park was established. These are primarily the owners of the nationally significant properties within the boundary of the park. A description of the partnership framework is provided in chapter 2, pages 30-35.

The NPS and partners have prepared the park's first general management plan. This plan represents different ways to reach a common vision of preserving resources, telling stories, and revitalizing and sustaining the park and adjacent neighborhoods. Together over the coming years, the NPS and partners would engage local residents, park visitors and interested groups and organizations to make the plan's vision a reality.

FIGURE 1.1 The Park's Regional Context



### The Park—Its Boundaries and Resources

On March 30, 2009, under the Omnibus Public Land Management Act, President Barack Obama signed the Paterson Great Falls National Historical Park Act (Public Law 111-11) authorizing the national historical park (appendix A). Formal establishment of the park took place on November 7, 2011, when Secretary of the

Interior Ken Salazar and National Park Service Director Jon Jarvis dedicated the park as the nation's 397th park system unit.

The Paterson Great Falls NHP encompasses approximately 52 acres adjacent to the Passaic River in the city of Paterson, west of the city's downtown center (figure 1.1). Paterson, located approximately 15 miles from

Manhattan as well as downtown Newark, is within the greater New York- Northern New Jersey Metropolitan Area and is the county seat for Passaic County.

The park is within the Great Falls of the Passaic/ Society for Establishing Useful Manufactures National Historic Landmark Historic District (NHL District) in Paterson. The Hinchliffe Stadium National Historic Landmark, significant for its role in the history of Negro professional baseball in twentieth-century segregated America, is within the park. The Great Falls is part of the Great Falls of Paterson-Garret Mountain Natural National Landmark. The landmark designations are described in more detail in a later section, and their relationships to the park boundary illustrated on page 14.

## What are “park resources”?

“Park resources” include all forms and types of naturally occurring and human modified or constructed geographical features, landscapes, ecosystems, species of plants, animals, places, structures and objects.

The park’s key resources are:

- **The Great Falls of the Passaic River**—including the chasm, waterfall, and the Passaic River as it flows through the park
- **Raceway System**—including the Upper Raceway/ Park, Middle Raceway, Lower Raceway, Gatehouse, Ivanhoe Wheelhouse, and spillways
- **Former Mill Buildings**—including the Rogers Locomotive Building (Paterson Museum), the Colt Gun Mill Ruins, and the Allied Textile Printing (ATP) site ruins
- **Overlook Park**—the primary overlook of the Great Falls, also includes the S.U.M administration building (currently park headquarters) and steam plant foundation
- **Valley of the Rocks**—a natural area downstream of the Great Falls, along the northern bank of the Passaic River

- **Mary Ellen Kramer Park**—community parkland with viewing areas and trails at the top of the falls; also includes the Great Falls Development Corp. building and Pump House
- **Hinchliffe Stadium**—a historic sports stadium adjacent to Mary Ellen Kramer Park

## A Brief History of Paterson

### Pre-Contact to Contact

Initial human settlement of the New Jersey region dates to the Paleoindian period (12,000 to 10,000 years ago). Archeological sites in New Jersey were clustered around rivers such as the Delaware and Hudson, as well as coastal sites along the Atlantic Ocean, many of which are submerged. Artifacts from this period include fluted projectile points, endscrapers, sidescrapers and utilized flakes at sites that may have served as small, short-term camp sites, kill sites, or resource procurement and processing stations (FMG 2010). The Archaic Period (c. 10,000 to 3,000 years ago) was characterized by warmer, wetter weather and an increasingly sophisticated set of tools for hunting, fishing and particularly gathering. Village and camp sites still tended to be located near water bodies or wetlands. Archaic Period people’s hunting, fishing and gathering practices took advantage of the rich biological diversity of plants and animals in the area. Changes during the Woodland Period (c. 3,000 years ago until European contact) include a tendency towards a more sedentary life for inhabitants of the New Jersey region, and a growing population. There is evidence of agriculture during this time period, as well as use of ceramic vessels.

### Early History of the Region and the Diversifying American Economy

At the time of European contact, the Great Falls area was occupied by the Lenni Lenape. Early Dutch and other European settlers described the Woodland settlements as “villages, fortified towns, stockade settlements, bark lodges and wigwams” (FMG 2010). By 1684, several Dutch families had moved into the Passaic River area and divided a large parcel of land along the water into 100 acre lots; further subdivision of these properties occurred in 1714, and eventually helped shape the physical organization of the future city of

Paterson. The area, known then as the Acquackanonk region, remained rural in character through much of the 18th century, with large farms and the occasional grist mill comprising the main sources of economic activity in the area. Small towns such as Passaic, Harrison and Newark already dotted the landscape during this period; but Paterson—although not an official town at this time—was at the crux of larger plans for the region. The colonies at this time were rich in raw materials but poor in skilled labor, technology, capital and credit. When the American Revolution severed the colonies from England, lack of these resources created many new economic opportunities. In response, Alexander Hamilton suggested economic reforms including establishment of a national bank and credit system. Hamilton's contributions to the Federalist Papers and additional reports such as Report on Public Credit (1790) and the Report on the Subject of Manufactures (1791) provided some of the basis for the new nation's economy. Advocating manufacturing (rather than agriculture as suggested by Thomas Jefferson and other agrarians) as the basis for a robust economy, Hamilton believed that industry would attract new immigrants and would secure American independence through a secure and diverse economy. He proposed subsidies to industry, trade regulation, and tariffs to empower new American manufacturing. The report "announced that a society is forming with a capital which is expected to be extended to at least a million dollars on behalf of which measures are already in train for prosecuting on a large scale, the making and printing of cotton goods" (Hamilton 1913 [1791]:55).

### **Paterson's Industrial History**

By the 1790s, ideas for Paterson as part of an industrial complex for the newly-independent country were imagined by Hamilton, then Secretary of the Treasury. Hamilton had visited the Great Falls area during the Revolutionary War, and had noted its abundant and fast-flowing water and other natural resources such as timber and mineral ores. Its location near Philadelphia and New York promised convenient trade. Hamilton received a letter in 1791 that described the Great Falls in glowing terms: "one of the finest situations in the world (we believe)...the quality of the water is good and in sufficient quantity to supply works of almost any extent" (NPS 2006a). Paterson and the Great Falls

were to become the cradle of America's new industrial independence.

Alexander Hamilton and Assistant Secretary of the Treasury, Tench Coxe, helped found the Society for Useful Manufactures (S.U.M.) through a prospectus written in 1791 in an effort to further secure industrial and financial independence from England. The S.U.M. was the nation's first planned manufacturing development and was located along the Passaic River to exploit the power of the Great Falls. The S.U.M., including financiers from New Jersey and New York, also helped found Paterson, which was named after Governor William Paterson who signed the 1792 charter establishing the town. The S.U.M., a private corporation, was granted liberal powers to develop manufacturing, was exempt from local taxes, and was enabled to undertake dramatic improvements to the local landscape.

The city planner for Washington, D.C., Pierre Charles L'Enfant, designed the initial engineering plan for the industrial district, incorporating a power-production scheme that forced the river's water through an elaborate raceway system. L'Enfant was a relatively young engineer but was one of the few professionals in the country at the time, and the complexity of the water power system required for the S.U.M. work likely would have stretched his capabilities (FMG 2010). His initial plan, including an aqueduct, reservoir and raceways to traverse the ridges and gullies on the site, was rejected by the S.U.M. leadership as too complicated. However, after the subsequent designs that relied on a reservoir system were not able to fulfill all of the requirements for the complicated power system, a version of the L'Enfant plan was later constructed. Development was not swift, and the Paterson site in 1793 included only two roads, three mills, a mine pit, log house, reservoir, canal (with gate) and a tail race (FMG 2010).

