

**UNITED STATES DEPARTMENT OF THE INTERIOR  
NATIONAL PARK SERVICE**

**FINDING OF NO SIGNIFICANT IMPACT**

**GENERAL MANAGEMENT PLAN AND ENVIRONMENTAL ASSESSMENT  
Paterson Great Falls National Historical Park  
New Jersey**

**INTRODUCTION**

The Department of the Interior, National Park Service (NPS), has prepared this Finding of No Significant Impact (FONSI) for the Paterson Great Falls National Historical Park General Management Plan and Environmental Assessment (GMP/EA). This FONSI states what the decision is, provides a summary of the selected action, and discusses the basis for the decision. Attached to this FONSI is the complete description of the selected action; i.e., the approved GMP for Paterson Great Falls National Historical Park (Attachment A). Also attached is a brief description of public involvement and agency consultation (Attachment B); mitigation measures that are incorporated into the selected action (Attachment C); and a non-impairment determination for the selected action (Attachment D).

The NPS proposed to adopt a General Management Plan (GMP) for Paterson Great Falls National Historical Park (NHP) to establish the overall management direction for the park for the foreseeable future. This is the park's first general management plan and will provide the framework for guiding resource management, visitor experiences, facilities and partnerships. The issues addressed by the GMP include: sustaining the park's fundamental resources; providing for safe, sustainable public access and recreational activities; building new and reinforcing existing partnerships to protect natural and cultural resources; and improving facilities and infrastructure that meets the needs of both visitors and the community.

To assist in the decision-making process, the NPS prepared an environmental assessment (EA) that evaluated three alternatives for the GMP and the environmental consequences of implementing each of the alternatives on a variety of park resources and values. The *Paterson Great Falls NHP General Management Plan/Environmental Assessment, 2016 (GMP/EA)* was prepared in accordance with the National Environmental Policy Act of 1969 (NEPA) and its implementing regulations (40CFR 1500-1508); and the NPS Director's Order #12: *Conservation Planning, Environmental Impact Analysis, and Decision Making* (DO-12, 2011) and accompanying DO-12 Handbook (NPS 2001).

During preparation of the GMP/EA, the NPS consulted with federal and state agencies, tribes, partners, interested and affected parties, and the general public. The GMP/EA was also circulated for a 60-day public and agency review period and three public meetings were held during that time.

This FONSI will be made available for a 30-day no action period, after which it will be submitted to the NPS Northeast Regional Director for final approval and signature.

## **SELECTED ACTION**

The draft GMP/EA presented three alternatives; the NPS did not identify any of the three alternatives as the agency preferred alternative. After release of the draft GMP/EA and upon further review the NPS determined that a select combination of alternatives B and C will best fulfill the park's purpose.

Therefore, the NPS selected action described herein is a modification of Alternative B: Landscape Exploration. The selected action summary herein and in Attachment A present a partnership and interpretive framework for the park, management goals and actions for visitor experience, natural and cultural resources and climate change and desired future conditions for the four management areas. The modification provides for a higher level of preservation treatment for the raceway system, historic structures, cultural landscape and views, especially in the Historic Immersion Area, which was initially evaluated as Alternative C and has been incorporated into the selected action. The level of preservation treatment proposed in the modification will be determined by future site-specific planning and, therefore, does not change the outcome of the impact analysis presented in the GMP/EA.

In addition, in response to public comments received on the draft GMP/EA and upon further NPS review, the NPS determined that two new management goals and examples of future actions specific to protecting the aesthetic and cultural landscape views, especially at the Great Falls, should be added to the selected action.

The selected action is summarized below. The complete description of the selected action is attached to this document (Attachment A; General Management Plan for Paterson Great Falls National Historical Park).

*Visitors will actively explore the entire park, enjoying its natural resources and cultural landscapes for contemporary recreational pursuits while learning about how those resources fueled America's early industrial development. A multisensory experience will highlight connections among the natural world, the power and beauty of the scenic falls and the Passaic River, and Paterson's innovative role in the evolution of American industry and manufacturing. Natural and cultural landscapes will offer enhanced opportunities for scenic views, recreation, learning through interpretive and educational programs, and community building through special events.*

*Expanded visitor facilities and interpretive programming within the scenic falls and river area will encourage a wide range of visitor activities focused on actively exploring the Passaic River corridor. The park's primary visitor contact station will be located in Overlook Park. The setting and exteriors of historic structures associated with hydropower production will be preserved and maintained in good condition. Natural resource management will focus on water quality and flow*

management, protection of geologic resources, preservation of the riparian forest, and protection of scenic views.

*The raceway technology that supported Alexander Hamilton's vision for America's first planned industrial city will be the focus of the visitor experience in the historic district. The NPS will provide technical assistance and collaborate with partners to explore options to rehabilitate and re-water all elements of the raceway system as a functional historic raceway landscape, where feasible. Natural areas in Upper Raceway Park and in areas adjacent to rehabilitated elements of the raceway system will be enhanced through removal of invasives and replanting with native plant species.*

*Collaborative efforts of NPS and partners will rehabilitate the former Allied Textile Printing site as a community recreation area and provide greater access to the Passaic River. Green space, gardens, paths and innovative interpretive areas will be developed for fun, physical activity, relaxation and events. The Colt Gun Mill will be rehabilitated and select features of remaining structures and portions of select mill factories and ruins will be made safe and preserved as landscape features reflecting the site's industrial history or for interpretive purposes and other visitor uses.*

## **FINDING OF NO SIGNIFICANT IMPACT**

As described in the GMP/EA, the selected action has the potential for adverse impacts on water resources, floodplains, cultural landscapes, historic structures, archeological resources and visitor experience; however, no potential for significant adverse impacts was identified through the analysis of impacts or the results of the agency and tribal consultation or public comment.

### **Natural Resources – Water Resources**

Overall, the selected action will result in beneficial impacts on water resources. The remediation of contaminated soils at the Allied Textile Printing (ATP) site will eliminate a source of pollutants along the Passaic River. Improvements to the trail system within Valley of the Rocks will decrease existing surface runoff and sedimentation. Additional beneficial impacts on water quality will result from increased research and monitoring of water resources. Although these benefits will be expected to result in improvements to water quality, beneficial impacts as a result of selected action will not likely substantially change or improve the overall quality of water resources within Paterson NHP.

Construction activities, including the presence of construction vehicles and equipment, could have temporary adverse impacts on water resources depending on the nature and location of the action, but the use of mitigation measures will lessen the severity of the adverse impacts and impacts will only expect to occur during the time of construction. These impacts will be consistent with the regulations and policies that govern water resources and the overall quality of water resources will not be degraded below existing conditions. In addition, the use of mitigation measures to offset adverse impacts will likely result in less sedimentation and runoff as compared to existing conditions, resulting in a small improvement in existing water quality.

Site improvements, soil remediation, and increased water quality monitoring will result in beneficial impacts while construction projects will result in the majority of the adverse impacts. Neither the beneficial or adverse impacts will be expected to improve or degrade water quality conditions above or below current condition. When considered in the context of the standards set forth in NPS management policies, both the adverse and beneficial impact will be relatively small and will not result in any noticeable changes in existing water quality.

### **Natural Resources – Floodplains**

Overall, the selected action will result in both beneficial and adverse impacts on floodplains. Resource management efforts such as a comprehensive research and monitoring program, stabilization of the ATP site's river wall, and new public education programs will result in beneficial impacts. Additional beneficial impacts could result from using the raceway system to divert floodwaters from McBride Avenue. Adverse impacts resulting from the selected action will be mostly attributable to construction activity relating to site improvements and the ATP river wall stabilization and the continued presence of structures within the floodplain. In the context of NPS policies to preserve floodplain functions and values, the beneficial and adverse impacts will be considered negligible because there will be no change in the existing floodplain capacity and function and there is likely to be a small increase in floodplain capacity over what currently exists.

### **Cultural Resources - Cultural Landscapes**

Actions proposed under the selected action have the potential to result in adverse and beneficial impacts for cultural landscapes. Adverse impacts are possible due to the hazardous materials mitigation, demolition of ruins, and addition of non-historic features to the landscape to support new visitor uses. Implementation of mitigation measures for actions that have the potential to cause adverse impacts will likely result in a lessening of the degree of impact on cultural landscapes.

Beneficial impacts include the creation over the long term of a landscape that more closely resembles its historic character and conveys the park's themes. Beneficial impacts will occur due to the opening up to visitors of currently closed areas and views following remediation, stabilization and rehabilitation of fundamental landscape resources, and improved maintenance of these resources over the long term. Beneficial impacts from the alternative, coupled with mitigation measures, will also help offset adverse impacts. The selected action will improve the park's ability to interpret and protect the park's cultural landscape by preserving more of its character-defining features and improving the overall condition of the historical landscape. Preservation and rehabilitation efforts will increase the ability of the cultural landscape to convey its significance and provide visitors with a better understanding of the connections between the Passaic River and the industrial history of Paterson.

### **Cultural Resources - Historic Structures**

Actions proposed under the selected action have the potential to result in adverse and beneficial impacts to historic structures. Beneficial impacts are expected when historic structures are stabilized, preserved, and rehabilitated under the guidance of the Secretary of Interior's Standards. Direct and permanent adverse impacts are possible due to the demolition of structures. However, many of these structures are in ruinous or poor condition already, and so

their thorough documentation and investigation prior to demolition will help to mitigate the adverse impacts of their removal. Implementation of these and other mitigation measures for actions that have the potential to cause adverse impacts will likely result in a lessening of the degree of impact on historic structures.

Beneficial impacts are expected when historic structures are stabilized, preserved, and rehabilitated for new uses under the guidance of the *Secretary of Interior's Standards*. Direct and permanent adverse impacts are possible due to the demolition of low-priority structures, and if adaptation for reuse is not completed in accordance with appropriate standards. However, implementation of mitigation measures for actions that have the potential to cause adverse impacts will likely result in a lessening of the degree of adverse impact on historic structures.

### **Cultural Resources - Archeological**

Actions proposed under the selected action have the potential to result in adverse and beneficial impacts for archeological resources. Beneficial impacts are expected when archeological resources remain undisturbed and adverse impacts could result from potential ground disturbance during construction, primarily from ground-disturbing construction related to the raceway system rehabilitation efforts and rehabilitation of the ATP site.

Pre-construction surveys and implementation of mitigation measures for actions that have the potential to cause adverse impacts will likely result in a lessening of the degree of adverse impacts on archeological resources. Some beneficial impacts to archeological resources could be expected through preservation education as partners and visitors gain a better understanding and appreciation of the park's archeological resources. Actions proposed under the selected action will serve to provide additional information to the park's archeological record and provide additional opportunities for research as new archeological surveys and investigations are conducted. Findings from these investigations will provide additional opportunities for interpretive and educational programming to comply with the park's enabling legislation and help to create an archeological record for the park. Any artifacts found could, in turn, provide additional historical and cultural resources to interpret.

### **Visitor Experience**

Impacts to visitor use and experience associated with the selected action will result in mostly beneficial impacts with some adverse impacts. Proposed improvements to the park's landscape and rehabilitation of the park's historic resources will result in benefits to the visitor experience as resources are preserved and interpretation and educational programs are expanded. Improvements and expansion of visitor facilities throughout the park will also contribute beneficial impacts to visitor use and experience. Adverse impacts will primarily result during construction as sites may be closed off to visitors during these times and could occur through overcrowding during peak visitation. Adverse impacts under the selected action will be relatively small because construction disturbance will only last for a short time and could be scheduled during times of low visitor use.

The beneficial impacts under the selected action will be more substantial as a larger number and greater variety of opportunities for recreation, interpretation, and education of the park's resources are created. These beneficial impacts will be in accordance with the park's overall

vision, purpose, and significance. Improvements to the park's cultural and natural resources as well as expanded opportunities for interpretive and educational programming will provide visitors with a greater number of opportunities to understand the history and significance of the park and experience the park's historical setting. As new areas of the park open for public use, visitors will be able to experience a larger area of urban open space and views that had previously been unavailable.

### **Socioeconomics**

Overall, impacts to the socioeconomic environment associated with the selected action will be largely localized though some impacts may affect the regional tourist economy and will range from beneficial to adverse. Beneficial impacts to community character and land use and development will result from the rehabilitation and preservation of the park's cultural and natural resources and pursuing a cooperative stewardship model of governance. Proposed changes related to the park experience, particularly the inclusion of visitor facilities will be expected to result in an increase in visitation which could have beneficial impacts on the local and regional tourist economy.

Proposed construction under this alternative will be of benefit to the local and regional economy. Based on this information, the beneficial impacts of the selected action on the socioeconomic environment will improve the local and regional economy, but may be negligible considering the size of the regional area. Improved park facilities and recreational opportunities will provide the surrounding community with additional forms of recreational and educational experiences. Rehabilitation efforts throughout the park will also improve the setting and create a more welcoming open space for the surrounding community.

### **Cumulative Impacts**

Other past, present or reasonably foreseeable actions were analyzed for their potential to contribute to cumulative impacts in association with implementation of the selected action. The selected action seeks to ameliorate any adverse impacts associated with proposed actions so that the overall level of cumulative impacts under each impact topic will either be arrested or will decline compared to existing conditions. The impacts of the selected action will comprise a very small component of these cumulative impacts, given the size and scope of the landscape within and surrounding the park. Overall, the impacts of the selected action, combined with the cumulative beneficial and adverse impacts from other past, present, and reasonably foreseeable future actions, will not result in significant adverse cumulative impacts.

### **Conclusion**

The selected action will not have a significant adverse effect on the human environment. There are no significant adverse impacts on public health, public safety, threatened or endangered species, sites or districts listed or eligible for listing in the National Register of Historic Places, or other unique characteristics of the region. No highly uncertain or controversial impacts, unique or unknown risks, significant cumulative effects, or elements of precedence were identified. Implementation of the NPS selected action will not violate any federal, state, or local environmental protection law.

Based on the foregoing, it has been determined that an EIS is not required for this action and thus will not be prepared.

## DECISION REACHED AND RATIONALE

The NPS has selected Modified Alternative B for implementation as described in this Finding of No Significant Impact. The NPS believes this alternative will best reflect the park's purpose and significance because it best preserves and interprets the natural beauty of the Great Falls of the Passaic River and the associated industrial, cultural and recreational landscape.

The selected action focuses on the preservation, rehabilitation and interpretation of the fundamental resources including the Great Falls, raceways and national historic landmark district. The selected action emphasizes new partnerships that will greatly enhance the park's ability to fulfill the intent of the enabling legislation and to support and enhance targeted resource protection goals and meets the NPS' stewardship responsibilities by balancing use with protection of the park's fundamental resources and values. The selected action provides a diversity of recreational opportunities and access to the river, natural areas and cultural landscapes. In addition, the selected action emphasizes new physical and programmatic connections with adjacent communities to further increase opportunities for park access to populations that have not been closely connected to a national park experience in the past.

Therefore, I have decided to select Modified Alternative B as the approved GMP for Paterson Great Falls National Historical Park.

Recommended:

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Darren G. Boch  
Superintendent, Paterson Great Falls National Historical Park

Date

Approved:

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Michael A. Caldwell  
Regional Director, Northeast Region

Date

Appendix A: General Management Plan for Paterson Great Falls NHP  
Appendix B: Public Involvement and Agency Consultation  
Appendix C: Mitigation Measures and Best Management Practices  
Appendix D: Non-impairment Determination

**ATTACHMENT A**  
**GENERAL MANAGEMENT PLAN FOR PATERSON GREAT FALLS NHP**  
**Paterson Great Falls National Historical Park General Management Plan/EA**

For more than two hundred years, Paterson has been a place of transformation. Today, there is great potential to create a vibrant, fun and relevant urban national park in Paterson where citizens and visitors understand, care for, and preserve their national history and natural heritage; a place where families and visitors have fun and compelling experiences; and a place that is a vital and valued part of the community and nation. 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 ownership and management are shared by a group of partners.

The NPS and partners 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 will engage local residents, park visitors and interested groups and organizations to make the plan’s vision a reality.

**OVERVIEW**

Visitors will actively explore the entire park, enjoying its natural resources and cultural landscapes for contemporary recreational pursuits while learning about how those resources fueled America’s early industrial development. A multisensory experience will highlight connections among the natural world, the power of the falls and the Passaic River, and Paterson’s innovative role in the evolution of American industry and manufacturing. Natural and cultural landscapes will offer enhanced opportunities for scenic views, recreation, learning through interpretive and educational programs, and community building through special events.