The S.U.M.'s weak finances thwarted the plans for advancement of many of the buildings planned for early Paterson. Financial difficulties left the new society with substantial debts and a lack of investors. Barely surviving a tumultuous financial period between 1792 and 1796, the S.U.M. ceased its own manufacturing operations and embarked on a long period of land leasing, infrastructure development and power supplying.

Beginning in 1794, a raceway system was constructed through Paterson, although it was augmented throughout the early 19th century. The Gazetteer of the State of New Jersey described the new dam and raceway system in 1834 as “4½ feet high, strongly framed and bolted into the rock in the bed of the river above the falls, turns the stream through a canal excavated in the trap rock of the bank, into a basin; whence, through strong guard gates, it supplies in succession three canals on separate planes, each below the other; giving to the mills on each, a head and fall of about 22 feet. By means of the guard gate, the volume of water is regulated at pleasure, and uniform height preserved...The expense of maintaining the dam, canals, and main sluiceways, and of regulating the water, is borne by the company” (Gordon 1834).

The extension of the raceways enabled development of sites further down the Passaic River. Dozens of mill buildings lined the industrial district around the Great Falls. The mill buildings initially housed manufacturing facilities associated with textiles—the town’s most important industry at the time. Textile work included production of cotton and linen duck, warp and filling, satin and woolens, cotton flannel and the various spinning, bleaching, dyeing and printing that went along with production of these fabrics. Textile production was later augmented by other industries including silk, firearms, and railroad locomotive manufacturing. During the later 19th century, silk became Paterson’s most prosperous industry, inspiring its name, “Silk City.” By 1850, the Paterson’s industrial area had expanded significantly, including over a dozen mill and manufacturing buildings.

At its peak, the raceway system could deliver water with force totaling over 2000 horsepower. Portions of the water were leased to mills to run their operations. By the 1880s, upstream diversion of water from the Passaic River for potable water and steam power resulted in a loss of some of the S.U.M.’s water power. With a less-reliable water power source, mills were forced to occasionally close and mill sites along the raceways were no longer considered desirable (NPS 2013). By 1915, the S.U.M. had constructed its hydroelectric generating plant and steam plant which would eventually overtake the raceways as the power supply for milling operations.

Additional financial challenges threatened the textile operations along the Passaic River. In order to counter these threats, over a dozen of Paterson’s smaller silk and textile companies merged in 1938 into one management structure known as the Allied Textile Printers, Inc. (FMG 2010). The company streamlined the textile business and associated facilities along the Passaic River, eventually acquiring many of the mills. The ATP thrived through the 1950s and 1960s, and the buildings associated with the ATP enterprise remained largely intact through the 1970s when they were documented for a Historic American Engineering Record. In 1982, the company ceased operations, and a massive fire in 1983 destroyed many of the remaining buildings.

### **Paterson’s Labor and Immigration**

Fueling the immense production engendered by the industrial development of Paterson was a wave of immigration. A strong influx of Irish immigrants after the great famine of the 1840s increased the growing and diversifying community; other skilled laborers from western, eastern and southern Europe fed both the industry and the community. Paterson’s population exploded with burgeoning mill operations, growing from about 500 people in 1790 to over 5,000 in 1820.

Concerns about working conditions spawned intense unrest between laborers and mill owners, eventually leading to worker strikes. The 1835 textile strike involved over 2,000 workers from almost two dozen of the city’s textile mills. Perhaps the most famous of these was the Paterson Silk Strike of 1913, one of a series of textile worker strikes involving the entire east coast. The focus of this six month strike was demands for better working conditions including an eight-hour work day, elimination of child labor, and improved working conditions. Thousands of workers took part in the strike, but it ended in failure, and eventually many of the textile and silk manufacturers moved their facilities to other production locations.

Despite the strikes and loss of mills, the population of Paterson continued to diversify and grow throughout the 19th and 20th centuries. The Great Migration of African Americans moving from the south to northern industrial cities helped fuel the population of Paterson during the early 20th century as did many Syrian and

Lebanese immigrants who arrived as early as the 1890s. The burgeoning population in Paterson required not only jobs, but housing and other amenities within the city. Street markets, churches, banks and the city's stately Beaux Arts City Hall (1894) serviced the newly arrived residents of Paterson. These buildings formed the basis of a diverse residential and commercial core in the city that thrived in the late 19th and early 20th centuries. However, Paterson experienced a great fire in 1902, which necessitated the reconstruction of substantial parts of the downtown commercial area.

### **Hinchliffe Stadium— an Effort to Revitalize the Community**

As a response to the recreational needs of the large labor population, the city built Hinchliffe Stadium in 1932, using funds from a bond issue and later, New Deal program funds. Planned during a multi-year stadium advocacy movement and the Jim Crow era of segregation, the large horseshoe-shaped stadium was constructed under the auspices of Mayor John Hinchliffe. From its opening in 1932 through the 1944 season, the sports scheduling successes and failures at Hinchliffe Stadium reflected the economic ups and downs experienced throughout the United States as the country passed through the Great Depression and World War II. The stadium hosted high quality play of Negro National League and Negro American League scheduled games from 1933 through 1944. Games featured the highest-quality players in Negro professional baseball, many of whom were later inducted into the National Baseball Hall of Fame. When Jackie Robinson signed with the Brooklyn Dodgers in 1945, Negro baseball began its decline as the major leagues began to become integrated. While a few other ballparks continued to host Negro teams as late as the 1960s, Negro baseball disappeared from Hinchliffe Stadium after the 1944 season. Stadium managers then turned their attention to hosting other types of events. In 1963, the Paterson Public Schools/ Board of Education acquired the stadium. The ensuing years brought improvements and efforts to promote its use for a variety of events. Unable to attract attendance needed to generate revenues for operations and maintenance, the Board of Education closed the facility in 1996.

## **Foundation for Planning**

Every unit of the national park system is required to have a formal statement of its core mission to provide basic guidance for planning and management decisions—a foundation for planning and management. The core components of the foundation for planning and management include the park's purpose, significance, fundamental resources and values, related resources and values, and interpretive themes. Along with the core components, the foundation provides a focus for park planning activities and establishes a baseline from which all future planning documents are developed.

The foundation for planning and management for Paterson Great Falls NHP was initiated early in the planning process over the course of several workshops. Elements of the foundation were further refined throughout the GMP process, including consideration of public comments. The following foundation information is the result of those workshops and provides a shared understanding of what is most important about the park. A separate foundation document that summarizes the park's purpose, significance, interpretive themes, fundamental resources and values and other information will be produced as part of the GMP implementation.

### **Park Purpose**

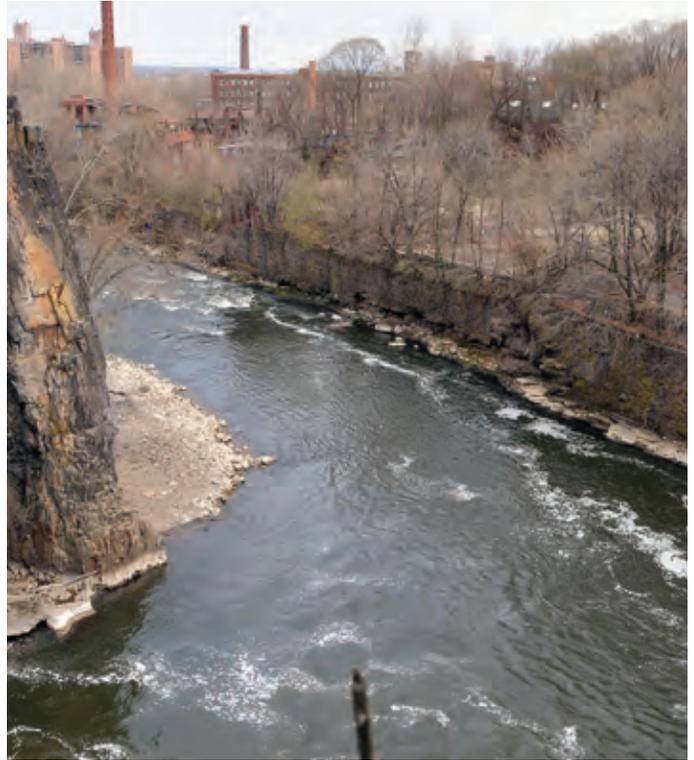
The purpose statement identifies the specific reason for establishment of a particular park. The purpose statement for Paterson Great Falls NHP is based on a careful analysis of its enabling legislation and the legislative history that influenced its development. The purpose statement lays the foundation for understanding what is most important about the park.