Expanded visitor facilities and interpretive programming within the scenic falls and river area will encourage a wide range of visitor activities focused on actively exploring the Passaic River corridor. The park’s primary visitor multiuse center will be located in Overlook Park. The raceway technology that supported Alexander Hamilton’s vision for America’s first planned industrial city will be the focus of the visitor experience in the historic district. Collaborative efforts of NPS and partners will rehabilitate the former Allied Textile Printing site as a community recreation area and provide greater access to the Passaic River. Green space, gardens, paths and innovative interpretive areas will be developed for fun, physical activity, relaxation and events. NPS and partners will offer interpretive programs and tours of the Hinchliffe Stadium site. Future uses will likely include variety of educational programs, athletic programs, community activities, and special events.

The setting and exteriors of historic structures associated with hydropower production will be preserved and maintained in good condition. The NPS will provide technical assistance and collaborate with partners to explore options to rehabilitate and re-water all elements of the raceway system as a functional historic raceway landscape, where feasible. The Colt Gun Mill will be rehabilitated and select features of remaining structures and portions of select mill

factories and ruins will be made safe and preserved as landscape features reflecting the site's industrial history or for interpretive purposes and other visitor uses.

Natural resource management will focus on water quality and flow management, protection of geologic resources, preservation of the riparian forest, and protection of scenic views. Natural areas in Upper Raceway Park and in areas adjacent to rehabilitated elements of the raceway system will be enhanced through removal of invasives and replanting with native plant species.

### **COMMON FRAMEWORK FOR A PARTNERSHIP PARK**

Most national parks have partners, and at Paterson Great Falls NHP, partnerships are essential. Today the park has numerous partners who support a variety of park activities and operations, several with agreements with the NPS and many that are collaborative with less formal arrangements. These partnerships benefit the park and the community. In years to come, existing partnerships—both formal and informal—will continue and new partnerships will emerge as the NPS and partners build relationships with others to implement management actions in the approved GMP.

#### **Role of the National Park Service**

The NPS has management responsibilities for Paterson Great Falls NHP under the authorities of the park's enabling legislation. As the primary park manager, the NPS will:

- implement the GMP—oversee implementation of the approved GMP in conjunction with others through partnerships
- facilitate communications—facilitate communications among partners to maintain a comprehensive and collaborative approach to park management
- develop and maintain park facilities—coordinate efforts by NPS and partners to co-develop and co-maintain facilities, visitor services, and interpretive media and programming in the park that enhances the visitor experience and appreciation of Paterson's historic significance; responsible for visitor facility development, landscape improvements and maintenance of facilities on lands owned by NPS
- implement the park's interpretive framework - coordinate interpretive and education programs with partners; develop and provide visitor programming throughout the park
- coordinate natural and cultural resource management - collaborate with partners to protect and preserve the natural and cultural resources in the park and the NHL district
- provide technical assistance—work with NPS programs to provide staff time on projects such as historic preservation, natural resource monitoring, and interpretive planning
- support community revitalization efforts—work with the city of Paterson and regional, state, and federal agencies to accomplish community revitalization efforts that will benefit the park and the NHL district, such as those related to enhancing visitor safety, community character, and access, and promoting compatible economic development

- support community promotion and marketing efforts—work with the city of Paterson and county and state tourism groups to promote and market heritage tourism in Passaic County
- seek funding—identify sources of financial assistance for projects in the park consistent with the GMP management framework
- consult with the advisory commission—consult with the Paterson Great Falls Advisory Commission, as appropriate, on matters related to implementation of the GMP and park management up until its termination in March 2019.

As a partnership park, the NPS will facilitate and maintain partnership opportunities by incorporating partnership development into every aspect of meeting its overall management responsibilities. This will include specifically recruiting and training for partnering skills, organizing park staff in a way that facilitates partnerships, and actively seeking partners in the search for solutions to park management issues. Park managers will seek to evolve the partnership concept and explore practices from other partnership parks and partnership models to gather innovative ideas and best practices.

Partnership solutions will be actively considered when addressing all park management needs. Needs that tie to and support the park’s purpose and significance, and which are best fulfilled or strengthened with park partners, will guide decisions to establish partnerships. NPS will first define the management need and objectives; then it will ask if a partner could assist in meeting those objectives, or if working with a partner will improve park management’s capabilities, the process or the level of community engagement. NPS will seek out partners who are the most qualified and capable of meeting the objectives.

### **Technical Assistance**

In all alternatives, NPS will provide technical assistance in the park and the NHL district, as mandated in the park’s enabling legislation. Within this technical assistance area, NPS will assist public and private landowners with design and implementation of interpretive media and programs that enhance public understanding of the cultural and natural resources of the NHL district. NPS will also assist with design and implementation of appropriate treatments for historic properties such as preservation (stabilization), rehabilitation (with or without adaptive reuse) and restoration. As budget and staffing allow, technical assistance will generally include professional staff time, research, grant writing and assistance with obtaining funding for projects.

### **Role of the Partners**

Partners will be encouraged to participate in all aspects of park planning, development and management. Paterson Great Falls NHP has already effectively created and maintained partnerships that are addressing management needs while engaging more people and growing support and enthusiasm for the park. In the future the numbers of partners will increase as the NPS seeks assistance with addressing park management needs and as NPS provides technical assistance and support for a variety of initiatives of mutual benefit to the park and the Paterson

community. Both NPS and new partners will bring their resources, skills and energy to specific management challenges. For each effort the partners will agree on the desired outcomes and the work to be accomplished through the partnership to achieve those outcomes. Partnerships will vary in terms of the need for a formal written agreement. Some will require an agreement, with work plans that define mutual interests and expectations, the roles and responsibilities of each partner, and clear accountability for the work to be performed.

**City of Paterson.** The city of Paterson recognizes that the establishment of Great Falls NHP is a significant opportunity to transform the Great Falls district of the city and is working with the NPS to implement plans for the park. As the primary owner of property within the park boundary and as the community within which the park is located, the city is the park's key partner. The city has assumed this role through numerous actions leading up to and since establishment of the park in 2011. Many varied opportunities exist for the city to partner with the NPS to protect historic properties in the park and in the NHL district and to enhance the opportunities that visitors have in the park. Potential beneficial outcomes to the city from such collaboration include enhanced community character, new and safer learning and recreational opportunities for city residents, and increased tourism with associated beneficial economic impacts to the city.

The city has entered into a general agreement with the NPS to define the process by which most city-owned lands within the park boundary will be transferred to the NPS and to preserve the surrounding NHL district. The agreement identifies the land within the park boundary that will be transferred to the NPS as well as how the transfers will occur. Additional agreement provisions state the mutually supportive actions that the NPS and the city will take to complete the GMP, maintain and operate lands within the park boundary, provide visitor services and law enforcement within the park, and protect historic properties within the NHL district. The city of Paterson will manage their properties and future uses of their lands within the park boundary in a manner that is consistent and compatible with the park's purpose.

**Passaic Valley Water Commission (PVWC).** The Passaic Valley Water Commission (PVWC) is a publicly owned regional water purveyor in the northern New Jersey water supply region that currently owns the S.U.M. Dam, Pump House, the Great Falls Development Corporation Building, Arch Bridge, pedestrian bridge, and portions of Mary Ellen Kramer Park. In the future, the PVWC will likely seek to donate lands and facilities to the NPS. Additionally, NPS and PVWC may enter into an agreement for the provision of interpretive and educational programming by NPS on PVWC property, provision of technical assistance by NPS for treatment of historic properties owned by PVWC, and access by PVWC for maintenance and development and maintenance of visitor facilities on PVWC property. The PVWC will manage their properties and future uses of their lands within the park boundary in a manner that is consistent and compatible with the park's purpose.

**Paterson Public Schools.** Hinchliffe Stadium, encompassing approximately six acres within the park boundary, is owned by the Paterson Public Schools and managed in partnership with the

city of Paterson under a Shared Services agreement. In the future the NPS, the Paterson Public Schools, and the city of Paterson will likely seek to enter into an agreement outlining technical assistance for treatment of the historic property and provision of interpretive and educational programming by NPS and partners at the site. This property will not be transferred to the NPS, in accordance with the park's enabling legislation.

**State of New Jersey.** The state of New Jersey owns a small parcel within the park boundary on the corner of Wayne Avenue and Maple Street. A future agreement will address how the rehabilitated pocket park will be maintained either by the city and/or NPS. Many of the parcels, including but not limited to, Mary Ellen Kramer Park, Overlook Park, Valley of the Rocks and Upper Raceway Park, that are located within the park's legislative boundary are encumbered by Green Acres restrictions as either funded or unfunded parkland. These restrictions include that: only public outdoor recreation facilities, or structures that support outdoor recreation, such as comfort stations and environmental/interpretive centers, may be developed on Green Acres funded parcels; construction of buildings on Green Acres funded parkland requires pre-approval from Green Acres; and NPS and partners should be aware of the "change in use" rules and follow the procedures for transfer of ownership of any Green Acres encumbered properties. The state of New Jersey will manage their property and future uses of their land within the park boundary in a manner that is consistent and compatible with the park's purpose.

**County of Passaic.** The county government, through the County Open Space program, has contributed grants to the city for the rehabilitation of Mary Ellen Kramer Park and Overlook Park, studies of the raceway system, and for other projects. The county is also working with partners, to include the NPS, on developing its heritage tourism capacity, undertaking capital projects on roads and bridges within the NHL district, developing plans for bikeways and greenways, and studying ways to mitigate traffic and enhance pedestrian safety

### **Cultural Resource Management Partners**

**City of Paterson.** The city, working with their Historic Preservation Commission, is the park's primary cultural resource management partner. The general agreement between the NPS and the city of Paterson commits the city to several actions to protect cultural resources and strengthen its land use ordinances and design standards to protect historic and natural resources of the NHL district. As NPS's partner the city will:

- manage the lands within the park boundary and the NHL district that are to remain under the ownership of the city in a manner consistent and compatible with the purpose of the park and to protect the historic properties that contribute to the significance of the NHL district
- seek NPS advice and concurrence on major work on the properties it owns within the park and NHL district
- amend its land use and subdivision ordinance to strengthen the role of historic preservation in the community
- complete management plans to be approved by NPS for lands to be conveyed out of public ownership within the NHL district

- notify the NPS of any proposed land use development or proposed alterations that may affect historic properties within the NHL district
- work with NPS to foster appropriate and compatible uses and treatments for buildings within the NHL district

**New Jersey State Historic Preservation Office (NJ SHPO).** The NJ SHPO also has a major consultation role at the park and in the NHL district. In the past twenty years, NPS and partners have entered into a programmatic agreement with the NJ SHPO regarding how the city, the Advisory Council on Historic Preservation, and the state of New Jersey acting through the NJ SHPO, will carry out responsibilities under section 106 of the National Historic Preservation Act of 1966, as amended, required for management actions affecting the NHL District's cultural resources.

**Natural Resource Management Partners.** Many partners will assist the NPS with managing the park's natural resources. These partners will bring skills, experience and funding to support a variety of projects affecting land and water resources within the park or within the larger Passaic River watershed. These projects will address needs for natural resource protection, restoration, remediation, and flood hazard and risk reduction. The NPS and partners' level of involvement will take many forms, such as a partnership role, technical advisor role, or general stakeholder role. Agreements will be used, as appropriate depending upon the scope of the project and involvement of resources on lands within the park or NHL district. Potential partners will include the state of New Jersey (through various programs within the NJDEP), the city of Paterson, the federal government (through the U.S. Geological Survey, the Environmental Protection Agency, Federal Emergency Management Agency or the U.S. Army Corps of Engineers), regional commissions (such as the Passaic Valley Water Commission and the Passaic Valley Sewerage Commission), and local nonprofit organizations.

**Friends Groups, Interpretation, Education and Programming Partners.** Many organizations will support the park by providing resource management, fundraising, interpretation, education, and programming functions. In most cases these activities will be formalized through an agreement with the NPS. The Hamilton Partnership for Paterson is the park's official friends group.

**Partners to Enhance Visitor Safety.** Providing a safe visitor experience will, in one way or another, involve most of the park's partners, focusing on three areas: daily law enforcement to ensure visitor safety; mitigating existing situations in the park where visitor safety issues exist; and designing new experiences that are safe. The city of Paterson will retain jurisdiction within the park, including lands owned by the federal government, for its police department and emergency services to respond to emergencies, conduct law enforcement investigations, and enforce the law. The NPS, the city, NJDEP, and appropriate federal agencies will collaborate to identify, monitor, and remediate hazardous conditions on lands within the park.

**Partners to Enhance Community Character and Access to the Park.** A major focus of NPS partnership efforts will be working collaboratively with others to enhance community character in the park vicinity and to enhance access to the park. These collaborations will be large-scale efforts involving many partners, all with an interest in revitalizing city neighborhoods in the

vicinity of the park and NHL district. Many are identified in the adopted City of Paterson Master Plan (Paterson 2014) and other economic development plans, transportation plans, and park and open space plans for the city and Passaic County. The NPS and partner level of involvement will take many forms, such as a partnership role, technical advisor role, or general stakeholder role. Potential partners will include the city of Paterson, Passaic County, state of New Jersey, the private development community, and nonprofit organizations with an interest in community revitalization.

**Partners in Promoting and Marketing the Park.** Growing park audiences and attracting new visitors to the park will be a focus of future partnership relationships with local, county and state tourism organizations. These collaborations will also be large-scale efforts involving many partners all with an interest in developing and implementing a long-term marketing framework to attract visitors from the local community, cultural heritage travelers, and outdoor recreation enthusiasts. Potential partners will include the city of Paterson, the Passaic County History and Tourism Board, Visit NJ (the NJ Division of Travel and Tourism), and others.

**Private Landowners and Businesses within the NHL District.** Private landowners and businesses within the NHL district are important partners because the investments they make or do not make in their properties have the potential to greatly impact historic properties and the experiences that visitors have. NPS will work closely with landowners and businesses to identify and encourage appropriate uses and treatments for properties within the NHL district. In addition, the NPS and partners will encourage businesses to engage with the park in providing services such as food, beverages, lodging and retail.

**Volunteers.** The park will further develop its Volunteers In Parks (VIP) program to coordinate voluntary help and services from the public. Volunteers will help with a variety of park functions, such as visitor orientation, educational programs, resource management projects, and facilities maintenance.

**Role of the Advisory Commission.** The Paterson Great Falls Advisory Commission will assist the NPS with overall implementation of the park's GMP. Commission membership will evolve to broadly represent the primary areas of management needs in the park. Subcommittees will form to provide advice on particular park needs. As established in the park's enabling legislation, 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, the Commission will be terminated.

## **INTERPRETIVE THEMATIC FRAMEWORK**

A new interpretive and thematic framework will guide the visitor experience at the park. The framework provides objectives for the interpretive/visitor experience, an interpretive philosophy for the park, considerations for developing the experience, the core themes upon which the experience should be based, and the sites that are most important to telling the stories at Paterson

Great Falls NHP. NPS will have the overall responsibility for implementing the park's interpretive framework.

### **Interpretation/Visitor Experience Desired Conditions**

Visitors gain more than just information through the messages the NPS and partners present in programs, facilities, exhibits, and publications. "Interpretation" helps people formulate meaning behind messages. It helps people make sense of the facts they learn and the resources they see. It helps people make connections to intangible concepts and ideas the park represents. It helps people understand, appreciate, enjoy and care for their natural and cultural history and resources.

The NPS and partners want to ensure that Paterson Great Falls NHP meets its goal of providing visitors with a worthwhile and memorable experience. When that goal is achieved, the park will also achieve its goal for visitors to understand and value the park and to become motivated to participate in its preservation.

The interpretive and visitor experience objectives describe the learning, experiential, and behavioral experiences the park and its partners will like to be available to visitors. These objectives form the framework for interpretive planning.