Paterson Great Falls NHP Purpose Statement:

*Paterson Great Falls NHP preserves and interprets the natural beauty of the Great Falls of the Passaic River and the industrial, cultural and recreation landscape which formed around its endless source of power. The park and surrounding national historic landmark district illustrate the successful evolution of a manufacturing society which drew from the diversity and innovations of the American people for more than two centuries.*



Top: Top of the Falls; Left: Paterson Museum Exhibit; Right: Historic Mill Building



Top: Chasm; Left center: Paterson Colt; Left bottom: Naturalization Ceremony; Right: Passaic River



Rogers Locomotive Building

### Park Significance

Significance statements express why a park’s resources and values are important enough to merit designation as a unit of the national park system. These statements are linked to the purpose of Paterson Great Falls NHP and are supported by data, research and consensus. Statements of significance describe the distinct nature of the park and why an area is important within a global, national, regional and systemwide context. They focus on the most important resources and values that will assist in park planning and management.

Paterson Great Falls NHP Significance Statements:

- *The Great Falls of the Passaic River, with its natural chasm and 77 foot waterfall, provides an extraordinary scenic resource in the midst of an industrialized city and opportunities for relaxation, contemplation and inspiration.*
- *Paterson Great Falls NHP and the national historic landmark district provide one of the best opportunities to view a complete hydropower system from its source above the Great Falls of the Passaic to its transformation into power for the mills and the surrounding community. Alexander Hamilton’s vision of a model manufacturing city, a central part of his economic strategy for the nation, is embedded in this industrial, cultural and natural landscape.*
- *Paterson’s raceway system illustrates American ingenuity as the country grew to become a major*

*industrial nation. The raceways offer an outstanding opportunity to interpret the city’s industrial past and the Society for Useful Manufactures’ role as a manufacturing incubator making it possible for immigrants to start businesses with limited resources and capital.*

- *The entrepreneurship and innovations of Paterson’s industrialists and workers allowed the city to thrive and evolve over time in a long continuum of industrial use that continues today. Paterson’s success can be attributed in large part to immigrants who brought their creativity and experience to the city seeking a better life; a trend which has continued throughout the city’s history.*
- *Hinchliffe Stadium is one of the best examples of a professional Negro League baseball venue. The location of the stadium was specifically sited above the Great Falls so patrons could have a commanding view of Paterson’s ever evolving industrial, social and natural landscape.*

### Fundamental Resources and Values

Fundamental resources and values are those features, systems, processes, experiences, stories, scenes, sounds, smells or other attributes determined to warrant primary consideration during planning and management processes because they are essential to achieving the purpose of the park and maintaining its significance. Fundamental resources and values are closely related to

a park's legislative purpose and are more specific than significance statements.

Fundamental resources and values help focus planning and management efforts on what is truly significant about the park. One of the most important responsibilities of NPS managers is to ensure the conservation and public enjoyment of those qualities that are essential (fundamental) to achieving the purpose of the park and maintaining its significance. If fundamental resources and values are allowed to deteriorate, the park purpose and/or significance could be jeopardized.

Paterson Great Falls NHP Fundamental Resources and Values:

- **Geologic Formation and Features**—*The Great Falls of the Passaic were designated a National Natural Landmark in 1967; significant because of its creation by the Watchung basaltic lava flow. The geologic formation of the falls has created an extraordinary 77 foot fall into a naturally occurring chasm.*
- **Hydrologic Systems and Features**—*The Passaic River is the principal drainage of the Great Swamp area that cuts its way through northern New Jersey and eventually cascades over the Great Falls in Paterson. The flowing water was the backbone of industrial development as the City of Paterson was planned and still provides power today. The river also provides an ecological and recreational value to an otherwise industrial city.*
- **Historic Structures and Ruins**—*Paterson Great Falls NHP's historic structures, structural ruins, and associated archeological resources including the Society for Useful Manufactures' (S.U.M.) Building, Allied Textile Printing (ATP) site (including the Colt Gun Mill ruins), the hydroelectricity steam plant ruins/foundation, and the Ivanhoe Wheelhouse, convey the history of the park's industrial history.*
- **Raceway System**—*Paterson's system of raceways (gatehouses; wheelhouses; upper, middle, and lower raceways; spillways, outfalls and associated archeological resources) provides visitors with a complete vision and understanding of how the system functions as a whole and fits into the larger hydropower grid of the industrial landscape.*
- **Hinchliffe Stadium**—*The municipal stadium hosted Negro League baseball games, and served as the home field for the New York Black Yankees and New York Cubans. When segregation of major league baseball ended, the stadium enjoyed new life as a center for sports and entertainment that continued to bring the people of Paterson together.*
- **Natural Scenic and Industrial Landscape Views**—*The breathtaking views of the Great Falls and surrounding natural landscape allow a glimpse into the inherent beauty of nature in contrast to the manipulated landscape of the industrial city. The topography within the park provides visitors with panoramic views of the national historic landmark district's industrial landscape, reflecting settlement and industrial development patterns.*
- **Experiential Elements of the Falls**—*The experience of hearing the water thunder over the falls, feeling the spray from the water crashing into the chasm, and watching the water churn down the river help the visitor understand the power of the flowing water.*

## Related Resources and Values

Paterson Great Falls NHP contains related resources and values that are fundamental to the purpose of the park, but are outside the park's legislated boundary. These resources and values are related to its significance and are important to consider in planning processes because they are important in the management of the park.

Related Resources and Values identified for Paterson Great Falls NHP:

- **Historic Mill Buildings**—*The numerous historic mill buildings located within the national historic landmark district were an integral part of the industrial development of the city. The densely constructed mills along the raceways and river illustrate the success of a 19th century industrial city.*
- **Milling Community**—*Paterson's success was built largely on the innovative, entrepreneurial spirit of its citizens, most of whom were immigrants. The mill housing, community centers, and recreational facilities provide the visitor with an understanding*



Top Left: Mill Building, Top Right: Steam plant foundation  
 Middle Left: Paterson Museum Exhibit, Middle Right: Spillway  
 Bottom: Hinchliffe Stadium

*of the typical lifestyle of 19th and 20th century mill workers.*

- **Museum Collections**—*Items and artifacts show the inner-workings of manufacturing machinery used in Paterson, products produced in Paterson’s mills, and personal artifacts of mill workers.*

**Interpretive Themes**

Interpretive themes are often described as the key stories or concepts that visitors should understand after visiting a park—they define the most important ideas or concepts communicated to visitors about a park unit. Themes are derived from, and should reflect, park purpose, significance, resources, and values. The set of interpretive themes is complete when it provides the structure necessary for park staff to develop opportunities for visitors to explore and relate

to all park significance statements and fundamental and other important resources and values.

Interpretive themes are an organizational tool that reveal and clarify meaning, concepts, contexts and values represented by park resources. Sound themes are accurate and reflect current scholarship and science. They encourage exploration of the context in which events or natural processes occurred and the effects of those events and processes. Interpretive themes go beyond a mere description of the event or process to foster multiple opportunities to experience and consider the park and its resources. These themes help explain why a park story is relevant to people who may otherwise be unaware of connections they have to an event, time, or place associated with the park.

Paterson Great Falls NHP has four interpretive themes:

- **The Natural Beauty that Inspired and Powered a Revolution**—*The Great Falls in the heart of Paterson has drawn people and inspired them—both for its natural beauty and for the power and the energy that it promises.*
- **The Economic Vision that Shaped America**—*Paterson was founded on Alexander Hamilton’s vision that freedom and independence for the United States would be based in a manufacturing economy that required a diversity of talents with promises of a better life for its people.*
- **Innovation and Opportunity—the Power of American Manufacturing**—*Through diversification of industries, technological innovation, and successive waves of industry and immigration, for more than two centuries Paterson continued to exemplify and reinvent Hamilton’s vision of a planned manufacturing center.*
- **Race, Recreation, and Respite**—*While the nation struggled with issues of race and civil rights, Paterson’s Hinchliffe Stadium was home field for two Negro League baseball teams—the New York Black Yankees and New York Cubans—and a municipal sports and entertainment venue that offered respite from factory work and fostered civic pride.*

In appendix D, the stories and concepts associated with each theme are further described.

## Establishing the National Historical Park

National parks do not just happen—they are the result of years of hard work and tireless efforts by local champions to have their special places preserved and recognized. Paterson Great Falls NHP is the result of efforts by passionate citizens, community organizations, city and state agencies and elected officials.

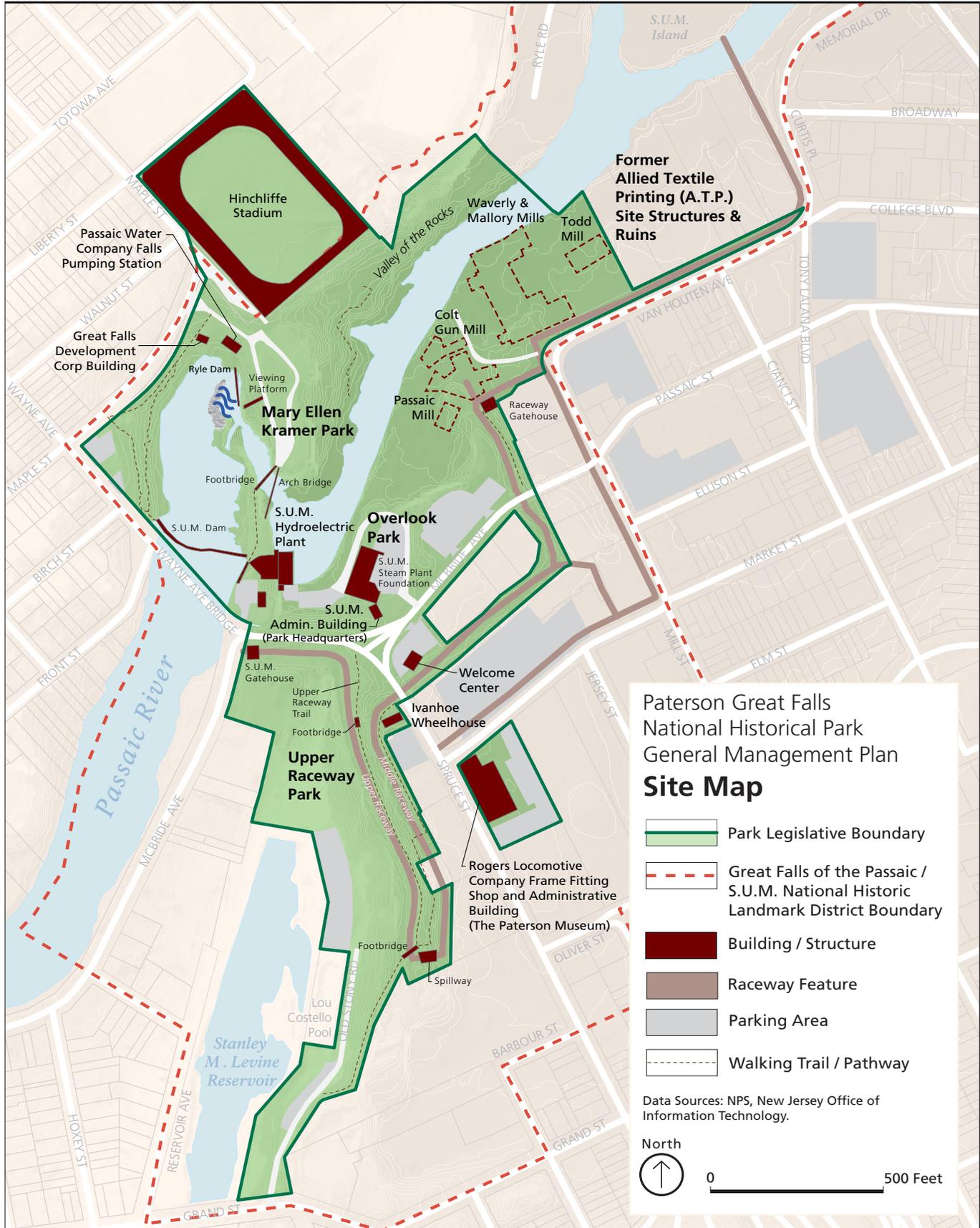
Establishment of the park came following decades of preservation work and advocacy to recognize Paterson as one of the nation’s earliest industrial centers. Congressman Bill Pascrell, Jr. and Senator Frank Lautenberg, both Paterson natives, led the legislative effort to create the park, introducing The Paterson Great Falls National Park Act of 2006 and 2007 in Congress to establish the Paterson Great Falls National Park.

## Recognition of the Park’s Significance

Preservationist efforts clearly established the national significance of the resources associated with Alexander Hamilton’s Society for Establishing Useful Manufactures (S.U.M.). Prior to establishment of the national historical park, three distinct historic district designations, one natural resource designation, and one engineering designation established the national significance of the Great Falls Historic District’s cultural and natural resources, (figure 1.2):

- **Great Falls of Paterson National Natural Landmark**  
The Great Falls of Paterson is a national natural landmark (NNL), first recognized in 1967 and expanded in 1976 by addition of nearby Garrett Mountain. As such the falls is recognized as an outstanding example of the country’s natural history. Together, the Great Falls of Paterson and Garrett Mountain provide an excellent illustration of the jointed basaltic lava flow which began a period of extrusion and intrusion throughout eastern North America in the early Mesozoic Era, influencing present day landforms in this region.
- **Great Falls National Historic Landmark District**  
The Great Falls National Historic Landmark District—largely coterminous with the Great Falls Historic District—is a national historic landmark district (Great Falls of the Passaic/Society for Useful Manufactures), designated in 1976. The landmark

FIGURE 1.2 Paterson Great Falls NHP





is nationally significant for engineering from 1750 to 1924, with significant events occurring in 1791, 1864 and 1914. Important engineers and others involved in design and development of related engineering features of the S.U.M. Raceway System included: Alexander Hamilton, Phillip Schuyler, Pierre L' Enfant, Peter Colt, John Colt and Thomas Marshall. The hydroelectric plant at the falls is significant as an element in the progression of development of the water-powered system and of American engineering over the district's entire period of significance.

- **Hinchliffe Stadium National Historic Landmark**

Hinchliffe Stadium is a national historic landmark that is significant for its role in the history of Negro professional baseball in twentieth-century segregated America. Built in 1931-32 by the city of Paterson, the stadium was envisioned as a means of providing its citizens—struggling from years of economic depression—with an affordable venue for sports and entertainment events. The notable landscape architecture firm, Olmsted Brothers, designed the overall plan for the stadium, which commands a sweeping view of the historic industrial mill buildings in the adjoining Paterson Great Falls NHL District.