**Interpretation**—Visitors to Paterson Great Falls NHP should have the opportunity to:

- understand the history and significance of America's first planned industrial city
- understand Alexander Hamilton's vision for Paterson and the roles played by other key figures in the establishment, and reinvention, of the city
- experience year round, the powerful flow of the Passaic River as it cascades over the geologic formation and the transformation into the Great Falls
- understand the history, significance, and contemporary connections of the park's cultural and natural resources
- become intrigued to learn more through return visits, visits to related resource sites, or continued reading, viewing and participation on their own
- make intellectual and emotional connections to their own lives and times through experiences and critical thinking
- appreciate that the understanding of cultural and natural history is dynamic, and that each generation reinterprets the meaning of history
- understand the value of both individual and collective action through stewardship of the cultural and natural resources of the park

**Visitor Experience**—Visitors to Paterson Great Falls NHP should have experiences that help them:

- feel comfortable and confident in planning their visits and orienting themselves to facilities, features and participatory activities

- enjoy themselves, have memorable experiences and return home with a feeling that their time was well spent
- develop a sense of appreciation and responsibility that will result in taking action to protect and support the park's resources
- continue to learn something new and to deepen their understanding with each visit
- understand the fragility of cultural and natural resources and the need to treat them with care and respect
- experience and enjoy the scenery, places of solitude and natural places in the park, and come away refreshed and inspired

## **Interpretive Philosophy**

The following guidelines for interpretation at the park include:

- ***History First.*** Paterson Great Falls NHP is a historical park. As such, history is the core foundation that underlies and supports everything else.
- ***The Past is Connected to the Present.*** Interpretation should not only address historical events; it should also consider the impacts and consequences of historical events. Visitors should encounter and understand both the specific history of Paterson and its cultural and natural legacy. Interpretation should provide links between the past and present.
- ***Rooted in Reality.*** Authenticity is the park's greatest interpretive asset: real things (artifacts) and real places (sites) where real events happened. The artifacts and the places are the foundation for telling the stories.
- ***Diversity of Opportunities.*** Visitors should be able to access the park's core themes and stories at multiple locations and in many different ways, depending upon their own interests and preferences.
- ***Multiple Audiences.*** Interpretation should engage visitors of all ages and backgrounds who come to the park with very different motivations, from historians and naturalists to tourists and local recreational users.
- ***Complementary Experiences.*** Different forms of interpretation offered in the park should be mutually enhancing so that each individual experience is informed and enriched by others, creating a whole that is more than the sum of its parts.
- ***Engagement and Empowerment.*** Visitors should have the opportunity to become active participants in the interpretive process, making choices, asking questions, and directing their own inquiry into the past. Visitors learn through experiences.
- ***Dynamic Context.*** Interpretation should explicitly acknowledge the fact that we live in a constantly changing world. Exhibits, programs, and publications should incorporate advances in historical and natural research and scholarship and also should acknowledge the continuing evolution of the park's landscapes and natural resources.

- ***The Tradition of Stewardship.*** The citizens of Paterson have taken pride in caring for the resources of the park. That ongoing history should be both an interpretive story and a clear opportunity for participation.

### **Considerations for Developing the Interpretive/Visitor Experience**

Implementation of the interpretive philosophy guidelines must be flexible in order to respond appropriately to a range of opportunities over time. This GMP provides a rationale for decision-making in the future and a cohesive and balanced framework for future visitor experiences. Key considerations include the following:

- ***Audience Characteristics.*** This GMP assumes as a core value that all of the park's different audiences will be served by interpretive and educational exhibits and programs: different types of visitors will encounter and engage the park's resources in very different ways. For example, destination visitors will almost certainly visit the Welcome Center and participate in one of the park tours. By contrast, recreational users, who typically visit the park frequently, will rarely seek an interpretive overview and might encounter site-based interpretive experiences in a random fashion. School groups generally need a tailored experience and schedule, and they greatly benefit from advance educational information.
- ***Pre-visit and Visit Planning.*** The park offers up-to-date park orientation information to the public via the Internet and other media. Partners will utilize technological innovations in communications such as smartphone applications to help people learn about and locate the park prior to arrival. The park will continue to pursue improved mapping capabilities to enable visitor trip planning, integrated interpretive information and route planning, and other interactive tools. These ongoing improvements will be both online and at park and gateway sites. These website improvements will facilitate a broader understanding of park resources and the full array of transportation modes available to access them. Online trip planning will be linked or integrated with existing regional trip planning systems and other new technology encouraging use of alternative modes of access where available.
- ***Experience Selection and Sequence.*** Depending upon their personal preferences or circumstances, visitors may structure their visits to the park in many different ways. Their experience selection and park resource usage patterns have important ramifications for the character and quality of visitor experiences at the park and must be carefully considered as new interpretive features are developed.

### **Interpretive Themes**

Interpretive themes can be thought of as compelling stories. They are the fundamental ideas represented by the history and resources of a park and provide the foundation for an interpretive program, both inside and outside the park boundary. The themes accommodate a range of stories, perspectives, and ongoing scholarship. The primary themes are presented below, along with examples of the types of stories that will illustrate each theme.

**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.*

Component Stories/Concepts:

- The unique geology, size, and scale of falls create an unusual natural feature within an urban city.
- The Passaic River and falls have served as a center for energy production – waterpower, steam power, hydroelectric power – and provided a place to understand the role of energy production and consumption in American society: the limits of growth; the environmental consequences; the changing technologies, and the ongoing demand for energy in the modern global economy.
- The aesthetic beauty of the cascading falls has been a continual source of inspiration and solitude.

**The Economic Vision that Shaped America**—*Paterson was founded on Alexander Hamilton’s vision that freedom and independence for the United States will be based in a manufacturing economy that required a diversity of talents with promises of a better life for its people.*

Component Stories/Concepts:

- Paterson’s landscape was a planned manufacturing city and center for the major concentration of industry as well as the physical embodiment of Hamilton’s vision.
- Opportunity, problem-solving, and innovation characterized a series of technology improvements and inventions associated with Paterson.
- Paterson’s cycles of industrial diversification led to waves of immigration flows as changes in technology brought different groups of European skilled labor to Paterson.
- Tensions between exploitation and progress fed the civil unrest that came with the labor movement.

**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.*

Component Stories/Concepts:

- Industry and manufacturing promised a better life for Americans and immigrants and drew skilled laborers from all over the world to Paterson.
- Paterson’s cycle of industrial change and contemporary decisions about its restoration are illustrations of city’s cycle of reinventing its economic base.

**Race and Recreation**— *While the nation struggled with issues of race and racial 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.*

Component Stories/Concepts:

- Hinchliffe Stadium served as a social outlet freeing its users from the constraints of daily life.
- For African and Latino Americans, the stadium provided an opportunity to play professional level sports.

### **Focus Areas for Interpretation**

Six places within the park lend themselves to special treatment as the focus for programming and activities. In the future the NPS and partners will develop these places as interpretive focus areas to support programming, including them as stops on guided and self-guided tours of the park. Each focus area will adopt a specific interpretive message. Repeated information among the sites will be minimized, and there will be complementary uses among and between each site, the NHL district and the broader regional community.

### **Primary Focus Areas for Interpretation**

Primary focus areas for interpretation are the sites that illustrate the most fundamental aspects of the park and will be part of every tour.

- **The Great Falls of the Passaic**—*The falls are the heart of Paterson and the reason why the city exists. Viewing the Great Falls is, for many visitors, a primary motivation for visiting the park on a year round basis. The sites immediately surrounding the falls (including Mary Ellen Kramer Park and Overlook Park) offer extraordinary opportunities to see, feel, hear and interpret the park's most significant natural feature, its history as a source of artistic inspiration, and the evolution of its use as a power source for the city.*
- **The Raceways**—*The system of raceways that thread through the NHL district connect the Passaic River to Paterson's historic mill buildings. The entire raceway system provides opportunities for visitors to visualize how the system functioned and how it powered the mills. Trails currently run alongside many sections of the raceway system and provide additional opportunities for recreational experiences.*
- **The Allied Textile Printing (ATP) Site**—*Although the ATP site currently holds little likeness to its historic appearance, elements of the site provide opportunities to tell the story of Paterson's evolution as an industrial city. The site is rich in archeological resources and the structural ruins of the historic mills provide an excellent venue for exhibits, outdoor classrooms, and passive recreation along the Passaic River.*

## Secondary Focus Areas for Interpretation

Secondary focus areas for interpretation are the sites that illustrate additional interpretive themes and will be part of extended programs which visitors will be encouraged to explore through self-guided means or during special park programming events.

- **Great Falls NHL District**—*The Great Falls NHL district which includes and surrounds the park is home to many of the historic mill buildings which were once powered by the raceway system. Some of the historic structures, such as the Rogers Locomotive Building, are owned by park partners and offer opportunities for collaborative exhibits and programming.*
- **Valley of the Rocks**—*Areas along the north side of the Passaic River, including Valley of the Rocks, offer a unique experience within an otherwise urban park. Paths which run down to the river's bank offer the potential for visitors to explore nature and decompress. Away from the noises of the city, this area provides opportunities for solitude, recreation, or exploratory educational programs.*
- **Hinchliffe Stadium** – *The historic stadium including the track, stands, ticket booths and other remnants of this Negro League baseball venue will provide visitors with a unique opportunity to learn about the NHL and its role in community heritage.*
- **Related Resource Sites**—*Related resource sites include Garrett Mountain Reservation, Lambert Castle, Botto House, and other sites within the region where the park's stories can be told. These sites offer opportunities to expand upon interpretive themes and to provide visitors with options to learn about related topics.*

## MANAGEMENT GOALS AND EXAMPLES OF FUTURE ACTIONS

Management goals and examples of related actions in four areas will guide how NPS and park partners accomplish the park's purpose and protect the park's fundamental and other important resources and values:

- visitor experience
- cultural resource management
- natural resource management
- climate change

For each goal, a set of examples of future actions informs how the goal will be accomplished.

The NPS has extensive technical and professional resources which will either directly lead or provide significant contributions to the accomplishment of those goals having a partnership lead role. Lead or supporting roles for some of the individual goals or actions would be identified during GMP implementation and as work plan elements are more completely formalized and initiated.

## **Visitor Experience**

### **Visitor Experience Management Goal 1—Interpretive and Educational Programs**

- *Interpretive and educational programs increase visitor understanding and appreciation of the park's resources.*

The park's four interpretive themes will guide interpretive and educational programming—defining the most important ideas or concepts to be communicated to visitors about the park. These themes will help the partners establish a rich context for the stories surrounding Paterson's period of significance.

A majority of the park's permanent and seasonal staff will be dedicated to interpretation and educational programming. Many visitors, however, will use a variety of self-guided interpretive products as they explore the park and the NHL district. Materials could include web-based maps, cell phone tours, podcasts, downloadable materials, site-specific brochures, GPS-enabled technology, mobile web applications, or tours via mobile web applications, radio, CD, or printed material. These products will provide orientation and link visitor experience opportunities across multiple programs within the park, within the NHL district, and at related resource sites. Media will be multi-lingual, with an emphasis on native languages spoken by large segments of the Paterson non-English speaking population.

Interpretive programming and services will assist visitors in understanding the relevance of the park and the NHL district within the context of the interpretive themes. Site-based educational programs and services will be developed for specific places within the park and the NHL district that are of cultural, historical, and natural interest.

Educational programming already exists within the park, the NHL district, and at related resource sites in the form of lesson plans and teacher resources related to the park's natural history and the role Paterson and the Passaic River played in America's industrial development. Existing and newly created educational resources will be introduced to teachers in partnership with state and local school systems through teacher professional development. Creating an effective web-based educational component is crucial as student and teachers increasingly rely on technology for research and for the classroom.

Research will help broaden the scope of subjects available for interpretation and will bolster the overall interpretive effort for the trail. Partners will augment existing research through data gathering and developing new and scientific research. Various means of presenting research could be employed including symposia and publications.

### **Examples of Future NPS Actions**

- Implement a training program for partners and volunteers to give programs within the park, the NHL district, and at related resource sites.

- Expand the park Junior Ranger program.
- Continue to coordinate and/or manage volunteer and youth programs, in cooperation with groups including the Paterson Public Schools in order to specifically engage local youth in the park.
- Make available online new materials for teachers, students, researchers and visitor to expand lesson plans, primary source documents, maps, images, field trips, tours and event information related to the park and the NHL district.
- Implement a recruitment program for partners to recruit, train, share and recognize volunteers.
- Provide training materials and workshops for partners on a range of projects and programs, such as park orientation, fostering collaboration among the partners, interpretation, funding and sustainability.
- Maintain a calendar to inform partners and visitors of scheduled events at the park, the NHL district, and related resource sites.

### **Examples of Future Joint NPS/Partner Actions**

- Develop a variety of self-guided multi-lingual interpretive products, uniform in character that enable visitors to explore the park.
- Host special events related to the park's themes, special summer or seasonal programs, or periodic commemorative events.
- Expand field trips, research, mentoring and service learning opportunities for students (K to college) at the park and within the NHL district.
- Provide teacher training that orients teachers to the park and the NHL district and that includes introduction of new resources and relevant content.
- Develop additional curricula to fill gaps related to interpretive themes, with new materials available online and through teaching training sessions.
- Develop educational materials for non-traditional educational settings (home school, scouts, etc.).
- Host periodic scholarly symposia to enhance knowledge of the resources and historical significance of the park and NHL district and to expand audiences.
- Encourage visitors to visit sites with resources related to Paterson's industrial history that are located outside the park and the NHL district.

### **Visitor Experience Management Goal 2—Scenic Views of the Great Falls**

- *The aesthetic flow of the Great Falls serves as an inspiration for visitors and provides an understanding of its role in energy production and the development of the city.*

Witnessing the dramatic flow of the Passaic River as it cascades over the Great Falls is a highlight of the park’s visitor experience and a primary motivation for coming to the park throughout the year. The amount of water flowing into the chasm varies by weather conditions, such as rain or drought, but is primarily controlled by the current flow regulation agreement.

During the summer months, the amount of water flowing over the falls, and subsequently into the raceway system, is currently controlled by a flow regulation agreement between a North Jersey water supply agency and the city of Paterson. The agreement states that there should be a “passing flow” at all times and no pumping upriver from the falls. This agreement does not address water flow during the remainder of the year or “winter drought” issues. Water is also diverted into the S.U.M. Hydroelectric Plant above the falls. The plant’s license from the Federal Energy Regulatory Commission (FERC) and the lease with the city requires that the plant operator provide “continuous flows to the existing power canal network.” However, it does not address aesthetic flows.

NPS will work with the city and partners to ensure that the timing, duration and magnitude of the flows is consistent on a year round basis so visitors may be able to time their visits to when the falls would have guaranteed flows at certain levels.. The NPS and the city will participate in the ongoing FERC relicensing proceedings to identify various flow levels that will be of sufficient quantity, timing and location to optimize the visitors experience while balancing the need for power generation. The NPS will pursue an easement on the S.U.M. Hydroelectric Plant to ensure its historic appearance retains integrity and contributes to the overall experience at the falls.

### **Examples of Future Joint NPS/Partner Actions**

- Work with FERC , the city of Paterson and the hydroelectric plant operators to evaluate and identify aesthetic flows options through the FERC relicensing process
- Encourage FERC to recognize the significant of aesthetic flows and incorporate that value into their licensing decision
- Provide technical assistance to all stakeholders and apply guiding principles related to aesthetic flows during relicensing
- Assist with the design, conduct and evaluation of an aesthetic flow study
- Ensure that views of the falls are accessible to a wide variety of visitors.

### **Visitor Experience Management Goal 3—Recreation**

- *Appropriate recreational use provides an opportunity to explore, the park and enhances interpretive and education activities while respecting the natural and cultural resources.*

Recreational opportunities in the park and the NHL district offer an alternative means of exploring the places that are significant to understanding the people, events and ideas associated with Paterson Great Falls and the manufacturing community that grew up around it. A network

of parks and open spaces with formal and informal paths offer visitors from local communities and from areas beyond Paterson opportunities to walk, bike, sightsee, picnic, and generally enjoy the outdoors. In the future the partners will collaborate to enhance existing recreation opportunities and to add new ones. Hinchliffe Stadium will be rehabilitated for adaptive reuse for a variety of recreation activities and special events. Along the riverfront, new public access to the water and rehabilitation of the riparian corridor will offer new opportunities for exploring the river by canoe or kayak and on foot via new trails along the river's edge.

The *City of Paterson Master Plan* (Paterson 2014) and the *Passaic County Open Space and Recreation Master Plan* (Passaic County 2014) address needs for trail connections and development of a recreational greenway along the Passaic River. The partners will work with the city and county to further evaluate, plan for, and implement these actions, as appropriate.

### **Examples of Future NPS Actions**

- Work with the city of Paterson and Passaic County to develop and implement an integrated trail plan that expands recreation opportunities in the park and NHL district and that connects the park and NHL district to recreation sites in downtown Paterson and to Garrett Mountain.
- Identify and develop new recreational opportunities in the park and NHL district, with an emphasis on water-based recreation.