- **Great Falls Historic District**

The Great Falls Historic District (Great Falls of Paterson/Society for Useful Manufactures) is a nationally significant historic district, nominated in the National Register of Historic Places in 1970, and twice amended to expand its boundaries to include additional resources (1975 and 1986). The district has broad historic significance to the country, related to engineering, urban planning, architecture, industrial architecture, landscape architecture, invention, sciences, industry, commerce, conservation, and education.

- **Great Falls Raceway and Power System National Historic Engineering Landmark**

In 1977, the American Society of Civil Engineers named the Great Falls Raceway and Power System a national historic engineering landmark. While not a federal designation, this recognized the raceway and power system as having made a significant contribution to the development of the United States.

## **Role of the NPS Leading up to Establishment of the Park**

For 50 years, the NPS has been an advocate for Paterson's resources providing technical and preservation assistance through its programs including the National Register of Historic Places and the National Natural Landmark Program. These mutual efforts have led to national designations, funding and legislation that paved the way for today's national historical park in Paterson. Collaboration among the NPS and its partners in the city of Paterson included:

- **Preservation Assistance**

The NPS preservation assistance staff has worked in cooperation with the city of Paterson and others to identify and evaluate the resources within the historic district and to complete the nomination form for designation of the Great Falls Paterson NHL District and the Hinchliffe Stadium NHL. NPS has worked closely with partners and the New Jersey State Historic Preservation Officer (NJ SHPO) to carry out a cultural resource survey on the ATP site and on the Hinchliffe Stadium study authorized in the 2009 legislation.

- **New Jersey Urban History Initiative**

In 1992, the city of Paterson received more than \$4 million for projects in the Great Falls NHL District through the federally funded New Jersey Urban History Initiative (UHI), sponsored by New Jersey Senator Lautenberg. The NPS's role in Paterson expanded to include administration of the UHI, providing funding through a cooperative agreement with the city. A core advisory group, composed of city officials, the Paterson Historic Preservation Commission, the NJ SHPO, representatives of the business community, and interested citizens, advised the NPS on identification and administration of the UHI projects. Many of the projects were designed to raise public awareness of the historic district and, through this awareness, increase public interest and involvement in protecting the resources that tell the stories of Paterson. Development of design guidelines, assistance to the Historic Preservation Commission in combination with other actions taken under the UHI, and strong community



Local March



Park Establishment

support for historic preservation led to considerable preservation and restoration of the district. This resulted in the NHL Program removing the Great Falls NHL District from its “Priority 1—Threatened List” and placing it on the “Watch List” in 2002.

- **Great Falls Historic District Special Resource Study**

In November 2001, Congress passed the Great Falls Historic District Study Act of 2001 (P.L. 107-59) authorizing the Secretary of the Interior to conduct a special resource study of the Great Falls Historic District to determine if its resources meet applicable criteria for designation as a unit of the national park system. The resulting Special Resource Study (NPS 2006a) was completed by NPS and proposed various management options for the Great Falls Historic District without NPS management.

**Great Falls State Park**

In October 2004, the Governor of New Jersey designated a portion of the Great Falls Historic District as Great Falls State Park—one of two new urban state parks. The newly designated state park encompassed the resources that are primary to the Paterson Great Falls NHL District designation. A design competition was held and a master plan for the new state park was completed.

Shortly after the master plan was completed, Congress passed legislation to create the new national historical park, including the Great Falls State Park area.

**Hinchliffe Stadium Addition to the Park**

On December 19, 2014, under The Carl Levin and Howard P. “Buck” McKeon National Defense Authorization Act for Fiscal Year 2015, President Barack Obama amended Section 7001 of the Omnibus Public Land Management Act establishing the Paterson Great Falls National Historical Park (appendix A).

The amendment added to the park approximately six acres of land containing Hinchliffe Stadium and mandated that the site be administered as part of the park, subject to several additional considerations. Addition of the stadium to the park followed designation of the stadium as a national historic landmark on February 25, 2013. The site is nationally significant for its role in the history of Negro professional baseball in twentieth century segregated America (NPS 2012c).

**Paterson Great Falls NHP Advisory Commission**

In March 2009, the Secretary of the Interior established the Paterson Great Falls NHP Advisory Commission to advise on development and implementation of the park’s GMP. Established pursuant to section (e) of the park’s enabling legislation, the commission is a feder-



al advisory commission and functions in accordance with provisions of the Federal Advisory Committee Act (FACA), as amended (5 U.S.C. App.2). Since its establishment, the commission has met quarterly to advise the NPS planning team on development of the GMP. Commission members have also participated in work sessions with the NPS planning team and others to develop GMP recommendations. The work of the advisory commission is anticipated to be complete approximately ten years from the date of its establishment (March 2009), at which time it will terminate.

## Guiding Future Management of the Park

### Purpose of the GMP

The NPS and partners have prepared this GMP/EA to ensure that future management of Paterson Great Falls NHP fulfills the purposes for which Congress established the park. This GMP is the park's first comprehensive plan and has been prepared as required in the park's enabling legislation and as generally required pursuant to NPS management policies for all units of the national park system.

This plan addresses the following:

- the types of management actions required for the preservation of park resources



- the types and general intensities of development (including visitor circulation and transportation patterns, systems and modes) associated with public enjoyment and use of the area, including general locations and anticipated costs
- visitor carrying capacities and implementation commitments for all areas of the park
- a brief discussion of the need for a potential park boundary adjustment

The purposes of this GMP for Paterson Great Falls NHP are as follows:

- describe the purpose of the park, the significance of the park's resources, and special mandates that will influence management decisions
- clearly define resource conditions and visitor uses and experiences to be achieved in the national historical park
- provide a framework for managers to use when making decisions about how to best protect the park's resources, how to provide quality visitor uses and experiences, how to manage visitor use, and what kinds of facilities, if any, to develop in the national historical park



## Need for the GMP

A GMP is needed to meet the requirements of Public Law 111-11, which enabled the establishment of Paterson Great Falls NHP, the National Parks and Recreation Act of 1978, and NPS Management Policies (NPS 2006b). The enabling legislation directs that a general management plan be prepared in consultation with the Paterson Great Falls National Historical Park Advisory Commission, and be transmitted to the Committee on Energy and Natural Resources of the Senate and the Committee on Natural Resources of the House of Representatives. The GMP builds on this legislation, and on established resolutions, laws and policies to develop a vision for the park's future.

The Paterson Great Falls NHP GMP/EA complies with all applicable statutory requirements and polices, including the National Environmental Policy Act of 1969, as amended (NEPA) and its implementing regulations (40 CFR 1500-1508), the Department of the Interior's NEPA regulations (40 CFR Part 46), NPS

Director's Order #12, Conservation Planning, Environmental Impact Analysis, and Decision Making (DO-12, 2011), and accompanying DO-12 Handbook (2001).

## Planning Issues and Challenges

The general public, NPS staff, and representatives from county, state, and city agencies, and various organizations helped to identify issues and concerns about management of the park during the scoping phase (early information gathering) for this GMPEA (see Chapter 5, "Consultation and Coordination" for more information about the scoping efforts). Comments were solicited at public meetings, through planning newsletters, and at meetings with agencies and community stakeholders. An issue is defined as an opportunity, conflict or problem regarding the use or management of public lands. The GMP alternatives provide strategies for addressing these issues within the context of the park's purpose, significance, and special mandates.



Photo courtesy of Mark Hillringhouse

Allied Textile Printing Site

## Sustaining the Park’s Fundamental Resources

Paterson Great Falls NHP’s fundamental resources include historic structures and ruins, the raceway system, geologic formations, and hydrologic systems and features that contribute to the significance and character of this special place. Although many studies have been undertaken to address maintenance and preservation issues, there are no long-term resource management strategies for NPS and partners.