### **Examples of Future Joint NPS/Partner Actions**

- Work with the Board of Education to study and implement appropriate adaptive reuse of Hinchliffe Stadium to potentially support a variety of recreation activities and special events.
- Support efforts by Passaic County to develop the Morris Canal Greenway.
- Provide technical assistance to partners for design and development of recreation facilities.

### **Visitor Experience Management Goal 4—Community Cultural Heritage**

- *A variety of activities promotes understanding and appreciation of Paterson's cultural heritage and stimulates the community culturally, artistically and economically.*

NPS and partners will join together to promote experiences in the park that promote understanding and support for the community's cultural heritage and appreciation of the arts. The partners and others will host exhibits, events, festivals, and other special events. New programs and activities will emphasize community participation, particularly youth, and will embrace fine, literary, and performing arts that support the park's purpose and interpretive themes.

### **Examples of Future Joint NPS/Partner Actions**

- Involve local organizations in the development of special events and programs.
- Connect visitors to the diverse ethnic food offerings in the NHL district

- Continue to offer fun and educational activities that attract community residents to the park, particularly youth.
- Invite local authors and artists to exhibitions and performances.

### **Visitor Experience Management Goal 5—Orientation**

- *Orientation helps visitors understand the variety of learning and recreation opportunities at the park and to plan their visit to better satisfy their interests.*

Orientation to the park and the NHL district will occur online and at visitor contact facilities. Orientation will help visitors understand that the Paterson experience includes exploring both Paterson Great Falls NHP and the surrounding NHL district. Orientation will also help visitors understand that they will find a variety of opportunities for learning and for recreation. As visitors begin their exploration of the park and the NHL district they will anticipate learning about the park’s natural history and the role Paterson and the Passaic River played in America’s industrial development.

The NPS website will provide background information, tips on ways to experience the park, sample itineraries, and events calendar, and more. Detailed information on the website, as well as links to partner websites, will focus on the three interpretive themes. Partners will provide additional descriptive information on their site’s resources, themes, and operations for inclusion in the NPS website.

A network of visitor facilities in the park and the NHL district will provide information and orientation for visitors on programs and activities for learning and recreation. Some facilities will also host park exhibits and special events and offer programming and learning activities. One facility will be developed as the principal welcome center for the park. Exhibits, graphics, media programming, and personal interpretation will provide first-time visitors with a complete and easily comprehensible overview of the park’s many different interpretive resources and recreational opportunities. It will help them match their own needs and interests with available resources and activities and enable them to more effectively plan their visits. For repeat visitors, orientation will offer current information on programs, events, and temporary or traveling exhibits. To enhance its value as both a hub and a gateway for visitors to the park, orientation might be planned to incorporate changing displays that highlight features of park and/or partner collections or shed light on archeology, research, or restoration efforts underway within the park.

### **Examples of Future NPS Actions**

- Maintain and update the NPS park website on a regular basis with periodic redesigns.
- Incorporate partner descriptive information on the NPS park website and provide links to partner websites.
- Provide technical assistance to partners for website content development to enhance visitor orientation to the park and the NHL district.

### **Examples of Future Joint NPS/Partner Actions**

- Offer visitor orientation to the park and NHL district at partner sites, including exhibits as appropriate.
- Develop, distribute, and promote a new guide for the park and NHL district.

### **Visitor Experience Management Goal 6—Visitor Facilities and Services**

- *Visitor facilities and services serve visitors needs and facilitate enjoyable and educational visits to the park, are designed and located with minimal impact on park resources, and are aesthetically pleasing and functional.*

The NPS and partners will provide facilities and services for visitors at their sites, as appropriate, such as parking, interpretive media, restrooms, trails, picnic facilities, observation points, etc. Structures, landscapes, and facilities open to visitors at the park and in the NHL district will be made universally accessible to the greatest degree possible. In the event that creating universal access is infeasible, other means (e.g., use of interpretive media) will be used to accommodate visitors with disabilities.

### **Examples of Future Joint NPS/Partner Actions**

- Provide a primary visitor multiuse center, staffed jointly by NPS and partners, where visitors will be oriented to the park.
- Provide additional information kiosks in other areas of the park, as appropriate, that orient people to the park and that direct them to the primary visitor multiuse center for additional information and interpretive experiences.
- Provide restrooms at the primary visitor multiuse center and in the vicinity of information kiosks in other areas of the park, as appropriate.
- Rehabilitate structures, landscapes, and facilities at the park and in the NHL Historic district that are open to visitors universally accessible to the greatest degree possible.

### **Visitor Experience Management Goal 7—Wayfinding and Interpretive Signage**

- *Wayfinding and interpretive signage guides visitors as they explore the park and the NHL district.*

Visitors traveling to the park and the NHL district will experience well-marked routes with good directional signage. They will have a clear sense of arrival upon entering and a clear sense of departure upon leaving the park and the NHL district. Once in the park and the NHL district, a wayfinding system composed of maps, signage and other materials will enable visitors to easily find visitor contact facilities and sites of interest. Signage will provide clear but separate graphic identities for the park and the NHL district.

The existing proliferation of signs that makes wayfinding challenging for visitors will be reduced through a cooperative effort of the partners, city and state transportation agencies, and public and private landowners within the park and the NHL district.

New interpretive waysides will provide specific information related to the park's four interpretive themes and help visitors understand the relevance and significance of the natural features and historic properties within view or nearby.

### **Examples of Future Joint NPS/Partner Actions**

- Develop and implement a signage plan for marking and interpreting the park and the NHL district that:
  - establishes appropriate independent and shared graphic identities for the park and the NHL district
  - addresses signage placement, such as highway information and directional signs, entrance signs at parking areas, regulatory signs, directional indications, interpretive panels, wayside exhibits, private property signs, destination signs, and partner signs
  - provides unified graphic design and layout standards, templates, and fabrication specifications for signage
  - outlines the roles and responsibilities of the partners related to developing and maintaining park and NHL district signage
- Improve wayfinding signage to direct visitors to the park and the NHL district.
- Work with city and state transportation agencies and public and private landowners to identify and remove extraneous signage of all kinds within the park and NHL district.

### **Visitor Experience Management Goal 8—Access and Circulation**

- *Visitors access the park by many travel modes—driving private vehicles, riding bicycles, walking, and riding public transportation.*

The disparate collection of paths and trails within the park and the NHL district will be organized, completed, and managed as a system. The system will be composed of existing trails and limited new trails to provide a variety of visitor experiences related to the history and natural resources of the park and the NHL district. Effective signage will be installed at key locations. Trailheads with adequate yet unobtrusive parking, restrooms, and information will be added. Some authorized trails that are unmaintainable and any personal trails that damage resources will be eliminated. Connections to planned regional trails will be made.

Working with state and city transportation agencies and special interest groups, the partners will seek to address several other important transportation needs:

- enhancing bus routes, bike trails, and walking trails from local neighborhoods and downtown Paterson, making it easier for local residents to access the park—particularly for those who do not own a vehicle
- enhancing the visitor experience by reducing traffic congestion on city streets within the park and the NHL district
- enhancing visitor safety by reducing travel speeds on city streets within the park and the NHL district
- providing adequate and safe parking to meet visitor demand within acceptable walking distance of the park and NHL district
- providing safe sidewalks and crosswalks along streets within the park and NHL district

The City of Paterson Master Plan (Paterson 2014) and the Passaic County Open Space and Recreation Master Plan (Passaic County 2014) address many of these needs, proposing actions to facilitate connections to the park and the NHL district.

#### **Examples of Future Joint NPS/Partner Actions**

- Develop and implement an integrated trail plan for the park and the NHL district.
- Work with the city of Paterson to develop and implement plans for additional bike and trail access from local neighborhoods and from city destinations as recommended in the city’s master plan, such as Westside Park, Pennington Park, Paterson Museum, Main Street, Market Street/City Hall, Ward Street Train Station and Garrett Mountain (Paterson 2014).
- Support city efforts to implement a “complete streets” policy for streets leading to park entrances, as recommended in the city’s master plan (Paterson 2014).
- Support city efforts to provide a tourism shuttle or trolley that will link cultural destinations in the city, including the park and NHL district, and existing mass transit centers such as the Ward Street Station or the Broadway Bus terminal as recommended in the city’s master plan (Paterson 2014).
- Support city efforts to provide adequate parking on Market Street for visitors to the park and NHL district that is unobtrusive and does not distract from the historic character, as recommended in the city’s master plan (Paterson 2014).
- Support Passaic County efforts to provide enhanced bus service connecting the park and NHL district with points in Bergen County along Market Street.
- Conduct a study of sidewalks and pedestrian crossings in the park and NHL district and make improvements to address safety issues for pedestrians.

#### **Visitor Experience Management Goal 9—Visitor Safety**

- *Visitors enjoy safe and secure experiences at the park.*

Visitors will feel safe as they explore the park. The places where visitors go in the park will be free of known hazards. Emergency services will be available to meet needs for law enforcement, fire protection, and emergency medical care. Outdoor spaces will be designed to reduce visitor conflicts and to reduce potential for the physical environment to contribute to a perception of personal safety. Landscape areas will convey a sense of “natural surveillance” that serves as a deterrent to inappropriate behavior. Maintenance of facilities and the landscape will support public perception that the park is owned and controlled by NPS and partners and that inappropriate behavior is not permissible.

### **Examples of Future Joint NPS/Partner Actions**

- Work with partners, concessioners, contractors, and cooperators to provide a safe environment for visitors and employees.
- Reduce or remove known hazards and apply other appropriate measures, including closures, artificial lighting, guarding, signing, or other forms of education, as appropriate.
- Maintain a general agreement with the city of Paterson for its Police Department and emergency services to respond to emergencies, enforce laws and conduct law enforcement investigations, as stated in the general agreement signed by the NPS and the city; establish appropriate protocols for the Paterson Police Department, and any additional law enforcement services serviced needed on lands owned or administered by the NPS.
- Support efforts by the city of Paterson to design recreational spaces in the park and NHL district with Crime Prevention Through Environmental Design (CPTED) standards in mind and retrofit existing parks to CPTED standards where feasible.

### **Visitor Experience Management Goal 10—Promotion and Marketing**

- *Promotion and marketing of the park attracts visitors from the local community, cultural heritage travelers, and outdoor recreation enthusiasts.*

The partners along with a variety of state and local entities will collectively market and promote visitation to the park and the NHL district. Almost 23 million people live less than two hours by car from the park, including several distinct key audiences: heritage travelers, recreational users, educational visitors, area residents and their guests, accidental tourists and virtual visitors. Opportunities to market and promote the park and NHL district to these audiences will come from local city and county efforts as well as from state and federal initiatives with national and even international reach. A variety of promotional products and activities will be used, such as arts and cultural celebrations and organized tours for commercial operators. Visitor facilities and services will seek to provide for the needs of target audiences, such as those traveling on tour buses, school groups, and non-English speaking visitors.

### **Examples of Future Joint NPS/Partner Actions**

- Work with the city of Paterson to develop special promotional events to attract visitors.
- Work with partners to create a marketing team to discuss, share, plan and coordinate heritage tourism marketing efforts for sites in the Paterson area; if appropriate, develop and implement an integrated promotion and marketing plan to support the Paterson area's heritage tourism experiences.
- Work with partners to ensure that the park and NHL district can accommodate the needs of group tours, such as tour bus parking and restrooms.
- Support efforts by city of Paterson to develop retail and commercial activity outside the park that will help attract visitors by offering experiences that complement what visitors do in the park and that offer additional visitor services.
- Support efforts by Passaic County to develop a destination marketing organization for countywide marketing and promotion.

### **Cultural Resource Management**

#### **Cultural Resource Management Goal 1—Cultural Resource Baseline Information**

- *Paterson Great Falls NHP is engaged in the continuing study and assessment of the park's cultural resources, including its cultural landscape, historic structures, archeological, collections and ethnographic resources.*

In the future, much of the day-to-day work of park staff and partners and a large portion of funding will be dedicated to better understanding and protecting the park's cultural resources. To guide this work, and ensure that funding and staff are programmed to take care of the park's most significant resources, decisions will be based on professional studies and adequate planning that are consistent with applicable policies and regulations.

Through ongoing investigation, study, and scholarly research, Paterson Great Falls NHP will expand and improve the understanding of its cultural resources so as to have the best possible information available to guide management decisions. Research and documentation of the park's cultural resources will be aligned with its purpose, significance and fundamental resources and values. Since Paterson Great Falls NHP is only part of the larger NHL district, staff will look beyond the park's borders, encouraging scholarly research into related resources outside the park and the park's ties to the region.

### **Examples of Future NPS Actions**

- Conduct scholarly research and use the best available scientific information and technology for making decisions about management of park cultural resources.
- Build academic partnerships focused on the preservation, maintenance, and interpretation of fundamental cultural resources.

## Examples of Future Joint NPS/Partner Actions

- Continue to collect information to fill gaps in the knowledge and understanding of the national historical park's cultural resources, to assess status and trends, and to effectively protect and manage cultural resources.
- Prepare inventories and reports for cultural resources, such as cultural landscape reports and historic structures reports, and implement treatment actions as appropriate.

## Cultural Resource Management Goal 2—Treatment of Historic Properties

- *The partners collaborate to preserve the park's historic properties by seeking viable contemporary uses for its cultural landscapes and historic structures.*

Paterson Great Falls NHP contains many historic structures within the overall cultural landscape. These resources exhibit a wide range of conditions, from well-maintained and functional to ruinous. Their future management requires treatments in accordance with the *Secretary of the Interior's Standards for the Treatment of Historic Properties* (NPS 1995, as amended). The NPS and partners will collaborate on attaining the highest level of treatment possible under those standards.

As part of the planning process, a number of different concepts were evaluated and refined to identify the most appropriate treatments for the park's cultural resources. Of the four types of treatment—preservation, rehabilitation, restoration and reconstruction—only three apply at Paterson Great Falls NHP: preservation, rehabilitation and restoration.

- **Preservation** is the process of applying measures necessary to sustain the existing form, integrity, and materials of a historic property. Work includes stabilizing the property and focuses on the ongoing maintenance and repair of historic materials and features. Preservation maintains the existing character of the resource. Most of the activity that will take place in the park is preservation: as funds are available, buildings and landscapes are maintained and repaired so that they retain their existing character. An example of a preservation activity in the park will be repairing existing windows in a building, rather than replacing with a new window.
- **Rehabilitation** makes possible compatible uses for properties through additional repair, alterations, or additions, while preserving those significant historic features that remain that convey historical values. Rehabilitation starts with identifying, protecting, retaining, and preserving historic features. Changes to a property that have acquired significance in their own right are retained and preserved. Historic features that have deteriorated or changed may be repaired. For example, such work could stabilize a building deteriorating due to a poorly engineered roof. Rehabilitation also allows replacement of missing historic features, such as fences. Finally,

*rehabilitation permits alterations and additions for new uses; an example in a historic structure will be the updating of utilities to meet current life-safety codes, allowing the building to be used by visitors or for park operations.*

- **Restoration** *is the process of accurately depicting the form, features, and character of a property as it appeared at a particular period of time. This can include removing features from other periods in its history and replacing missing features that can be substantiated by documentary and physical evidence. Care must be taken to ensure that features that are merely conjectural are not introduced, because that could create a false sense of history. For example, the stone walls of the historic raceways will be repaired and replaced to contain and convey water.*

### **Examples of Future Joint NPS/Partner Actions**

- Pursue public-private partnerships to assist with preservation and adaptive reuse of the park's cultural landscapes and historic structures for a wide variety of uses, including visitor services, administrative and partner needs or recreational opportunities.

### **Cultural Resource Management Goal 3—Archeological Resource Protection**

- *The archeological resources associated with the people and history of the park are monitored and protected.*

The park's recent archeological overview and assessment (NPS 2012a) revealed that a significant number of archeological investigations have been undertaken in the city of Paterson, primarily since the early 1970s. Review of these reports identified 20 sites of archeological potential related to specific industrial activities within the park boundary. These sites provide a framework for directing research efforts and for assessing archeological resources within the park boundary for their eligibility for listing on the *National Register of Historic Places*. NPS and partners will undertake required archeological study and monitoring to protect subsurface resources in the park and surrounding areas. Continued research will emphasize topics and areas of the park about which relatively little is known. Fieldwork will seek to confirm research findings and to develop additional information, and will be an important interpretive and educational activity in the park.

In the future, the partners will continue to preserve and protect archeological resources in accordance with historic preservation laws, *NPS Management Policies* (NPS 2006b) and professional standards. Archeological resources will remain in situ and undisturbed, unless removal of artifacts or intervention into cultural material is justified by preservation treatment, protection, research, interpretation, compliance or development and public safety requirements. During development of new facilities and maintenance of existing facilities and resources the partners will be sensitive to archeological resources. NPS cultural resources staff will be directly involved in the planning stages of all projects involving cultural resources within the park

boundary. Significant archeological and other scientific data threatened with loss from the effects of natural processes, human activities, preservation treatments, park operations, or development activities will be recovered, recorded, or otherwise preserved. Artifacts and other cultural data will be protected and may be acquired during compliance activities and curated for museum collections. Archeological collections from NPS land will be curated in the park museum collection. The public will be informed about the importance of archeological resources and the need for their protection.

### **Examples of Future Joint NPS/Partner Actions**

- Conduct sufficient research to identify and evaluate park archeological resources and assess condition and potential threats.
- Continue long-term monitoring of archeological sites to measure deterioration from natural and human sources and to evaluate the effectiveness of management actions to protect resources and mitigate impacts.
- Preserve and protect archeological resources by eliminating and avoiding natural and human impacts, stabilizing sites and structures, monitoring conditions, and enforcing protective laws and regulations.
- Carry out required consultation and other applicable compliance and consider any concerns that are raised.
- Include information about archeological resources, as appropriate, in interpretive and educational programs for the public.

### **Cultural Resource Management Goal 4—Collections Management**

- *Collections and archives associated with the sites and stories of the park are preserved and available to the public.*

To date, NPS has not acquired any objects, artifacts, or archival collections relating to Paterson Great Falls NHP. However, the partners currently have collections of cultural resource objects, artifacts, and archives that have been compiled as a result of various archeological, historical, and architectural studies.

In the future, NPS will not directly acquire or store collection items, other than acquiring those collections from NPS lands that are collected due to compliance activities. NPS and partners will work together with universities or museum organizations to document, preserve, manage and store any geologic, ethnographic, industrial or architectural artifacts recovered as a result of archeological investigations on park lands. Wherever they are located, NPS and partners will strive to manage the collections in conformity with NPS records and catalog systems. Provisions will allow for appropriate access to the collections by NPS staff and the public for their use in exhibits, interpretation, resource management and research. NPS will assist partners with identifying and assembling items and materials related to the park's interpretive themes.

*NPS Management Policies* (NPS 2006b) will guide management of documentation associated with natural and cultural resource studies and other resource management actions. Paterson Great Falls NHP will retain notes or copies of records significant to their administrative histories and managing park resources over time. NPS will work with partner universities, agencies or organizations to manage, preserve and store these records. The collections data will be cataloged in the Interior Collections Management System.

### **Examples of Future Joint NPS/Partner Actions**

- Work collaboratively with partners to identify objects, artifacts and archives in museum facilities, and government, university or private collections associated with park sites and stories.
- Research, document, and catalog the collections which serve as an interpretive and management resource for the park and the public.
- Develop a strategy for partners to acquire, develop, and preserve museum collections that document the history, resources, and significance of the park.
- During future rehabilitation of the park's historic sites and structures, evaluate remaining industrial objects to determine which could be removed for off-site preservation; relocate objects to partners' collections storage facility, as appropriate.
- Develop and implement a scope of collections statement and management plan.
- Assist partners with maintaining high standards for collection conservation practices and ensure accountability for these collections.
- Develop traditional and web-based exhibits to make collections more accessible.
- Use existing and emergent technologies for collection access and management.

### **Cultural Resource Management Goal 5—Ethnographic Resource Protection**

- *Ethnographic resources having cultural importance for traditionally associated people and tribes are identified and protected.*

Over 50 ethnic groups live in Paterson today. To better understand the relationship of these ethnic groups to the park, the NPS has commissioned an ethnographic overview and assessment study (EOA). An EOA is programmed when park resources are known or thought to be culturally and historically associated with park neighbors, a contemporary ethnic group or groups, or entire communities located in or near a park. This study focuses on those resources that have traditional and ongoing significance or importance to peoples and groups and develops understanding of the people who have formed such attachments and the nature of the connections themselves.

Preliminary findings indicate that Indian tribes and other traditionally associated groups attach significance to many of the natural and cultural features within the boundaries of Paterson Great

Falls NHP. The Lenape are a viable and important part of the contemporary social landscape and seek to educate others about the importance of preserving key ritual sites within the boundaries of the Paterson Great Falls NHP that support of their way of life. Lenape elders and their descendants visit the site of the Great Falls to engage in rituals of worship and honor and continually reinforce the traditional practices of their ancestors. By doing so, the Lenape elders protect their homeland and pass cultural, linguistic, and ritual traditions onto future generations.

In the future, findings of the EOA will be used to inform park management and interpretation and to assist park managers in consulting with the appropriate peoples and groups when particular resources are the subject of management considerations and decision-making. The EOA research will contribute to park public involvement strategies, community collaboration, interpretation, planning and research. The park will ensure that opportunities remain for tribal members and traditionally associated people to access culturally important places in the park.

### **Examples of Future NPS Actions**

- Conduct park programs and activities in a way that respects the beliefs, traditions, and other cultural values of those who have ancestral or historic ties to park lands.
- Identify and document, through studies and consultations, traditional cultural properties and other ethnographic resources, traditionally associated people and other affected groups, and such groups' cultural affiliations to park resources.
- Recognize the sensitivity of ethnographic resources and associated data and provide confidentiality as possible under the law.
- Consult with the culturally associated Delaware Nation, Delaware Tribe, Stockbridge-Munsee Community and Sand Hill Indians (modern day representatives of the Lenape) on program and resource management planning.

### **Cultural Resource Management Goal 6—Resource Management in the NHL District**

- *Future uses of land within the Paterson Great Falls National Historic Landmark District are managed to preserve and interpret the district's historic, cultural and natural resources.*

The park's enabling legislation mandates that the NHL district be managed consistent with the park's purpose. Many of the actions to accomplish this mandate are described above under cultural resource management goals 1 through 5. Additional actions to protect resources within the NHL district are addressed in the general agreement between the NPS and the city of Paterson. The agreement outlines how the city and the NPS will work together on all major projects on properties within the NHL district. As an interested party, the NPS will engage in the review of projects occurring within or adjacent to the park boundary that are proposed by the city or partners and that will have an effect on park resources or the visitor experience. The NPS will

consider seeking appointment as a voting member of the Paterson Historical Commission through the office of the mayor of Paterson and the city council.

### **Examples of Future Joint NPS/Partner Actions**

- Foster appropriate and compatible uses and treatments within the NHL district that will serve the objectives of preservation, education, and visitor accommodations.
- Consider including NPS on the Paterson Historical Commission in order to provide technical assistance and consistency with park purpose.
- Continue to strengthen the role of historic preservation in the community by amending city ordinances, as appropriate, to implement recommended historic preservation strategies in the *City of Paterson Master Plan* (Paterson 2014).
- Enforce city of Paterson land use ordinances within the NHL district.
- Actively seek and hold façade and preservation easements.
- Include a management plan, reviewed and approved by the NPS, as a condition of conveyance of any publicly owned real estate asset out of public ownership, within or adjacent to the NHL district, whose redevelopment might impact the park
- Notify the NPS of any proposed land use development or proposed alteration to any historic resource, land, building, or structure that may affect the NHL district.

### **Cultural Resource Management Goal 7—Protecting Cultural Landscape Views**

- *The views of the Great Falls and industrial landscape are protected and preserved.*

Scenic views within the park and to surrounding landscapes are identified as park fundamental resources, including both industrial landscape views and natural scenic views such as those afforded by the falls and associated geologic formations in the Passaic River chasm. The topography within the park provides visitors with panoramic views of the industrial landscape, reflecting settlement and industrial development patterns. 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. NPS and partners will work together to ensure that these views are not impacted by future development either inside and/or outside the park. These views include:

- Overlook Park provides views to the Great Falls, the chasm, the pedestrian bridge, the Arch Bridge, the S.U.M. Hydroelectric Plant, and the Passaic River.
- The area adjacent to the S.U.M. Hydroelectric Plant provides views to the lower Passaic River.
- The pedestrian footbridge provides views to the upper and lower Passaic River, Overlook Park, to the Great Falls from above, and to Garrett Mountain.

- The approach to the pedestrian footbridge behind the S.U.M. Hydroelectric Plant provides views to the upper Passaic River, the top of the Great Falls, the S.U.M. Hydroelectric Plant, and the lower Passaic River.
- The northern entrance to Mary Ellen Kramer Park near Maple Street provides views of the historic dam and the upper Passaic River.
- Mary Ellen Kramer Park provides views to the upper and lower Passaic River, Overlook Park, the S.U.M. Hydroelectric Plant, Hinchliffe Stadium, the Great Falls, the Allied Textile Printing site, and Garrett Mountain.
- Mary Ellen Kramer Park Great Falls Viewing Platform provides views of the Great Falls, the chasm, and the upper Passaic River.
- Newly rehabilitated parkland at the intersection of Wayne Avenue and Maple Street provides views across the upper Passaic River to Mary Ellen Kramer Park.
- Upper Raceway Park provides views to the Great Falls NHL District, the Upper Raceway, and Garrett

### **Examples of Future Joint NPS/Partner Actions**

- Reduce intrusion of existing buildings and infrastructure on views through screening and other techniques that could blend with the natural landscape.
- Sensitively design and site new facilities or infrastructure in order to limit impacts on visual and scenic resources.
- Actively seek and hold preservation easements
- Work with partners and private landowners to ensure development does not infringe on park views

### **Natural Resource Management**

#### **Natural Resource Management Goal 1—Maintaining a Healthy Ecosystem**

- *Natural systems are managed to maintain a healthy ecosystem while protecting the park's cultural resources.*

Natural resource management will seek to balance maintaining a healthy ecosystem in the park with protecting cultural resources and providing desired visitor experiences. In some cases, cultural resource management objectives might not allow natural processes such as tree growth to continue unimpeded. Similarly, interpretive/visitor experience objectives could require modifying resource management strategies to achieve a desired visitor experience.

Natural resource management will promote new scientific understanding and information on park resources. The partners will expand and improve the inventory, monitoring, and understanding of its natural resources so as to have the best possible science-based information available to guide management decisions. Over the next few years, the NPS will conduct natural resource inventories and studies, in partnership with state and local governmental agencies, and

universities. This information baseline will document existing natural resource conditions in the park. This could support establishing vegetation strategies to eradicate invasive and exotic species, developing conservation partnerships with agencies to maximize species and habitat diversity, and cooperating with agencies to monitor and protect resources.

### **Examples of Future Joint NPS/Partner Actions**

- Promote research to increase understanding of the park’s resources, natural processes and human interactions with the environment, with an emphasis on fundamental resources.
- Continue to participate in and encourage ongoing partnerships with local, state and federal agencies, as well as nongovernmental organizations in natural resource programs that have importance within and beyond park boundaries.
- Monitor internal and external human impacts on park resources and, in coordination with partners, seek to minimize, mitigate or eliminate harmful human impacts.
- Conduct a visual resource inventory to identify scenic quality and visitor values at key scenic views.
- Provide education and outreach programs to highlight conservation and management issues facing the park and related lands and encourage partners who are able to assist with ecosystem stewardship.

### **Natural Resource Management Goal 2—Protecting Geologic Resources**

- *Natural geologic process/features persist largely unimpeded by human-induced impacts.*

The Great Falls of Paterson is designated a National Natural Landmark. The basalt columns that compose the chasm of the Great Falls are a dramatic feature and fundamental resource of the park. In the future, the partners will more actively manage these resources within the park, and will develop a detailed plan to monitor and preserve them and to interpret them to the public.

### **Examples of Future Joint NPS/Partner Actions**

- Prepare a geologic inventory, including identification of significant geologic processes, human influences on those geologic processes, and excellent examples of rock types or geologic processes, as well as identification of such resources warranting special protection or interpretive efforts.
- Seek to mitigate human impacts on geologic processes (e.g. accelerated soil erosion).
- Partner with the U.S. Geological Survey and others to identify, address, and monitor geologic processes and hazards.

### **Natural Resource Management Goal 3—Protecting Plant and Animal Populations**

- *Native plant and animal populations are protected.*

Trees, plants and wildlife occur in the riparian habitat along the Passaic River and in wooded areas such as Upper Raceway Park. Further research and planning is needed to determine best management practices to protect these areas so that riparian and wooded habitats function in as natural a condition as possible and support native plant and other species.

In the future, the park will develop a natural resource management strategy that identifies issues and offers approaches to address them. Critical management principles include: maintenance and protection of varied habitat, maintenance of the riparian habitat integrity, and limited expansion of invasive species.

### **Examples of Future Joint NPS/Partner Actions**

- Restore degraded habitat areas.
- Minimize human impacts on native plants, animals, populations, communities, and ecosystems, and the processes that sustain them.
- Develop and implement a strategic plan for managing invasive exotic vegetation.

### **Natural Resource Management Goal 4—Protecting Threatened and Endangered Species**

- *Threatened and endangered species and habitat are protected to the greatest extent possible and other particularly sensitive species are closely monitored and protected.*

Special status species known to occur in the park vicinity include four bat species: Indiana bat (*Myotis sodalis*), an endangered species; northern long-eared bat (*Myotis septentrionalis*), a threatened species; little brown bat (*Myotis lucifugus*); and the tri-colored bat (*Pipistrellus subflavus*). The little brown bat and tri-colored bat are both currently under review for listing as threatened or endangered.

Park staff will cooperate to inventory, monitor, protect and perpetuate the natural distribution and abundance of all special status species and their essential habitats in the park. The NPS and its partners will support research that contributes to management knowledge of federal- and state-listed species and their habitat. Periodic inventories will be conducted for special status species. These species and their habitats will be specifically considered in ongoing planning and management activities. If they occur in areas that will be affected by construction, visitor use, or preservation activities proposed under any of the alternatives in this plan, the NPS will consult with the United States Fish and Wildlife Service (USFWS) to avoid or mitigate any potential adverse impacts.

### **Examples of Future NPS Actions**

- Continue to collect baseline data regarding potential impacts to threatened and endangered species, such as data on disturbance levels from authorized activities, unauthorized intrusions, visitation levels, staffing levels and conservation measures for threatened and

endangered species, such as closures, buffer zones, or prohibition of certain recreational activities during breeding season.

- Continue to review the effectiveness of conservation measures for threatened and endangered species and adapt and revise the conservations measure as conditions change.
- Continue to consult with USFWS on conservation measures for threatened and endangered species for site specific planning efforts and natural resource management plans.

### **Natural Resource Management Goal 5—Protecting Water Resources**

- *Physical, chemical, and hydrological properties and dynamics of water reflect natural water quality conditions (water quality is improving).*

The hydrological systems and features of the park are influenced by land uses and activities occurring within the larger Passaic River watershed outside the park. Currently, water quality in the park is degraded and does not meet standards for primary recreational contact.

NPS and partners will work together to address threats to water quality both inside and outside the park. Natural hydrologic flows in the park will be preserved and restored where possible. The partners will focus on management of stormwater discharge to the Passaic River originating within the park and will actively participate in regional stormwater management initiatives.

### **Examples of Future Joint NPS/Partner Actions**

- Continue to monitor water quality and quantity within a local and regional context, and expand monitoring as needed to more fully understand the status and trends of ground and surface water.
- Participate in local, state and national water quality remediation and watershed planning programs.
- Update strategies for water resources management as needed to reflect changing resources and management issues.
- Continue to assess human-related threats to water quality and quantity.
- Use a whole-watershed management strategy to protect the park's water resources with the goal of minimizing threats to water quality from sources both inside and outside the park.
- Conduct water and sediment sampling upstream and downstream in the park.
- Conduct ecological risk assessment to plants and animals using results from sampling.
- If dangerous levels of contaminants are found, conduct systematic sampling to find source area and mitigate, as appropriate.
- Continue to work with NJDEP, local communities, public service districts, and other appropriate groups to protect and enhance the water quality of the Passaic River.

- Implement a program to provide public education and technical assistance to landowners within and adjoining the park regarding water quality.