In addition, the NPS and partners do not have a formal role in the management of water quality or flow of the Passaic River.

The S.U.M. raceway system is the most significant extant historic resource of the park and its preservation and re-watering is of great interest to both Paterson residents and the broader historic preservation community. The complex raceway system incorporates dams, spillways, gate structures, headraces, tailraces, bypasses, among other structural components and stretches approximately one mile through the park and Great Falls NHL District. The conditions of the upper, middle and lower raceways vary; most of the spillway and raceway features are in poor condition, and are in danger of

further deterioration. The upper raceway has been rehabilitated and the path along the raceway upgraded. The middle and lower raceways are generally dry and lack adjacent formalized pedestrian paths. When water enters the raceways, such as during flood events, leakage into adjacent buildings is a problem.

The Allied Textile Printing site (approximately 7 acres) contains portions of the S.U.M. raceways, the ruins of extensive textile dyeing and finishing operations that occupied a large portion of the property from the 1910s to 1980s, and the ruins of at least five 19th-century mills. After industrial activity at the site ended, a series of fires at the ATP site damaged most of the 30 structures on the site. Most of the buildings are fire damaged and only structural ruins and archeological resources remain. The extant buildings and structures do not have roofs and have incurred heavy damage over time due to the fires and exposure to the elements. Preservation efforts have been undertaken at the Colt Gun Mill to stabilize some of its remaining structural elements and a project is currently funded to stabilize the river wall. Today, the site is vacant and closed to the public.

The Passaic River flows through the park and the quantity and quality of its water influences the visitor experience. The river segment that flows through the park and the sub-watershed surrounding the park supports its designated uses for agricultural water supply and industrial water supply, but does not support its designated uses for aquatic life, fish consumption, primary contact recreation, or public water supply. Within the park, the river does not meet primary recreational standards due to elevated levels of bacteria. Debris and litter in the river contribute to the water pollution and frequently collect at the base of the falls, in view of from the park’s primary overlook. An agreement is in place to ensure water flow over the falls in the summer months, but this agreement does not address water flow during the remainder of the year or “winter drought” issues.

The GMP will explore the best ways to manage the park’s fundamental resources and landscapes to ensure their preservation and the role of partnerships to encourage the long-term protection of these places.



Looking at the Falls from Mary Ellen Kramer Park

## Experiencing the Park

Visitors new to the area and unfamiliar with the city of Paterson can sometimes be confused about how to move around the site, what activities there are to see and do, and concerned about safety.

Although there are mass transit connections to downtown Paterson, access to Paterson Great Falls NHP is predominately automobile dependent. Major interstate and state roads provide vehicular connections to the park. Connections to these routes facilitate vehicular access; however, proximity to the interstate access ramps and other regional roadway connections creates a greater flow of traffic on narrow neighborhood streets that were not built to accommodate such volumes. Traffic congestion near the park, in particular during the three peak periods (morning and evening rush and after school) is a concern both for easy vehicular circulation and for pedestrian safety. Sidewalks are available on the streets surrounding the park but many segments are narrow, or missing in some places. There are limited bicycle paths around and within the park as there are currently no designated bicycle lanes in Paterson. Access to the river for

recreational activities, both within and adjacent to the park, is limited. Access to the park on the river is not possible without a portage around the Great Falls; currently there is no formalized portage access around Great Falls and any informal access is dependent on water levels that allow for bridge clearances.

The GMP will explore ways to move and direct visitors to and throughout the park and the NHL District and address roles for NPS and partners in improving park experiences.

## Improving Facilities and Infrastructure

Interest in the new national historical park is increasing visitation to the city and falls area. The city's former visitor contact station was recent rehabilitated as the park's Welcome Center and currently provides limited visitor amenities such as restrooms, or interpretive exhibits. The recently rehabilitated Mary Ellen Kramer Park will provide new opportunities to enjoy and view the falls, but most other park areas are in need of repair, maintenance and improvements to create safe and useable space for both new visitors and local residents. There is a need for more user comforts—benches, bike



racks, picnic areas, water fountains, restrooms and space for large family groups or community events. The GMP will explore options for creating appropriate spaces for orientation, education, community gatherings and user comforts.

### **Special Mandates and Administrative Commitments**

Many management decisions for a park unit are directed or influenced by special mandates and administrative commitments with other federal agencies, state and local governments, utility companies, partnering organizations and other entities.

Special mandates are requirements specific to a park that must be fulfilled. Mandates can be expressed in enabling legislation, in separate legislation following the establishment of the park, or through a judicial process. They may expand on park purpose or introduce elements unrelated to the purpose of the park. Administrative commitments are, in general, agreements that have been reached through formal, documented processes. Examples include easements, rights-of-way, arrangements for emergency service responses, etc.

Special mandates and administrative commitments can support, in many cases, a network of partnerships that help fulfill the objectives of the park and facilitate working relationships with other organizations. They are an essential component of managing and planning for Paterson Great Falls NHP.

Key provisions among the special mandates contained in the park’s enabling legislation are presented below.

#### **General Agreement to Establish and Preserve the Paterson Great Falls National Historical Park**

As mandated by section (b)(1)(B) of the park’s enabling legislation, the U.S. Department of the Interior (NPS) entered into a written agreement (appendix B) with the city of Paterson to establish and preserve the Paterson Great Falls NHP, focusing on actions required prior to establishment of the park:

- **Manageable Unit.**  
The agreement addresses the requirement to acquire sufficient land or an interest in land within the boundary to constitute a manageable unit. It defines the federal land acquisition process and acquisition phase that will allow for progressive resource protection of core properties and other interests in land, as funding is available, and as due diligence requirements are satisfied. It also addresses responsibilities for maintenance and operations for lands and improvements within the park boundary, interpretation and education responsibilities, and law enforcement within the park.
- **Resource Protection.**  
The agreement addresses the requirement for non-NPS lands within the Great Falls National Historic Landmark District to be managed consistent with the enabling legislation and that future uses of lands within the district will be compatible with the park designation. It describes how the city will coordinate with the NPS on all major work on properties within the district. The city has further committed to several actions in support of the park, such as strengthening and enforcing its land use ordinances and design standards to protect the historic and natural resources of the district



and working with NPS to foster appropriate and compatible uses and building treatments within the district.

### Land Acquisition

Congress established the park's boundary through the enabling legislation and provided direction for federal acquisition of property within the boundary. Section (b)(4) states that at Paterson Great Falls NHP, the NPS is authorized to acquire additional land or interests in land within the boundary of the park by donation, purchase from a willing seller with donated or appropriated funds, or exchange. Lands or interest in land owned by the state of New Jersey or any political subdivision of the state may only be acquired by donation.

### Paterson Great Falls National Historical Park Advisory Commission

Section (e) of the park's enabling legislation requires that NPS establish an advisory commission to advise on development and implementation of the park's GMP.

In accordance with this mandate, the Secretary of the Interior created the nine-member Paterson Great Falls National Historical Park Advisory Commission, to include representatives appointed by the Secretary after consideration of recommendations submitted by the governor of the state of New Jersey (4), the Board of Chosen Freeholders of Passaic County (1), and the City Council of Paterson (2), as well as individuals who are experienced with national parks and historic preservation (2). The work of the advisory commission is anticipated to be complete approximately ten years from the date of its establishment (March 2019), at which time it will terminate.

### Hinchliffe Stadium Study

Section (f) of the park's enabling legislation requires that NPS complete a study regarding Hinchliffe Stadium for purposes of assessing (1) its potential for listing as a national historic landmark and (2) options for maintaining the stadium's historic integrity. In accordance with this mandate, the NPS completed the Hinchliffe Stadium National Historic Landmark Nomination (NPS

2012c) and on February 25, 2013 the Secretary of the Interior designated the site as a national historic landmark. The subsequent Hinchliffe Stadium—Structural Condition Assessment Report (NPS 2014a) provides a comprehensive physical condition assessment of the stadium and associated structures, identifying issues and recommending management actions.