### **Responding to Climate Change**

Over the last decade, the NPS has consulted with the scientific community, federal agencies, non-profit organizations and other informed parties to gather data and explore strategies to prepare the national park system for potential future impacts of a changing climate. In the future, river flooding, extreme precipitation events, heat waves and increases in severe winds or other phenomena related to climate change will alter how natural and cultural resources are managed, and the types of activities, facilities and infrastructure the NPS can support.

Climate change is expected to result in many changes to the Atlantic coast, including the northeastern coast of the United States. Both historical trends and future projections suggest increases in temperature, precipitation levels and intensity of weather events, such as storms, should be expected. Climate change is expected to affect the park's weather and resources (e.g., riparian shoreline, historic sites, and archeological resources). These changes will have direct implications on resource management, recreational facilities, park operations, and visitor use and experience. Some of these impacts are already occurring or are expected at the park within the timeframe of this plan. Temperature shocks may cause significant damage to historic buildings and paved surfaces such as sidewalks. Increased precipitation, particularly heavy rainfall events, may result in increased occurrences of flooding, which may damage building foundations. Further, more humid conditions caused by increased precipitation and warmer temperatures will likely accelerate damage to any wooden structures (i.e. raceway features).

### **Climate Change Management Goal 1—Addressing Climate Change Challenges**

- *The challenges of climate change and its effects on park resources are addressed through innovation, adaptation best management practices and partnerships.*

Many opportunities exist for the park to incorporate climate change adaptation into long-term planning across the park. Specific options to protect the park's resources include integrating long-term planning into park operations, monitoring observed and projected climate trends, conducting climate-related vulnerability assessments for fundamental resources and values, monitoring climate sensitive species and implementing a range of adaptive management actions.

In the future, NPS staff and partners will proactively monitor, plan, and adapt to the effects of climate change on natural and cultural resources and visitor amenities by using the best information as it becomes available. The park will coordinate with other agencies in developing tools and strategies to help identify and manage climate change impacts. Collectively, these actions will position the park to respond quickly and appropriately to the local effects of climate change.

### **Examples of Future Joint NPS/Partner Actions**

- Use up-to-date policy guidance to respond to changing conditions.
- Inventory and monitor attributes of the natural systems, cultural resources and visitor experience likely to be affected by climate change.
- Give highest priority to preserving cultural resources and artifacts in situ, coupled with sustainable efforts (intervention techniques) to mitigate and reduce any stressors that might adversely affect the resource.
- Reduce current and future stressors to key ecosystem features to increase their resiliency to climate change.
- Seek to restore and protect key ecosystem features and processes, and protect key cultural resources to increase their resiliency to climate change.

### **Climate Change Management Goal 2—Park Contributions to Global Warming**

- *Contributions to global warming at Paterson Great Falls NHP are minimized, providing a model for others for reducing energy and resource consumption.*

Opportunities will be pursued in park operations and visitor services to use and promote “green” technologies and products and reduce overall energy and resource consumption. To reduce greenhouse gas emissions, the park will increase its use of renewable energy and other sustainable practices with the goal of becoming a carbon neutral park. Because emissions from visitor driving are estimated to contribute the highest percentage of the park’s emissions, park staff and partners will seek to provide opportunities for alternative transportation options. Park education and interpretive efforts will engage park employees, partners, visitors and the public on climate change, providing the latest park research and monitoring data and trends, informing the public about what responses are being taken at the park and inspiring visitors to reduce their carbon footprint.

### **Examples of Future Joint NPS/Partner Actions**

- Test, use and promote carbon-neutral energy, innovations and infrastructure for NPS and partner operations.
- Consolidate park operations to reduce energy consumption.
- Construct and operate visitor facilities with the highest sustainability standards possible.
- Use biodegradable/recycled resources and zero waste options.
- Reduce vehicle miles traveled by park staff and visitors who work in and use the park. Use low-emission vehicles for NPS operations whenever possible.
- Integrate climate change mitigation into all NPS business, operations, and management.
- Keep utilities and critical systems and infrastructure out of flood zones.

- Avoid or minimize additions of new infrastructure, construction of high value assets or major investments in facility renovations within riparian flood zones.

## **MANAGEMENT AREAS**

Visitors to Paterson Great Falls NHP will experience the park by exploring four areas of the park. What visitors see and do and what they learn in each area will emphasize the cultural and natural resources that are found there and the historic events that occurred there. NPS and partners will manage each area to achieve a certain vision and set of desired future conditions for the visitor experience, cultural and natural resources, and park facilities. Management areas will include:

- **Scenic Falls and River Area**—encompassing the Great Falls, the Passaic River and chasm, the Valley of the Rocks, the S.U.M. Dam, the S.U.M. Hydroelectric Plant, the S.U.M. Steam Plant Foundation, and adjoining park lands (including Overlook Park, Mary Ellen Kramer Park, and the Landing)
- **Historic Immersion Area**—encompassing the historic raceway network (within the park boundary), the Ivanhoe Wheelhouse, Upper Raceway Park, the Rogers Locomotive Building and Paterson Great Falls NHP Welcome Center
- **Evolved Industrial Landscape Area**—encompassing the former ATP site (including the quarry and ruins of the Colt Mill, Waverly Mill, Todd Mill, and two ATP site structures)
- **Community Cultural Heritage Area**—encompassing the Hinchliffe Stadium site

### **Scenic Falls and River Area**

#### **Vision for this Park Area**

Public open spaces overlooking the Passaic River enable visitors to experience dramatic views of the Great Falls, Passaic River chasm, and downstream riparian forest. Visitors feel the power of the river that helped fuel America’s early manufacturing economy as they explore the overlook area and the river corridor, engaged in a variety of activities.

#### **Natural Resource Conditions**

- Natural resources are the focus of distinct visitor opportunities and experiences in a variety of natural and designed park settings. Natural suitability of park settings guides decisions as to where visitor opportunities, services and facilities are located. Some natural areas are preserved and protected from visitor use impacts.
- Native vegetation is preserved where possible. Visitor use areas are managed to minimize potential impacts to adjacent native vegetation. Native wildlife and wildlife habitat are

protected from visitor use impacts. Species tolerating high levels of visitor use may be desired in developed areas.

- Complete/green street design concepts are implemented to help manage stormwater runoff and reduce impervious surface coverage.
- Green stormwater infrastructure is explored to reduce runoff and help mitigate impacts from storm events.

### **Cultural Resource Conditions**

- Historic structures, sites and cultural landscapes are preserved or rehabilitated to protect their scenic qualities and historic characteristics.
- Historic structures are preserved or rehabilitated for adaptive reuse for park operations and administration purposes.
- Cultural landscapes are managed to preserve their physical attributes. Some elements of the cultural landscape are rehabilitated for visitor use/education or park and partner administration while preserving features that convey historical, cultural or architectural values.
- The setting and exteriors of the area's historic structures including hydropower plant, Great Falls Development Corp building, the Passaic Valley Water Commission pumping station and historic arch bridge, will be preserved and maintained in good condition.
- The S.U.M. dam and Ryle dam will be stabilized and their functional relationship to water flow of the Great Falls maintained.
- Historically compatible fencing such as wood and iron fences, and appropriate lighting will be used to improve visibility, safety, and security.
- The S.U.M. administration building will be rehabilitated for visitor services or additional park administrative offices. Options for new uses will be explored for the S.U.M. steam plant foundation, such as a visitor multiuse center.

### **Visitor Experience/Opportunities**

#### *Access*

- Sites near the waterfall and chasm rim will be improved and serve as a gateway to the river, offering scenic views and sounds of the falls and flowing water.
- The pedestrian bridge over the waterfall and chasm will enable visitors to feel the river spray, hear the roaring water and observe the geologic features up close.
- A network of improved rim trails, rim-to-river trails, and riverside trails will be developed and invite visitors to experience the river and the Great Falls from different perspectives.
- Improved walking routes into portions of the Valley of the Rocks will provide visitors with a natural experience and access to the riverbank. Physical linkages across the river to ATP or other sites will be explored.
- New areas for river access will be explored including a new put-in for canoes/kayaks below Mary Ellen Kramer Park and a portage trail around the Great Falls for paddlers coming off the river above the falls at the proposed McBride Avenue take-out.

### *Activities and Recreation*

- A wide variety of interpretive, education and recreation opportunities appeal to diverse visitors—including first time visitors, repeat visitors, and local residents who routinely visit the park.
- Visitors enjoy outstanding scenic views of natural and cultural resources. Other activities include picnicking, walking, hiking, biking, fishing, sightseeing, photography, artistic endeavors, bird and wildlife viewing, nature study, research and stewardship activities, and others.
- Visitors have opportunities to explore the Great Falls, the Passaic River chasm, and riparian forest through guided and self-guided tours.
- NPS and partners offer educational programs for visitors of all ages on a variety of subjects related to the park’s interpretive themes, with a focus on stories related to the Great Falls.
- Stewardship programs offer opportunities for visitors and community members, particularly youth, to gain an understanding of the importance of the park’s resources and their stewardship needs.
- Outdoor special events, hosted by the NPS, partners and others, offer visitors opportunities to experience the park during themed activities, community celebrations, and family events.
- The park setting will be enhanced to provide opportunities for quiet, relaxation and contemplation of the falls and river.
- Park sites will accommodate special activities, events, recreational programs and community celebrations that complement park themes and purpose.

### *Orientation and Circulation*

- Improved sidewalks, signage, and landscaping along city streets and in the park will enhance the walking environment between sites.
- New physical connections between park sites will be created to promote a seamless walking experience from neighborhoods, the historic district and opposite sides of the river.
- Bicycle and pedestrian linkages to adjoining city neighborhoods, to Garrett Mountain, and to the Morris Canal Greenway will be developed.

### *Interpretation and Education*

- Interpretive and educational programming will emphasize protection of the natural resources associated with the Great Falls and Passaic River—the river corridor’s geologic formations, vegetation, hydrology and wildlife, as well as man’s evolving use of the Passaic River, from its historical use by American Indians through its industrial use today.
- Public education programs will focus on the outdoor classroom and encourage self-directed learning opportunities, making use of new outdoor classroom spaces created throughout the area.

### *Viewing Areas*

- Throughout the falls area, enhanced viewing areas and small program spaces will be created for better views of the Great Falls, historic arch bridge and structures.
- Selected trimming of vegetation will maintain views of the Great Falls, the Passaic River chasm, downstream riparian forest, and adjoining cultural landscapes within the park and the NHL district.

### **Historic Immersion Area**

#### **Vision for this Park Area**

Historic structures and cultural landscapes reflect their historic appearance and use. Visitors see examples of technological innovation that supported Paterson's industry and manufacturing, and learn about the economic vision that shaped America through interpretive media and educational programs.

#### **Natural Resource Conditions**

- Preservation of cultural resources predominates over preservation of natural resource values. The natural elements of cultural landscapes and historic settings are managed to maintain the historic scene and to protect and preserve cultural resources and their associated values and characteristics.
- Native vegetation is preserved in conjunction with cultural resource management. Existing designed vegetation communities may be maintained to support cultural resource characteristics. Other existing vegetation may be maintained if it tolerates high levels of visitor use. Visitor use areas are managed to minimize potential impacts to adjacent native vegetation.
- Native plants are used for new landscaping, to the maximum extent possible.
- Complete/green street design concepts are implemented to help manage stormwater runoff and reduce impervious surface coverage.
- Green stormwater infrastructure is explored to reduce runoff and help mitigate impacts from storm events.

#### **Cultural Resource Conditions**

- Historic structures, sites and landscapes are preserved or rehabilitated to reflect their period of significance. New uses are compatible with historic character, allowing people to experience these resources firsthand and learn about their associated stories and events.
- Historic structures are preserved or rehabilitated based on their historic significance, condition, interpretive value and potential for adaptive reuse.
- Cultural landscapes are rehabilitated for contemporary use while preserving features that convey historical, cultural or architectural values.

- The Rogers Locomotive building and the Ivanhoe Wheelhouse will be preserved or rehabilitated to accommodate additional exhibit space or programs, as needed. The exterior of both buildings will be maintained as key elements of the surrounding historic district.
- NPS and partners will explore options to rehabilitate and re-water all elements of the raceway system as a functional historic raceway landscape including the upper raceway, middle raceway, lower raceway, middle tailrace, dams, gates, wheelhouses, and other elements. Restoration of some missing system elements will be considered, such as the north gates, waste way timber sluice and gatehouse, and the middle raceway gatehouse.
- Rehabilitation will likely involve replacement, removal and/or repair of historic materials, and will require a focused approach to accommodate the flow of water in and out of sections of the raceway system. Investigations will more fully determine the condition of the raceways in some areas and provide understanding as to how to move water through individual mill race and water power components.

## **Visitor Experience/Opportunities**

### *Access*

- Visitors explore the park's history immersed in its historic setting, having direct contact with historic buildings, sites and cultural landscapes that are evocative of the park's period of significance.
- Visitors will use the raceway system via a new landscaped raceway trail to access sites throughout the NHL district beginning at the upper raceway gatehouse intake on the Passaic River and continuing to the lower raceway tailrace discharge into the river.
- Many of the public and private historic buildings are open and accessible to visitors for special events, programs and educational activities.

### *Activities and Recreation*

- Visitors learn about the park's history through guided and self-guided tours of the park's historic sites and structures, programs, special events, architecture study, photography, and artistic endeavors. Depending on location, other activities may include picnicking, walking, hiking, biking, sightseeing, research and hands-on stewardship and preservation activities.
- Special events, hosted by the NPS, partners and others, include lectures, presentations, exhibits, performances and other events held at the park's historic sites and structures.
- A visit to the Paterson Museum to see the objects and artifacts associated with Paterson's manufacturing history and innovations will be encouraged for visitors. Information on the museum will be included on visitor itineraries of the park, with signage directing park visitors between the museum and other park areas.

### *Interpretation and Education*

- The park offers educational programs for visitors of all ages on a variety of subjects related to the park's interpretive themes, with a focus on stories related to the raceways, and the NHL district.

- The raceway technology that supported Alexander Hamilton’s vision for America’s first planned industrial city will be the focus of the visitor experience in the historic district.
- Visitors will learn about stories and events from Paterson’s industrial past, from Hamilton’s vision for the establishment an industrial city to the immigrant mill workers who made Paterson their home. Visitors will engage with an array of interpretive exhibits, demonstrations of industrial life, and models of industrial production.
- Wayside exhibits, signage and other interpretive media will help visitors understand the history and function of the raceway system.
- The Paterson Museum will be rehabilitated to accommodate additional exhibits featuring the park’s themes and stories.
- Development of visitor facilities includes sensitive rehabilitation of historic sites and structures and may include contemporary visitor facilities if they are blended into the historic fabric of the site.

### **Evolved Industrial Landscape Area**

#### **Vision for this Park Area**

The industrial landscape and historic structures supports contemporary uses. Visitors participate in a variety of activities and special events while they explore places where Americans worked in the planned manufacturing city.

#### **Natural Resource Conditions**

- Water quality in the Passaic River is improving in accordance with water quality management goals for the Passaic River watershed.
- Hazardous soil conditions are remediated to support safe use of historic structures for adaptive reuse by partners and others, and to enable safe public use for outdoor passive recreation.
- Complete/green street design concepts are implemented to help manage stormwater runoff and reduce impervious surface coverage.
- Green stormwater infrastructure is explored to reduce runoff and help mitigate impacts from storm events.
- Native plants are used for new landscaping, to the maximum extent possible
- Exotic plants are removed.

#### **Cultural Resource Conditions**

- Historic structures are stabilized, preserved or rehabilitated for adaptive reuse based on whether they are fundamental park resources, their historic significance, condition, interpretive value and potential for adaptive reuse. Historic structures in ruinous condition may be documented and removed if determined unsafe, or if their interpretive value does not support preservation. This will generally include removal of deteriorated, unstable and

hazardous components of the existing mill ruins to facilitate movement of visitors through the site.

- The industrial landscape is rehabilitated for contemporary use while preserving features that convey historical, cultural or architectural values.
- The Colt Gun Mill will be rehabilitated and select features of remaining structures and portions of select mill factories and ruins will be made safe and preserved as landscape features reflecting the site's industrial history or for interpretive purposes and other visitor uses.
- Foundations that retain structural integrity will remain; structural remains will be easily maintained and resilient to intense storm events, and will allow for visitor use.

## **Visitor Experience/Opportunities**

### *Access*

- Select areas of the former ATP site will be rehabilitated as a community recreation area where visitors could participate in a variety of activities and special events and have greater access to the Passaic River
- Structures and ruin foundations will function as major interpretive features, providing visitors with a basic understanding of the size and scale of the historic industrial scene within a new park context. They will be interpreted from the exterior, with no interior visitor access.
- An information kiosk will provide orientation to the park. Visitors will explore the area on their own or participate in tours led by rangers or docents. Waysides will provide site interpretation.

### *Activities and Recreation*

- Green space, gardens, parking area, and restrooms, as well as areas for informal gatherings, interpretive programs, outdoor classrooms, and special events will be developed and offer visitors opportunities to experience the park during themed activities and community celebrations.
- Visitors will enjoy recreation opportunities such as picnicking, walking, hiking, biking, sightseeing, boating and fishing.
- Visitors have opportunities for guided and self-guided tours.
- A variety of commercial services may be available including food and beverage services, recreation instruction, tours, retail stores, and overnight accommodations.

### *Orientation and Circulation*

- New outdoor spaces will be located adjacent to the Passaic River, tying into the River Walk and enabling visitors who so desire to hike to Overlook Park.
- Existing historic circulation systems will be stabilized, repaired or replaced as necessary for visitors to experience the buildings, structures and views, as well as to access viewpoints along the Passaic River and the Passaic River Walk.

- Physical connections will link visitors to the neighborhoods and NHL district.

### *Interpretation and Education*

- Interpretive and education programs will explore the continuum of industrial use at the ATP site and its transformation into a community recreation space. Visitors will learn about the historic structures and their stories, especially the Colt Gun Mill.
- Interpretive signage, publications and programs will provide an understanding of a typical mill facility on site.
- Art installations, exhibits and innovative media will showcase new and emerging technology and innovations.
- Public industrial archaeological programs are developed in partnership with universities and archaeological societies to contribute to the industrial heritage body of knowledge.

### **Community Cultural Heritage Area**

The community cultural heritage area encompasses the six-acre tract occupied by Hinchliffe Stadium. The Paterson Public Schools will retain ownership of the property and will be responsible for its management in partnership with the city of Paterson. Resource conditions and use of the Hinchliffe Stadium site will evolve over time as the Board of Education implements treatments to stabilize and rehabilitate the site's historic structures. Future uses will likely include a variety of educational programs, athletic programs, community activities, and special events.

NPS and partners will offer interpretive programs and tours of the site and establish physical and programmatic connections to cultural and special events in the park. NPS will offer technical assistance regarding treatment of the stadium's historic structures and development of interpretive media and programs to enhance public understanding of the stadium's historic significance. As budget and staffing allow, technical assistance will generally include professional staff time, research, grant writing and assistance with obtaining funding for projects.

### **Vision for this Park Area**

Rehabilitated historic structures and cultural landscapes associated with Hinchliffe Stadium support a variety of educational programs, athletic programs, community activities, and events celebrating Paterson's history and the diverse cultural heritage and interests of its residents.

### **Cultural Resource Conditions**

- Historic structures are rehabilitated for historic uses or adaptive reuse to support contemporary uses.
- Cultural landscapes are rehabilitated for contemporary use while preserving features that convey historical, cultural or architectural values.

## **Visitor Experience/Opportunities**

- Outdoor special events and programs, hosted by the NPS, partners and others, offer visitors opportunities to experience a variety of themed activities, community celebrations, and athletic events.
- NPS, partners and others offer a variety of educational and athletic programs, with a focus on youth.
- Visitors have opportunities for guided and self-guided tours of the Hinchliffe Stadium site.
- A variety of commercial services may be available including food and beverage services, recreation instruction, tours, and retail stores.

## **USER CAPACITY**

User capacity is one statutory requirement for the GMP established in the 1978 National Parks and Recreation Act. The act called for the identification and implementation of commitments for visitor carrying capacities. The NPS now identifies “user capacity” rather than visitor carrying capacity because it conveys the concept that capacity is applicable to all park users, including local residents. The NPS defines user capacity as the type and level of use that can be accommodated while sustaining the desired resource conditions, social conditions, and visitor experiences consistent with the purposes of the park. The approach to user capacity is now focused on measuring the success at achieving and maintaining desired resource conditions and visitor experiences as affected by people’s use of the parks. The NPS does not solely track and control user numbers, but instead manages the levels, types, behaviors, and patterns of visitor use and other public uses as needed to control the condition of the resources and the quality of visitor experiences.

A monitoring system to test the effectiveness of the management actions taken by identifying indicators and standards that gauge when or if the desired conditions have been achieved was developed for the GMP. The indicators and standards include:

- Indicator 1: Evidence of persistent and/or prohibited use of closed and/or restricted areas.  
Standard 1: The condition of key recreation sites will be maintained in “good condition”  
Site condition assessment- rating of good, fair, poor based on site size, ground cover loss, damaged trees, amount of litter/ waste
- Indicator 2: Water quality  
Standard 2: Bacteria and pollutant density does not exceed NJ standards for secondary contact
- Indicator 3: Deterioration in the condition of existing trails (e.g., widening, increased erosion, trampling) and/or development of new, non-designated informal or “social” trails  
Standard 3: The condition of key trails will be maintained in good condition, zero tolerance for new, undesignated “social trails” measured by the square feet of undesignated or damaged trail

Indicator 4: Documented changes in condition of cultural resources (including historic structures and cultural landscapes) from visitors and park management activities

Standard 4: All properties will be managed in “good condition”

Change in site condition/integrity (measured through List of Classified Structures, Cultural Landscape Inventory, and ASMIS protocols) rating is good, fair, poor, considering factors such as vandalism, vehicle disturbance, commercial activities, and new developments

Indicator 5: Degradation of natural resource conditions below baseline conditions

Standard 5: All properties will be managed in “good condition”

Indicator 6: Crowding or congestion at visitor programming sites

Standard 6: Visitors greater than 90 percent of the time will report the number of encounters with other visitors as “low” to “moderate”

The foundations for making user capacity decisions in this GMP are the purpose, significance, special mandates, and management areas associated with the park. The purpose, significance, and special mandates define why the park was established and identify the most important resources and values—including visitor opportunities—that are to be protected and provided. The management areas in each alternative describe the desired resource conditions and visitor experiences, including appropriate types of activities and general use levels, for different locations throughout Paterson Great Falls. The areas, as applied in the alternatives, are consistent with, and help achieve, the specific purpose, significance, and special mandates for the park. As part of the NPS commitment to the implementation of user capacity, park staff will use these directives to guide the types and levels of visitor use that will be accommodated while sustaining the quality of park resources and visitor experience consistent with the purposes of the park.

Park staff will continue general monitoring of use levels and patterns throughout the park. In addition, park staff will monitor these user capacity indicators. The rigor of monitoring the indicators (e.g., frequency of monitoring cycles, amount of geographic area monitored) may vary considerably depending on how close existing conditions are to the standards. If the existing conditions are far from exceeding the standard, the rigor of monitoring may be less than if the existing conditions are close to or trending toward the standard.

The initial application of the indicators and standards will determine whether the indicators are accurately measuring the conditions of concern and if the standards truly represent the minimally acceptable condition of the indicator. Park staff may decide to modify the indicators or standards and revise the monitoring program if better ways are found to measure changes caused by visitor use. If use levels and patterns change appreciably, the park may need to initiate additional monitoring of new indicators to ensure that desired conditions are protected. This iterative learning and refining process is the strength of the NPS user capacity management program, in that it can be adapted and improved as knowledge grows.

## **FUTURE STUDIES AND IMPLEMENTATION PLANS**

The need for additional studies and implementation plans was identified during the planning process. The studies and plans identified in the table below are the highest priority for implementation of the GMP. The NPS will develop these plans and studies in coordination with stakeholders, academic institutions, and local governments, and state and other federal agencies. These plans include:

- **aesthetic flow study** - conduct an aesthetic flow study as part of the FERC relicensing process, inventory existing conditions, conduct field reconnaissance, and evaluate and analyze opportunities and constraints.
- **archeological resources study** - inventory and document threatened archeological resources and develop a management strategy for responding to impacts.
- **cultural landscape inventory** - inventory cultural landscapes and provide information on their location as well as to record information about the cultural landscape resources related to their identification, description, historical development, landscape characteristics and features and management.
- **cultural landscape report** - document, analyze, and prepare detailed treatment recommendations for park cultural landscapes.
- **historic structures management plan** - develop a management strategy for the rehabilitation of historic structures throughout the historic district.
- **historic structures reuse plan** - investigate and identify adaptive reuse alternatives for historic structures including an evaluation, cost analysis, and selection of effective strategies that protect resources and meet legal requirements.
- **invasive species plan** - describe the current best practices for prevention, early detection, rapid response, control, and containment of one or more invasive species, and identifies activities and approaches to minimize the introduction and spread with optimal use of staff and funding.
- **park sustainability plan** - develop a park-specific sustainability plan that supports the park purpose, integrates with park strategic documents, ensures that appropriate documentation is completed, and contributes to the overall regional sustainable buildings targets and objectives.
- **resource stewardship strategy** - identify and track indicators of desired conditions, recommending comprehensive strategies to achieve and maintain desired conditions over time, and assessing and updating these strategies periodically based on new information and the results of completed activities.
- **visitor use survey and study** - conduct assessments of visitor characteristics, visitor preferences and motivations, and baseline conditions relating to use levels and patterns to determine the best path for addressing visitor use issues.

- **visual resource inventory and management plan** - inventory scenic resources and key critical view points and identify strategies and recommendations for preservation.

### **IMPLEMENTATION OF THE GMP**

The GMP implementation will depend on funding. The approval of the GMP 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 GMP 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.

**ATTACHMENT B**  
**PUBLIC INVOLVEMENT AND AGENCY CONSULTATION**  
**Paterson Great Falls National Historical Park General Management Plan/EA**

The planning process for the GMP/EA was conducted with public and agency involvement that included multiple newsletters, Paterson Great Falls NHP Advisory Commission meetings, briefings, a formal public comment process, and agency and tribal consultation. A brief summary of public involvement activities and agency and tribal consultation is provided below. A detailed discussion was presented in the GMP/EA in Chapter 5, “History of Community Participation”.

**Public Scoping**

The public involvement process began with a “Notice of Intent” to prepare an environmental impact statement for the general management plan; this notice was published in the Federal Register in November 2011. Following the Federal Register notice, the first GMP newsletter was posted on the park’s website and more than 3,000 copies were sent out to the park’s mailing list and distributed throughout the city of Paterson—to visitors at the park, neighbors in local communities, and attendees at open house meetings. In addition, the newsletter was translated and printed in and Arabic, Bengali and Spanish.

Three scoping open house meetings were held at community locations outside the park. Members of the NPS planning and civic engagement team, rangers, and other staff were on hand to share information and answer questions about the GMP process. Additional public presentations were held at William Paterson University and Clifton Public Library about the GMP process. Park staff worked with two elementary schools on special projects devoted to the GMP.

During the scoping period from November 2011 through March 2012, the park received over 700 hundred comments in a variety of forms. Comments were received by mail, park form, electronic mail and through the NPS Planning, Environment, and Public Comment (PEPC) website. NPS staff posted and maintained announcements regarding the status of the GMP on the park’s website and Facebook page.

**Preliminary Alternatives**

Over 6,000 copies of two additional GMP newsletters were distributed in fall 2012 and winter 2014 to provide updates on the planning process and park activities. The newsletters were also posted on the park’s website and distributed by staff throughout the park and at city locations. Four preliminary alternative concepts for the alternatives were presented at the federal advisory commission meeting in January 2013. The federal advisory commission held a special meeting in March 2013 to discuss the alternative concepts and seek public comment. After consulting with the federal advisory commission, the city of Paterson, and other interested agencies, the planning team finalized the draft management alternatives and presented them at the October 2014 federal advisory commission meeting.

### **Draft GMP/EA Open Houses and Review**

The GMP was originally scoped as an environmental impact statement (EIS); however, internal discussions and input received during public and agency scoping did not raise any potentially significant environmental issues nor did the impact analysis identify any potentially significant adverse impacts. Therefore, the NPS determined that an environmental assessment (EA) was the appropriate level of environmental review for the GMP. The NPS published a notice to terminate the EIS process and prepare an EA instead in the *Federal Register* on September 18, 2015.

The draft GMP/EA was released for public review on January 6, 2016. Information about the comment period was sent out to the park's GMP mailing list and posted on the park's website and Facebook page. NPS hosted three public open house meetings to provide information and answer questions on the draft GMP/EIA, distribute copies of the document and gather public comments. The review period was 60 days and ended on March 6, 2016. A total of 265 pieces of correspondence about the draft GMP/EA were received from individuals, organizations, and agencies.

The NPS received many comments including: protecting historic views from development; rehabilitating the raceway system; reusing Hinchliffe Stadium; providing river access for recreational activities; preserving buildings in the historic district; and increasing police presence for public safety. Other comments received included comments on traffic issues, nature resource management and stewardship, safety issues, accessibility, and specific community concerns.

A majority of the comments received stated a preference for one alternative or a combination of two alternatives. A number of comments addressed very specific concerns, or made very specific suggestions. The NPS considered all comments received.

### **Briefings to Elected Officials**

Throughout this GMP process, the park superintendent and other staff have met with the local member of Congress and staff to discuss the planning process. During these visits, information about the draft alternatives, the draft GMP/EA, community outreach, and future park development was presented and discussed.

City of Paterson officials and staff participated in open house meetings, workshops, briefings and many discussions with the GMP planning team. In addition, city staff included NPS in the planning process for the 2014 Paterson Master Plan to ensure that future actions and policies will be consistent with the direction of the GMP.

### **Section 106 Consultation**

On March 15 2012, NPS sent a letter to the NJSHPO to initiate consultation under Section 106 of the National Historic Preservation Act for the GMP. In April 2012, NJSHPO staff participated in a workshop with NPS staff, city representatives and federal advisory commission members to draft the park's foundation for planning. On March 23, 2014, a meeting was held with NJSHPO staff to brief them on the broad GMP concepts and preliminary management alternatives. A copy of the draft GMP/EA was sent to the NJSHPO in January 2016 and a response stated no concerns was received in April 2016.

While the GMP was provided to the NJSHPO and many others, further Section 106 consultation, including Section 106 assessment of effects to historic properties, will take place as specific actions in the approved GMP are implemented.

### **Tribal Consultation**

The Delaware Nation, Delaware Tribe of Indians and the Stockbridge-Munsee Community were invited to consult in March 2012. Letters inviting consultation to these federally- recognized tribes were sent on March 28, 2012. In addition, the Sand Hill Indians were invited to consult and were sent a letter on March 28, 2012. Copies of the draft GMP/EA were distributed to these tribes during the public review period. NPS will continue to consult with these traditionally associated tribes and groups throughout implementation of the GMP pursuant to requirements of 36 CFR 800, federal executive orders and agency management policies.

### **Section 7 Consultation**

On March 15, 2012, Paterson Great Falls NHP sent a letter to the U.S. Fish and Wildlife Service (USFWS) informing them of preparation of the GMP and requesting information regarding federally-listed threatened and endangered species in accordance with Section 7 of the Endangered Species Act. NPS received a response from the USFWS with data resources related to the Indiana Bat (*Myotis sodalis*). NPS staff continued to coordinate informally with USFWS throughout the planning process, following which, NPS determined that actions proposed in the GMP “may affect, but are not likely to adversely affect” any federally threatened or endangered species or critical habitats. As part of the Section 7 consultation process, a letter was submitted to the USFWS for review and concurrence. A letter was received from USFWS in February 2016 stating that “the Service concurs that the proposed project is not likely to adversely affect federally listed species.”

Actions proposed as part of the selected action which could impact bat species include rehabilitation, preservation, and stabilization of select historic structures and ruins, and tree removal to maintain viewsheds and improve trails. To reduce the likelihood of impacting these bat species, the NPS will employ mitigation measures such as conducting field surveys for the presence of bats and restricting tree clearing from April 1 to September 30. The NPS will also encourage other landowners within the boundary of the park to consider the impacts their actions could have on bat species and employ similar mitigation measures. As a result of mitigation measures and continued consultation with USFWS and the state, no adverse impacts to the aforementioned bats are expected as a result of the proposed alternatives in this plan.

**ATTACHMENT C**  
**MITIGATION MEASURES AND BEST MANAGEMENT PRACTICES**  
**Paterson Great Falls National Historical Park General Management Plan/EA**

To help ensure the protection of natural and cultural resources and the quality of the visitor experience, the following protective measures are included in the selected action and will be implemented where feasible. The NPS will implement an appropriate level of monitoring throughout GMP implementation to help ensure that protective measures are being properly implemented and are achieving their intended results.