### **Hinchliffe Stadium Heritage Act**

Public Law 113-291, The Carl Levin and Howard P. ‘Buck’ McKeon National Defense Authorization Act for Fiscal Year 2015, expanded the park’s legislative boundary to include Hinchliffe Stadium. The law stated that the NHP shall include the approximately 6 acres of land containing Hinchliffe Stadium and shall be administered as part of the park in accordance with subsection (c)(1) and section 3 of the Hinchliffe Stadium Heritage Act (appendix A). Restrictions were placed on acquisition so that the Secretary may not acquire fee title to Hinchliffe Stadium, but may acquire a preservation easement in Hinchliffe Stadium if the Secretary determines that doing so will facilitate resource protection of the stadium. The law stated that the fact that activities can be seen or heard from within the approximately 6 acres of land described in paragraph (1) shall not preclude such activities outside the boundary of the park. In administering the approximately 6 acres of land containing Hinchliffe Stadium...the Secretary of the Interior— (A) may not include non-Federal property within the approximately 6 acres of land as part of PGFNHP without the written consent of the owner; (B) may not acquire by condemnation any land or interests in land within the approximately 6 acres of land; and (C) shall not construe the inclusion of Hinchliffe Stadium made by this section to create buffer zones outside the boundaries of PGFNHP.

Administrative commitments for the park are included as part of the partnership framework description in chapter 2 on pages 29-35.

### **NPS Legislative and Policy Requirements**

Many existing laws and NPS policies guide management of all units of the national park system. NPS currently adheres to these laws and policies in its management of Paterson Great Falls NHP and will continue to do so following approval of the GMP/EA.

Some federal laws and policies pertain to the nation as a whole, including—for example—those governing management of natural resources, such as the Clean Air Act, Endangered Species Act, and Executive Order 11990, “Protection of Wetlands”; those governing the preservation of cultural resources such as the National Historic Preservation Act of 1966, as amended (NHPA), and the Native American Graves Protection and Repatriation Act of 1990 (NAGPRA); and those addressing accessibility, such as the Americans with Disabilities Act of 1990, as amended (ADA). Other state laws and policies apply similarly to the entire state of New Jersey. The NPS will continue to strive to implement these requirements with or without a new general management plan. However, the general management plan will provide guidance as to how park managers comply with these laws and policies.

Other laws and policies are applicable solely or primarily to units of the national park system. Primary among these are:

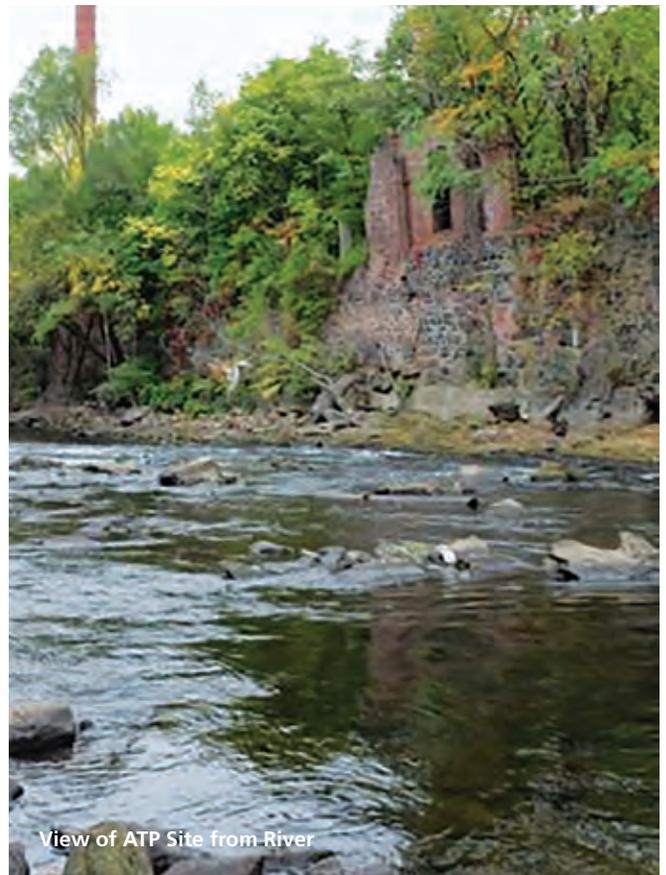
- The NPS Organic Act (16 United States Code [USC], §1) provides the fundamental management direction for all units of the national park system, stating that NPS will “[P]romote and regulate the use of the federal areas known as national parks, monuments, and reservations . . . by such means and measures as conform to the fundamental purpose of said parks, monuments and reservations, which purpose is to conserve the scenery and the natural and historic objects and the wildlife therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations.”
- The NPS General Authorities Act (16 USC §1a-1 et seq.) affirms that while all national park system units remain “distinct in character,” they are “united through their interrelated purposes and resources into one national park system as cumulative expressions of a single national heritage.” The act makes it clear that the NPS Organic Act and other protective mandates apply equally to all units of the national park system. Further, amendments state that NPS management of park units should not “derogate . . . the purposes and values for which these various areas have been established.”



Alexander Hamilton Statue

The Redwoods Act of 1978 reasserted the systemwide standard of protection established by Congress in the original Organic Act. It states that “Congress further reaffirms, declares, and directs the promotion and regulation of the various areas of the national park system . . . shall be consistent with and founded in the purpose established by the first section of the Act of August 25, 1916, to the common benefit of all the people of the United States. The authorization of activities shall be construed and the protection, management, and administration of these areas shall be conducted in light of the high public value and integrity of the national park system and shall not be exercised in derogation of the values and purposes for which these various areas have been established, except as may have been or shall be directly and specifically provided by Congress.”

The NPS has also established policies for all units under its stewardship. NPS Management Policies (NPS 2006b) is the guidance manual that states these policies and provides guidance for their implementation. The alternatives considered in this document incorporate and comply with the provisions of these mandates and policies.



View of ATP Site from River

## Related Plans and Projects

Several plans have influenced or would be influenced by the approved GMP for Paterson Great Falls NHP. These plans have been prepared by the NPS and other state and local entities. Some of these plans are described briefly here, along with their relationship to this GMP.

### NPS Plans and Projects

#### Archeological Overview and Assessment

This draft report (NPS 2015a) describes the results of research on the history and pre-contact and historical archeology of property within the park boundary in the context of the greater Paterson area. The report also evaluates the potential archeological significance of the resources within the NHL district and the potential condition of documented archeological resources within the park.

#### Paterson Raceways Preliminary Documentation Report

A project of the NPS Historic Structures Research and Documentation Branch, the preliminary documentation report (NPS 2013) identifies and documents through archival research, the historic construction methods and materials, and the evolution of the Paterson raceways, tailraces, and associated waterworks. The current research and documentation will inform the future conditions report.

### City, State and Other Plans and Projects

#### City of Paterson Master Plan

The city's recent master plan (Paterson 2014) provides a guiding vision for development and growth of the city. The plan identifies regulations for land development, design, and zoning, as well as goals for economic development. A general goal of the plan is "making recommendations regarding revisions to the City's current policies and ordinances regarding land use, housing, transportation, economic development, parks, and sustainability measures." A related strategy for this goal is to "coordinate the City's development to capitalize on the Paterson Great Falls National Historical Park."

The master plan lays out a vision for the development of the national historical park as it relates to the overall development of the city. The plan identifies opportunities for the national historical park to connect with

other landmarks, parks, and historical sites throughout the city and discusses opportunities for improved modes of public transportation to assist in making those connections.