Mitigation measures can further reduce impacts or offer greater protection of resources or values and must be done in a way that protects unimpaired the park's natural and cultural resources and the quality of the visitor experience under the NPS Organic Act. Mitigation can be helpful or even instrumental in ensuring that this happens. Actions that are generally described in this GMP/EA may require more site-specific environmental review under NEPA and other laws before they can be implemented. The mitigation measures and best management practices described below are a starting point for these actions.

**Cultural Resources**

- Continue to develop inventories for and oversee research about archeological, historic, and ethnographic resources to better understand and manage the resources, including historic and ethnographic cultural landscapes. Conduct any needed archeological or other resource specific surveys in compliance with NHPA Section 106, prepare national register evaluations, and identify recommended treatments. Incorporate the results of these efforts into the park's resource stewardship strategy and site-specific planning and compliance documents. Continue to manage cultural resources following federal regulations and NPS guidelines and Director's Order 24, "Museum Collections Management", Director's Order 28 "Cultural Resource Management", and NPS 28A "Archeology". Inventory the partner's museum collection related to the park and assist with keeping museum collections in a manner that will meet NPS curatorial standards and in compliance with 36 CFR 79 Curation of Federally-Owned and Administered Archeological Collections.
- Follow site-specific planning and compliance procedures, in accordance with the *Secretary of the Interior's Standards for Archeology and Historic Preservation*. Locate projects in previously disturbed or existing developed areas to avoid or minimize adverse impacts to archeological resources. Use screening and/or sensitive design that will be compatible with historic resources and cultural landscapes and avoid development adjacent to ethnographic resources. If adverse impacts could not be avoided, these impacts will be mitigated by strategies determined through a consultation process with all interested parties.
- Conduct archeological site monitoring and routine protection. Conduct data recovery excavations at archeological sites threatened with destruction, where protection or site avoidance during design and construction is infeasible. Strictly adhere to NPS standards

and guidelines on the display and care of artifacts. This will include artifacts used in exhibits in the visitor center. Irreplaceable items will be kept above the 500-year floodplain.

- Mitigating measures for structures and landscapes include documentation according to standards of the Historic American Buildings Survey/Historic American Engineering Record/Historic American Landscape Survey (HABS/HAER/HALS) and in accordance with the Secretary's Standards and Guidelines for Historical and Archeological Documentation. The level of this documentation, which includes photography, archeological data recovery, and/or a narrative history, will depend on significance (national, state, or local) and individual attributes (an individually significant structure, individual elements of a cultural landscape, etc.) and be determined in consultation with the state historic preservation officer, tribal historic preservation officer(s), local community (ies), and/or other interested parties. When demolition of a historic structure is proposed, and following thorough documentation, architectural elements, and objects may be salvaged for reuse in rehabilitating similar structures, or they may be added to the partners' museum collection providing the structures are not from park lands. Such structures and architectural elements will be handled as federal property consistent with NPS policy. In addition, the historical alteration of the human environment and reasons for that alteration will be interpreted to national park visitors.
- Continue ongoing consultations with culturally associated groups and American Indian tribes. Protect sensitive traditional use areas as feasible by avoiding or mitigating impacts on the ethnographic resources and continuing to provide access to traditional use and spiritual areas. Mitigation could include identification of and assistance in accessing alternative resource gathering areas and screening new development from traditional use areas.
- Encourage visitors through the park's interpretive programs to respect and leave undisturbed any inadvertently encountered archeological resources.

## **Natural Resources**

- To prevent water pollution during construction, use erosion control measures, minimize discharge to water bodies, and regularly inspect construction equipment for leaks of petroleum and other chemicals. Minimize use of heavy equipment in a waterway.
- Build a runoff filtration system to minimize water pollution from larger parking areas.
- Delineate wetlands by qualified NPS staff or certified wetland specialists and clearly mark the wetlands before construction work.
- Perform construction activities in a cautious manner to prevent damage caused by equipment, erosion, siltation, etc.
- Build any new facilities on soils suitable for development.

- Minimize soil erosion by limiting the time that soil is left exposed and by applying other erosion control measures, such as erosion matting, silt fencing, and sedimentation basins in construction areas to reduce erosion, surface scouring, and discharge to water bodies.
- Once work is completed, revegetate construction areas with native plants in a timely period.
- Implement a noxious weed control program. Standard measures could include the following elements: ensure construction-related equipment arrives on-site free of mud or seed bearing material; certify all seeds and straw material are weed-free; identify areas of noxious weeds pre-construction; treat noxious weeds or noxious weed topsoil before construction (e.g., topsoil segregation, storage, herbicide treatment); revegetate with appropriate native species.
- Monitor areas used by visitors (e.g., trails) for signs of native vegetation disturbance – use public education, native plants to revegetate disturbed areas, erosion control measures, and barriers to control potential impacts on plants from trail erosion or social trailing.
- Designate river access/crossing points, and use barriers and closures to prevent trampling and loss of riparian vegetation.
- Develop revegetation plans for the disturbed are and require the use of native species – revegetation plans should specify seed/plant source, seed/plant mixes, soil preparation, etc. Salvage vegetation should be used as possible.
- Employ techniques to reduce impacts on wildlife, including visitor education programs, restrictions on visitor activities, and park ranger patrols.
- Implement a natural resource protection program. Standard measures will include construction scheduling, biological monitoring, erosion and sediment control, the use of fencing or other means to protect sensitive resources adjacent to construction, the removal of all food-related items or rubbish, topsoil salvage, and revegetation. This could include specific construction monitoring by resource specialists as well as treatment and reporting procedures.
- Implement a dust abatement program. Standard dust abatement measures could include the following elements: water or otherwise stabilize soils, cover haul trucks, employ speed limits on unpaved roads, minimize vegetation clearing, and revegetate after construction.
- Mitigation actions specific to rare, threatened, and endangered species will include the following: conduct surveys for rare, threatened, and endangered species as warranted; locate and design facilities/actions to avoid adverse effects on rare, threatened, and endangered species – if avoidance is infeasible, minimize and compensate for adverse effects on rare, threatened, and endangered species as appropriate and in consultation

with the appropriate resource agencies - conduct work outside of critical periods for the specific species; develop and implement restoration and/or monitoring plans as warranted – plans should include methods for implementation, performance standards, monitoring criteria, and adaptive management techniques; implement measures to reduce adverse effects of non-native plants and wildlife on rare, threatened, and endangered species.

- Mitigation actions will occur during normal park operations as well as before, during, and after construction to minimize immediate and long-term impacts on rare, threatened, and endangered species. These actions will vary by specific project and area of the park affected, and additional mitigation will be added depending on the specific action and location. Many of the measures listed above for vegetation and wildlife will also benefit rare, threatened, and endangered species by helping to preserve habitat.

### **Visitor Experience**

- Implement a traffic control plan, as warranted. Standard measures include strategies to maintain safe and efficient traffic flow during the construction period.
- Visitor safety concerns will be integrated into interpretive and educational programs. Directional signs will continue to orient visitors, and education programs will continue to promote understanding among visitors.
- Implement measures to reduce adverse effects of construction on visitor safety and experience.
- Implement an interpretation and education program. Continue directional signs and education programs to promote understanding among park visitors.
- Conduct an accessibility study to understand barriers to park programs and facilities – based on this study, implement a strategy to provide the maximum level of accessibility.

### **Transportation and Access**

- When the parking lots, or other park sites, where space is often inadequate fill, redirect traffic elsewhere to avoid exceeding the site's carrying capacity, as directed by NPS Management Policies 2006 (NPS 2006a).

### **Socioeconomics**

- During the future planning and implementation of the approved management plan for the park, NPS and partners will work with local communities to further identify potential impacts and mitigation measures that will best serve the interests and concerns of both the park and the local communities.
- Partnerships will be pursued to improve the quality and diversity of community amenities and services.

**ATTACHMENT D**  
**NON- IMPAIRMENT DETERMINATION**  
**Paterson Great Falls National Historical Park General Management Plan/EA**

By enacting the NPS Organic Act of 1916 (Organic Act), Congress directed the U.S. Department of Interior and the NPS to manage “to conserve the scenery, natural and historic objects, and wild life in the [National Park] System units and to provide for the enjoyment of the scenery, natural and historic objects, and wild life in such manner and by such means as will leave them unimpaired for the enjoyment of future generations” (54 USC 100101(a)). Congress reaffirmed this mandate in 1978 by stating that NPS must conduct its actions in a manner that will ensure no “derogation of the values and purposes for which the System units have been established, except as directly and specifically provided by Congress.” (54 USC 100101(b)(2)).

NPS Management Policies 2006, Section 1.4.4, explains the prohibition on impairment of park resources and values:

While Congress has given the Service the management discretion to allow impacts within parks, that discretion is limited by the statutory requirement (generally enforceable by the federal courts) that the Park Service must leave park resources and values unimpaired unless a particular law directly and specifically provides otherwise. This, the cornerstone of the Organic Act, establishes the primary responsibility of the Nation Park Service. It ensures that park resources and values will continue to exist in a condition that will allow the American people to have present and future opportunities for enjoyment of them.

The NPS has discretion to allow impacts on Park resources and values when necessary and appropriate to fulfill the purposes of a Park (NPS 2006 sec. 1.4.3). However, the NPS cannot allow an adverse impact that would constitute impairment of the affected resources and values (NPS 2006 sec 1.4.3). An action constitutes an impairment when its impacts “harm the integrity of Park resources or values, including the opportunities that otherwise would be present for the enjoyment of those resources or values” (NPS 2006 sec 1.4.5). To determine impairment, the NPS must evaluate “the particular resources and values that would be affected; the severity, duration, and timing of the impact; the direct and indirect effects of the impact; and the cumulative effects of the impact in question and other impacts” (NPS 2006 sec 1.4.5).

This determination on impairment has been prepared for the selected action described in this FONSI. An impairment determination is made for all resource impact topics analyzed for the selected action. An impairment determination is not made for visitor experience, socioeconomics, public health and safety and park operations because impairment findings relate back to park resources and values, and these impact areas are not generally considered to be park resources or values, and cannot be impaired in the same way.

Implementation of the selected action will not result in impairment of park resources or values. The NPS bases this conclusion on a thorough analysis of the environmental impact described in the GMP/EA, relevant studies and professional judgement of the decision-maker guided by the

direction in the NPS *Management Policies 2006*. The analysis did not identify any major adverse impacts that will result from implementation of the selected action.

### **Cultural Landscapes**

The cultural landscape of Paterson Great Falls includes the natural and built features that together make up the NHL District which comprises approximately 129 acres including a section of the Passaic River, the Great Falls, Valley of the Rocks, S.U.M. Island, the raceway system, a dam, and a number of historic structures. Together, the Passaic River and the raceway system provided the framework for the development of Paterson, physically linking the city's natural systems to its industrial enterprise.

Actions proposed under the selected action have the potential to result in adverse and beneficial impacts for cultural landscapes. Adverse impacts are possible due to the hazardous materials mitigation, demolition of ruins, and addition of non-historic features to the landscape to support new visitor uses. Beneficial impacts include the creation over the long term of a landscape that more closely resembles its historic character and conveys the park's themes. Beneficial impacts will occur due to the opening up to visitors of currently closed areas and views following remediation, stabilization and rehabilitation of fundamental landscape resources, and improved maintenance of these resources over the long term. Beneficial impacts from the alternative, coupled with mitigation measures, will also help offset adverse impacts.

The selected action will improve the park's ability to interpret and protect the park's cultural landscape by preserving more of its character-defining features and improving the overall condition of the historical landscape. Preservation and rehabilitation efforts will increase the ability of the cultural landscape to convey its significance and provide visitors with a better understanding of the connections between the Passaic River and the industrial history of Paterson. Implementation of mitigation measures for actions that have the potential to cause adverse impacts will likely result in a lessening of the degree of impact on cultural landscapes. The selected action will not result in impairment of the cultural landscape because the landscape will be improved from its current condition.

### **Historic Structures**

The NHL District cultural landscape includes many structures within and outside the park's boundary including buildings, mills, dams, millraces and raceways. The selected action will be expected to result in small and direct adverse impacts (selected removal of structures) and beneficial impacts (long-range planning for preservation; stabilization, preservation, and rehabilitation of structures). Beneficial impacts from the alternative, coupled with mitigation measures, will help offset adverse impacts because fundamental resources will be protected and will be better able to convey important themes of the park.

Direct and permanent adverse impacts are possible due to the demolition of low-priority structures, and if adaptation for reuse is not completed in accordance with appropriate standards. However, implementation of mitigation measures for actions that have the potential to cause adverse impacts will likely result in a lessening of the degree of adverse impact on historic structures. Therefore, the selected action will not constitute an impairment of historic structures

because preservation and rehabilitation of the structures will improve their current condition and provide additional opportunities for current and future generations to enjoy those resources.

### **Archeological Resources**

Within Paterson Great Falls NHP there are a number of archeological resources and areas of archaeological potential related to specific industrial activities. Known archeological resources within the park include a variety of features and deposits related to historic features of the Paterson industrial era including textile production.

Actions proposed under the selected action have the potential to result in adverse and beneficial impacts for archeological resources. Beneficial impacts are expected when archeological resources remain undisturbed and adverse impacts could result from potential ground disturbance during construction, primarily from ground-disturbing construction related to the raceway system rehabilitation efforts and rehabilitation of the Allied Textile Printing site.

Pre-construction surveys and implementation of mitigation measures for actions that have the potential to cause adverse impacts will likely result in a lessening of the degree of adverse impacts on archeological resources. Some beneficial impacts to archeological resources could be expected through preservation education as partners and visitors gain and better understanding and appreciation of the park's archeological resources. Actions proposed under the selected action will serve to provide additional information to the park's archeological record and provide additional opportunities for research as new archeological surveys and investigations are conducted. Findings from these investigations will provide additional opportunities for interpretive and educational programming to comply with the park's enabling legislation and help to create an archeological record for the park. Any artifacts found could, in turn, provide additional historical and cultural resources to interpret.

Implementation of mitigation measures will effectively minimize adverse effects of the selected action on archeological resources. Thus, the selected action will not impair archeological resources because known archeological sites will be avoided for the most part and unavoidable adverse effects will be mitigated by data recovery to collect and preserve the important information associated with these sites.

### **Water Resources**

Water resources are the hydrological systems and features of the park, including streamflow characteristics and water quality. The Passaic River is the principal hydrologic feature in the park and is a park fundamental resource.

Overall, the selected action will result in beneficial impacts on water resources. The remediation of contaminated soils at the ATP site will eliminate a source of pollutants along the Passaic River. Improvements to the trail system within Valley of the Rocks will decrease existing surface runoff and sedimentation. Additional beneficial impacts on water quality will result from increased research and monitoring of water resources. Although these benefits will be expected to result in improvements to water quality, beneficial impacts as a result of the selected action will not likely substantially change or improve the overall quality of water resources within Paterson NHP.

Construction activities, including the presence of construction vehicles and equipment, could have temporary adverse impacts on water resources depending on the nature and location of the action, but the use of mitigation measures will lessen the severity of the adverse impacts and impacts will only expect to occur during the time of construction. However, water resources will not be impaired because any adverse impacts from the selected action will be localized, limited in extent, and minimized through site planning and design and the implementation of erosion control measures, and will not substantially change the existing conditions with regard to water resources within the park. Further, the selected action contains measures to help improve the conditions with regard to water resources both inside and outside the park.

### **Floodplains**

Floodplains are areas of land that are subject to natural flooding from an adjoining waterway. Within Paterson Great Falls NHP, construction of river walls, raceway systems and dams has altered the natural flow of river, changing the location and size of the adjacent floodplain and creating floodplains along the upper, middle and lower raceways.

Overall, the selected action will result in both beneficial and adverse impacts on floodplains. Resource management efforts such as a comprehensive research and monitoring program, stabilization of the ATP site's river, and new public education programs will result in beneficial impacts. Additional beneficial impacts could result from using the raceway system to divert floodwaters from McBride Avenue. Adverse impacts resulting from the selected action will be mostly attributable to construction activity relating to site improvements and the ATP river wall stabilization and the continued presence of structures within the floodplain. However, since most floodplains will remain intact and protected either through zoning that restricts access or through careful design and planning of facilities that minimize and/or mitigate adverse impacts, the selected action will not impair floodplains.