#### Cultural Resource Investigation of the Allied Textile Printing Site

The Cultural Resources Investigation of the Allied Textile Printing Site (FMG 2010) is a four volume document which researches and investigates the history, existing conditions, and potential for archeological findings within the ATP site. Volume four of this investigation provides preservation and treatment recommendations for the ATP site which served as a strategy for development of management actions for the site within the context of this GMP/EA.

#### Great Falls State Park Plan

The Great Falls State Park Master Plan (NJ DEP 2008) is the result of a design competition initiated by the state of New Jersey when the area now known as Paterson Great Falls NHP was a state park. The plan provides a general overview of the resources located within the park and outlines opportunities for redevelopment of the state park. Some of the ideas developed as part of the state park planning process were mentioned during scoping for this GMP/EA and have been incorporated into the GMP/EA alternatives.

#### Greater Spruce Street Neighborhood Plan

The Greater Spruce Street Neighborhood Plan (NJCDC 2009) is a plan commissioned by the New Jersey Community Development Corporation (NJCDC) to investigate opportunities and potential for revitalizing the neighborhood surrounding Spruce Street, which includes the Paterson Great Falls NHP. The plan defines transportation and connectivity improvements as well as additional opportunities for community involvement and education programs.

#### Lower Passaic Canoe and Kayak Trail Action Plan

The Trail Action Plan (LPSRA 2008) identifies a 32 mile water trail which runs along the Passaic River through Paterson, highlighting spots such as the national park and Hinchliffe Stadium. The plan identifies sites to visit along the trail, existing launch and emergency take-out locations, and recommendations for future development along the trail.

### **New Jersey's Long-Range Transportation Plan Urban Supplement Report: City of Paterson**

A number of roadway improvements within the City of Paterson and Passaic County are identified in the plan (NJDOT and NJT 2008). Many of these projects are designed to improve travel on and through the main thoroughfares including Interstate 80. The plan also envisions improvements to public transportation routes and bicycle routes throughout the city.

### **Passaic County Master Plan: Heritage Tourism Element**

The Heritage Tourism Element of the Passaic County Master Plan (Passaic County 2013) identifies actions needed for preservation, transportation, education, interpretive, and recreational planning to connect historically significant sites throughout the county. The plan proposes using Paterson Great Falls NHP as an anchor for regional tourism and lays out a plan for coordination among sites around the region.

### **Passaic County Parks, Recreation and Open Space Master Plan**

The Parks, Recreation and Open Space Master Plan (Passaic County 2014) presents recommendations for the improvement of the Passaic County Park System, and a vision for its future. It includes detailed information on the county-owned park, recreation, and open spaces and presents technical findings. The plan provides the foundation for management, maintenance, improvement, and expansion strategies.

### **Paterson Research Initiative**

The Paterson Research Initiative (NJIT 2007) analyzed the city of Paterson and created a series of ideas to build upon its history and unique position at the base of the Appalachians and within the Boston-Washington metropolitan corridor. The plan identified site specific development strategies as well as ideas to improve signage and awareness of the City's past and present. One of the plan's key recommendations is to situate Paterson as the gateway to a regional open space trail that extends from the Appalachians through Paterson. The connection would necessitate a "land bridge" over Interstate 80 to seamlessly connect open space along the Passaic with Garret Mountain.

### **Waterfront Development Strategy**

The Waterfront Development Strategy (Strategy 5 2005) is a physical and economic development strategy. Focused on the Great Falls, the plan proposed the reuse of the Colt Gun Factory with an adjacent new hotel and conference center along the river on the ATP site. Overlooking the Falls, the plan proposed an amphitheater (which is echoed in the Field Operations plan), restored Great Falls Park, and integrated a visitor center, restaurant, and new mixed use development. Areas north of the Passaic River adjacent to Hinchliffe Stadium were designated for new condominium development, and mill buildings along Ryle Street were proposed for residential reuse. Hinchliffe is shown as a restored stadium, integrated with a new parking garage and an indoor sports complex. South of the Great Falls, the strategy advocates for the reuse of the New Jersey Transit (NJT) bus garage for a food market and a new family center located along the reservoir near the Lou Costello pool.

### **Levine Reservoir Containment Project**

The Passaic Valley Water Commission, owners of the Stanley M. Levine Reservoir, plans to contain the currently open reservoir as part of Environmental Protection Agency's Safe Drinking Water Act. The Levine Reservoir (circa 1885) is considered a contributing feature of the NHL District and is located outside of the park boundary, but adjacent to Upper Raceway Park. The project calls for draining the existing open reservoir and installing two above-ground concrete containers to house the city's drinking water.

### **Morris Canal Greenway Project**

The Morris Canal Greenway Project is a planned greenway along the former Morris Canal and Pompton Feeder in Passaic County. According to the Morris Canal Greenway Feasibility Study (Passaic County 2011), a portion of the planned greenway will run adjacent to the Paterson Great Falls NHP's southernmost legislative boundary, where Upper Raceway Park intersects Grand Street. This planned portion of the greenway will connect, via the New Street Bridge over I-80, to a completed portion of the greenway within the Garret Mountain Reservation.

### **Partial Rehabilitation of Hinchliffe Stadium**

The city of Paterson approved plans for a stabilization project for Hinchliffe Stadium. The stadium is located



directly adjacent to the park boundary, north of the Passaic River alongside Mary Ellen Kramer Park. The project would include stabilization of the stadium walls and rehabilitation of two of the ticket booths.

### Next Steps in the Planning Process

The GMP/EA will be made available for a 60-day review and comment period to federal, state, and local agencies and all other interested parties, including organizations, businesses, interested individuals and stakeholders, and the general public. The availability of the GMP/EA will be announced to agencies and the public will be notified through local papers, the park's website and the NPS Planning, Environment and Public Comment (PEPC) website. Comments will be accepted electronically through the PEPC website or in the form of written letters that must be postmarked by the due date shown on the PEPC website. During the review period, the NPS will hold public meetings where the public will have additional opportunities to provide comments on the management alternatives and impact analysis presented in the GMP/EA.

Once the comment period has closed, the NPS will evaluate all comments received, after which a Finding of No Significant Impact (FONSI) will be prepared and released for a 30-day no action period. The FONSI will report on the results of agency and public comments on the draft GMP/EA and will identify the alternative that

the NPS intends to select as the approved GMP for Paterson Great Falls NHP including any changes that may have been made as a result of agency and public comment. The availability of the FONSI will be announced to agencies and the public through the same media used to announce the availability of the draft GMP/EA. No sooner than 30 days after circulation of the FONSI, the Northeast Regional Director may sign the FONSI, selecting an alternative for implementation as the approved GMP for Paterson Great Falls NHP. A copy of the GMP/EA will be transmitted to Congress as required by the park's enabling legislation. Regional Director signature of the FONSI will complete the planning and compliance process, after which the NPS will proceed to implement the approved GMP.

### Implementation of the Plan

Once the GMP has been approved, implementation will begin immediately. Implementation of the approved plan will depend on funding. The approval of this plan does not guarantee that the funding and staffing needed to implement the plan will be forthcoming. Full implementation of the actions in the approved general management plan could be many years in the future. The implementation of the approved plan could also be affected by other factors, such as changes in NPS and partners staffing, visitor use patterns, and unanticipated environmental changes.

As actions in the approved GMP are implemented, additional feasibility studies and more detailed planning, environmental documentation, and consultations would be completed, as appropriate, before certain actions could be carried out. For example:

- Site-specific planning and environmental review may need to be completed.
- Appropriate permits may need to be obtained before implementing actions.
- Appropriate federal and state agencies may need to be consulted concerning actions that could affect threatened and endangered species.
- The New Jersey State Historic Preservation Officer (SHPO) may need to be consulted, as appropriate, on actions that could affect cultural resources.